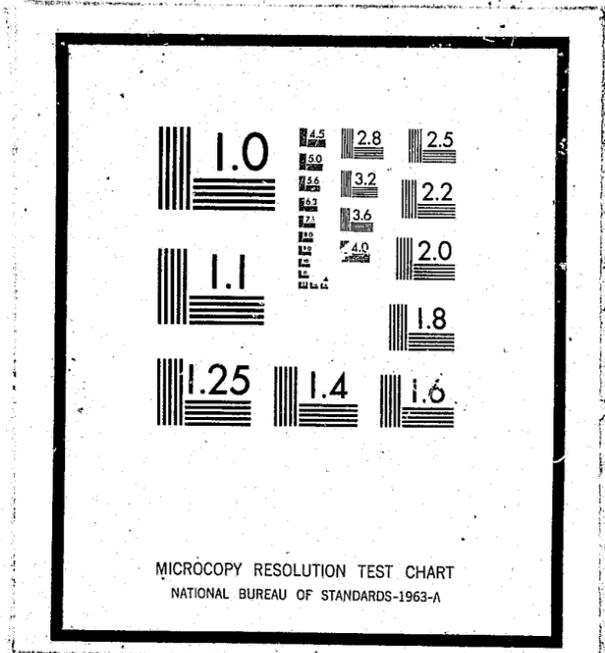


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THE RISE OF THE SPARROW A PAPER ON CORRECTIONS IN MANITOBA



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**THE
RISE
OF THE SPARROW—
A PAPER
ON CORRECTIONS
IN
MANITOBA**



**GOVERNMENT OF MANITOBA
DEPARTMENT OF HEALTH AND SOCIAL DEVELOPMENT
JULY 1972**

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*"Are not two sparrows sold for a farthing? and one of them shall not fall to the ground without your Father. But the very hairs of your head are all numbered. Fear ye not therefore, ye are of more value than many sparrows."
The Gospel of Matthew, 10:29-31.*



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The **RISE OF THE SPARROW** is an attempt by the Department of Health and Social Development to synthesize the philosophy, policies, directions and objectives of a modern corrections program. The document does not constitute a statement of government correctional policy although certain aspects of current policy are enunciated in the text of the report.

The paper is being made available to all interested members of the public in order to stimulate open discussion of this very significant aspect of public social policy. It is hoped that many concerned individuals and groups will avail themselves of the opportunity to communicate with government on this matter.

A handwritten signature in dark ink, appearing to read "René E. Toupin". The signature is written in a cursive style and is located at the bottom right of the page.

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PREAMBLE

KEYNOTE OF THE PAPER

The whole world is so busy being its brother's keeper, it has forgotten that until you learn to be your brother's *brother*, you will never *keep* him well.

"Brother"
rather than
"keeper"

This quotation, by Dick Gregory, aptly expresses a keynote of this Government's philosophy of corrections. The tenor of this philosophy is that society's obligation to the offender is not fulfilled by programs which meet only the individual's need for physical custody and care and the community's need for order and security. The concept of "keeper" or "custodian" limits involvement with the individual transgressor to these narrow constraints; the concept of "brother" extends concern to the whole man — to his total physical, social, mental and spiritual needs, to the underlying causes of his problems, and to the uniqueness and inherent worth of his life and personality.

REASONS FOR THE PAPER

This is an appropriate time at which to present the basic philosophy and future plans of this Government with regard to corrections — appropriate for two reasons.

Improved public
attitude toward
offenders

The first is that currents of change are reshaping the field of corrections, fostered largely by evidence of improved public attitudes toward the law-breaker. A spirit of tolerance and understanding is allowing correctional programs to move more rapidly toward new concepts of care and treatment. In several vital areas, Manitoba has been in the forefront of these developments. The philosophical foundation upon which the Manitoba system rests requires to be fully enunciated and its implications clearly spelled out.

New patterns
of delivery
of services

On the broader front of social development programs as a whole, Manitoba is presently examining its approach to the planning and delivery of such programs in terms of their combined impact upon the quality of life in Manitoba. The increasingly important role of corrections in the spectrum of services to people constitutes a second reason for this presentation. The social development perspective, which calls for interrelated services directed to the individual and his environment, is compatible with and, indeed, essential to, the new directions in corrections.

PURPOSE OF THE PAPER

It is the purpose of this paper:

Synthesis of
philosophy and
plans

1. To produce a synthesis of philosophy and specific plans, in order to ensure rational and coherent development of the correctional system. The accent of the paper is upon the elucidation of a philosophical framework, within which future program and resource decisions will be taken.

"Blueprint"
for future

2. To act as a blueprint for the future of corrections in Manitoba, in order to ensure consistency and predictability in the progress of the system. It is not intended that this plan establish a restrictive and inflexible model; it should be recognized that in a young and vigorous field such as corrections, improved methods and approaches will continually demand adaptation. The plan will, however, provide some direction to those who make and those who carry out public policy. It will allow decisions to be formulated and carried out with more complete awareness of their effect upon the total correctional system.

Education and
information

3. To act as an educational and informational document for the use of the general public and other groups interested in the progress of the corrections program. It is hoped that this will encourage public support and concern for the programs.

PARAMETERS OF THE PAPER

The field of corrections is not a singular and isolated subject area. As other social phenomena, its ramifications impinge upon many facets of the milieu in which it exists. It is most clearly a component of the pervasive problem of crime and society's attempts to cope with it. As the ultimate segment in the system of formal justice, preceded by the law enforcement and judicial processes, its aspirations and activities are not always as visible to the public as they should be.

This paper is prepared as a document concerned exclusively with the correctional segment of the process of formal justice. The relationship of the police, judiciary, and correctional services as a continuum makes it impossible, however, to deal with any one of the components without overlapping discussion of the other two. The text of this paper draws attention to several areas where the operation of the law enforcement and judicial systems have a particularly crucial influence on the rehabilitative process. There is also some discussion of improvements that need to be made in the interaction of these components with corrections.

A global view of the problem of crime and its control, however, reveals a number of large areas of concern which this paper, because of the limitation discussed above, has not attempted to grapple with. They will be discussed briefly at this juncture to emphasize their importance in the task of "corrections" in the broad rehabilitative sense, and to accent the need for their further consideration.

1. The Definition and Incidence of Crime

This paper expresses the belief that improperly conceived legal definitions of crime present an obstacle to the achievement of rehabilitative goals through the system of correction. Rehabilitation and societal protection cannot be rational and achievable objectives of the correctional services, unless the legal code is rational and consistent with existing social norms. Certain changes must therefore, be made in the definition of crime, the result of which should be to narrow the area of intervention by the formal system of justice.

It is important, for example, that a distinction be made between "crimes" and "social nuisance behaviour". The latter consists of activity that may be socially repugnant but is not "threatening" to society and consequently does not

necessitate "protection" for society. Such behaviour is usually amenable to control by social forces other than the formal justice system. The correctional service should not be in the untenable position of substituting for other societal agencies which can more effectively deal with "nuisance" anti-social behaviour.

The criteria delineated by the Canadian Committee on Corrections constitute appropriate guidelines for the scope of criminal law:

1. No act should be criminally proscribed unless its incidence, actual or potential, is substantially damaging to society.
2. No act should be criminally prohibited where its incidence may adequately be controlled by social forces other than the criminal process. Public opinion may be enough to curtail certain kinds of behaviour. Other kinds of behaviour may be more appropriately dealt with by non-criminal legal processes, e.g. by legislation relating to mental health or social and economic condition.
3. No law should give rise to social or personal damage greater than that it was designed to prevent.¹

On the basis of these criteria, major changes require to be made to the body of criminal law. Such modifications should give particular attention to the prevailing social ethos and concomitant problems such as drug abuse, "white collar crime", and "corporate crime". The recommendations in the Ouimet Report, "that the Government of Canada establish . . . a Royal Commission to examine the substantive criminal law"² is strongly supported.

The Canadian Committee on Corrections has also correlated considerable data on the status of, and trends in, criminality in Canada.³ Attention is directed to the findings of the Committee in this regard and no duplication of information is made in the paper.

2. The Function of Law Enforcement

The primary contemporary issue concerning the police function is often expressed as the need to hold in tension the use of police power required for effective law enforcement and the right of the citizen to be protected from the arbitrary use of authority.

Corrections
not isolated
service area

Paper deals
with corrections
primarily

Changes needed
in criminal
law

Police function
must be
rehabilitative

In terms of corrections, however, the chief concern is that the law enforcement system adopt a rehabilitative and indirect prevention role to complement the functions of enforcement and direct prevention. It is important that police authorities see themselves as part of the rehabilitative sequence, particularly since the police are the first contact of the offender with the system of justice.

A point of emphasis is that all persons with whom the offender comes into contact, from the moment of apprehension to the time his liberty is restored, can work either positively or negatively toward his rehabilitation. The procedures, practices and constraints to which he is subjected will also affect his response to treatment.

At present it is difficult, if not impossible, to rehabilitate those offenders who believe they have not been treated with fairness and dignity. When an offender honestly believes he has not had a "fair shake" he carries with him into the correctional process considerable hostility and aggression. These feelings are directed toward the staff, who represent the values of the dominant society, and it is they who are in the awkward position of attempting to justify acts they know have damaged the offender. Further, because these deep feelings have wounded his pride and fractured his image of society, he tends to identify with other residents who have, or claim to have, had the same experiences. Since his identification is with the "losers", the task of getting him to identify with staff can begin only when feelings of anger and frustration are resolved.

Changes needed
in enforcement
procedures

The addition of the rehabilitative dimension to the police function may require changes in the legal and procedural machinery with which the police officer has to work. Certain improvements, such as provision for wider use of a summons rather than arrest, are commendable, but further attention should be given to this matter. Recommendations of the Ouimet Report in this regard are strongly endorsed.

3. The Judicial Process

The court system is undoubtedly the key component of the formal justice process, from which the law enforcement and correctional services receive much of their direction. The machinery of the judicial system and the decisions of the court with regard to sanctions against the offender have a profound effect upon the individual and his responsiveness to rehabilitative measures.

Sentencing policy
requires study

The particular aspect of the courts' function not emphasized in the paper but requiring concerted study, is sentencing policy. Much has been written and discussed about the need for new approaches to sentencing which will give recognition to the unique treatment needs of each offender and allow correctional authorities to adapt their approach to these needs rather than to the determinations of the court. Without elaborating upon this issue, the Government of Manitoba encourages the search for new procedures and methodology which will enable the court to fulfill a truly rehabilitative role.

4. The Prevention of Law-breaking

Any discussion of prevention in its broad terms necessarily involves the correctional system because the chief objective of corrections — rehabilitation — comprises a preventative measure.

Prevention requires
social and
individual change

Correctional services are beginning to recognize that rehabilitation not only means changing the individual but also altering the societal conditions which breed and perpetuate anti-social behaviour. This paper deals at some length with the contemporary approaches of "reintegration" and "social reconstruction". The advocates of these strategies tend to de-emphasize other methods, but support is given in this paper to a balanced approach which recognizes the need for both individual and societal change.

Prevention
involves
many agencies

While the importance of environmental change as a preventative measure is given full recognition, the methods of achieving such change are not explored in detail. The reason for this is that the task of social reconstruction reaches far beyond the scope of a correctional program. The whole array of societal problem phenomena impinge upon this approach. It is obvious that a methodology is required which mobilizes and integrates all necessary social resources and focuses them upon the problem in its broadest aspect.

Social development
approach to
prevention

The Government of Manitoba has recently formulated and adapted such a methodology in the delivery of its social services. This new organizational and operational perspective, termed Social Development, means that, by resetting goals and restructuring systems, problems such as the prevention of law-breaking will be tackled with the full range of resources acting in concert rather than in a piecemeal fashion. It is the intention of this Government to include the prevention of crime and delinquency as one of the prime targets of the social development approach.

5. The Relationship of the Court, Law Enforcement

Agencies and Corrections Services

One prerequisite to the success of the correctional endeavour is basic philosophical compatibility between the corrections program and the law-enforcement and judicial agencies. The offender must be dealt with consistently and with single-mindedness as he moves from his first contact with the police to the final contact with correctional officials. Conflict of aims may preclude effective rehabilitation of the individual.

This philosophical accord is the essential ingredient to effective interfacing of the three systems. Functional relationships must be developed between them that will result in their operating as a total system. This means that each component sub-system will be coordinated with each other sub-system in such a way that they contribute to the achievement of the goals of the total systems.

Administrative unification of all agencies in the formal justice system is neither desirable nor necessary to achieve philosophical accord or systematization. What is required is a common goal and a degree of communication and cooperation sufficient to foster harmonious approaches and policies. It is suggested that the objectives and principles enunciated in this paper comprise a credo appropriate to all components of the system.

6. Programming for Special Groups

A final notation concerning textual parameters is that the reader will discover no separate sections dealing with juveniles, adults, women or men, Indians or Metis, etc. A basic assertion of this paper is that the corrections should, and can effectively, consist of a sequence of programs differentiated on the basis of need of the individual offender rather than on distinctions such as sex and age. That is, people in the corrections system are considered primarily as individuals with problems, not as members of "problem" groups. It is thus preferable to describe corrections primarily on the basis of the sequence and nature of mainstream programs, drawing attention specifically to those situations where age, sex, ethnic background, etc., requires differential management or treatment.

Nonetheless it is recognized that there is often a need for special group programming to deal with individuals whose problems relate to their membership in a particular ethnic, age or social group. Moreover, it is sometimes necessary to

introduce special methods or resources to make it possible to deal effectively on an individual basis with offenders who are members of "problem" groups. All this must be done on an eclectic basis, however, in order to meet specific needs, and with care so as not to design a separate correctional "stream" that will foster segregation and standardized treatment programming.

By virtue of the disproportionately large number of Indian and Metis offenders in our correctional system, this group constitutes one which demands extra attention. Certain of the recommendations of this paper are directed specifically at problems associated with cultural barriers which hamper the rehabilitation of native persons. Proposals concerning small correctional units in the North and Indian/Metis staff members are two of these. The paper also recommends that "court communicators" become a significant part of the resources that are available to persons before the court who require special understanding and guidance. The emphasis in subsequent sections of the paper upon "community corrections" and prevention means that the social milieu and environmental problems of the offender must be considered critical factors in his rehabilitation. Applied to the Indian and Metis offenders, the approach infers that the problems of "cultural shock", "ethnic isolation", "urban ghettos" must be tackled if the corrections program is to be effective. Correctional programs must be designed within this approach although the ultimate solutions do not lie within its purview. Corrections can also cooperate with and assist community groups and ethnic associations in this regard.

FORMAT OF THE PAPER

Model system

The core section of the paper is Part II which outlines a model correctional system to which future development in Manitoba will aspire.

Philosophy

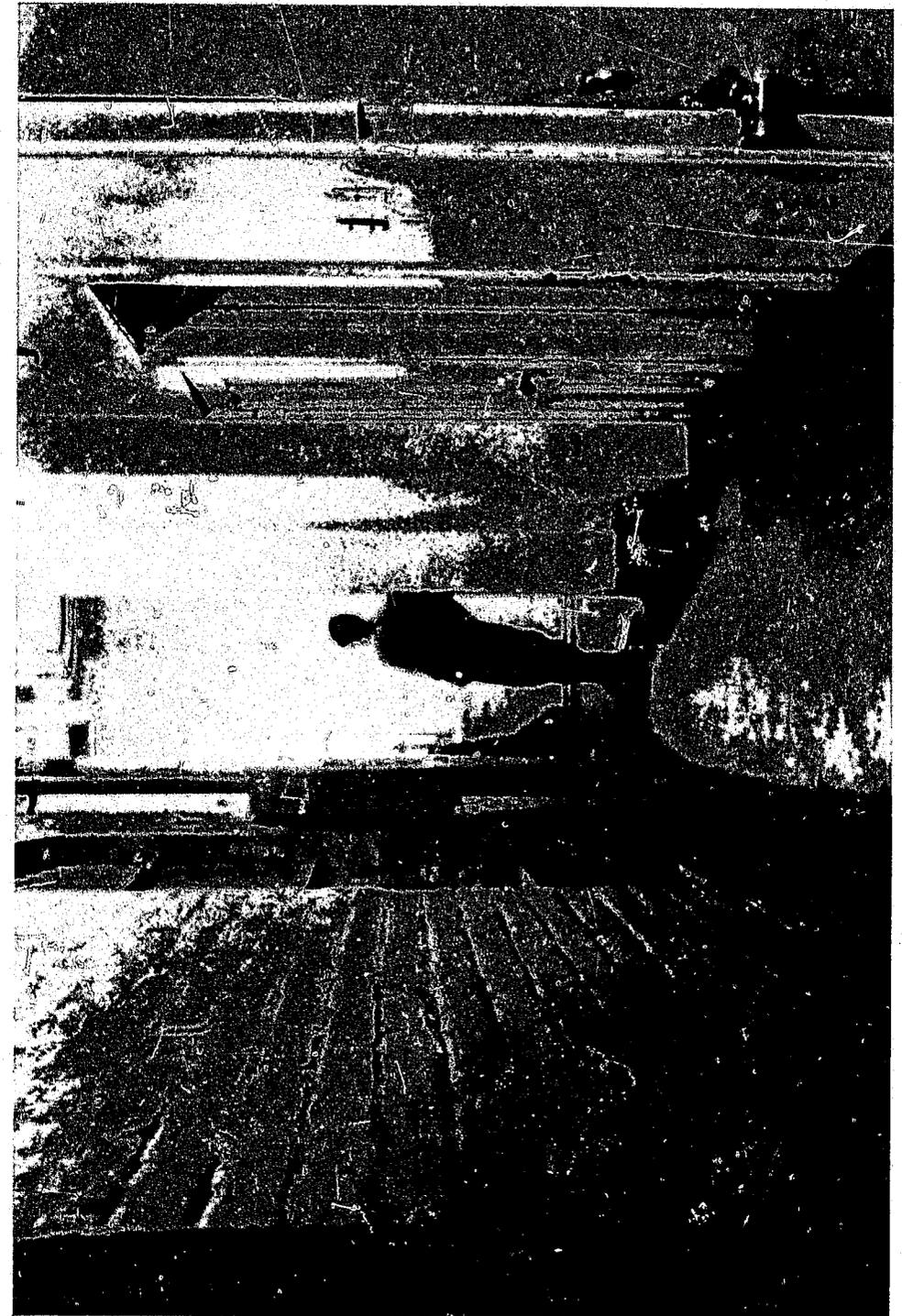
This is preceded by a chapter (Part I) expressing the philosophy which undergirds the prototype program. These philosophical formulations have been adopted by the Manitoba correctional system and are at the heart of all attempts to upgrade program and practice.

Plans

Part III consists of plans formulated to move the present system closer to the ideal.

These three chapters — philosophy, model and future plans — comprise the body of the paper. It is hoped this simple sequence will emphasize to the reader the two essential aspects of the paper, namely the philosophical and program goals of the system and the steps to be taken to achieve these goals.

In an attempt to avoid diffusing the focus of the paper, historical and descriptive materials concerning existing programs are included as appendices. The fourth appendix outlines the legal framework within which the present system has evolved and which sets certain parameters within which the model system is developed.





PART I

THE PHILOSOPHY OF CHANGE

"the essential worth and dignity of the individual"

A. OBJECTIVE OF CORRECTIONS

The process by which society deals with offences and offenders consists of a sequence of interrelated events involving a number of societal agencies. The aspect of this process comprising the subject matter of this paper is the correctional system. This is not a chronologically distinct part of the sequence, but refers to those activities dealing specifically and primarily with the rehabilitation and control of the offender. These activities are not necessarily organizationally unified and distinct; it is essential however that functionally they interrelate as a system in order that the correctional objective be achieved.

Rehabilitation
the objective

The emphasis and focus of corrections from the point of view of society is protection; the emphasis and focus from the point of view of the correctional service is rehabilitation. There is no necessary contradiction between these views. That is to say, society has established the correctional sequence for the overriding purpose of protecting the majority of its members from the aberrant behaviour of a minority. Having been established to achieve this societal goal, the corrections system takes as its working goal the positive reintegration of the offender into the larger society. It is true there are some offenders whose behaviour is of such a nature that segregation must be the primary method used to ensure the protection of society. But in these, as in all cases, the focus of the correctional service will be directed towards rehabilitation.

B. PHILOSOPHICAL FOUNDATIONS

1. Correctional Services and Social Development

- a. The correctional system is a part of the spectrum of interrelated public services designed to protect and enhance human potential in Manitoba.

Part of the
service spectrum

It is recognized that law-breaking is a social and human problem inextricably bound up with other societal

conditions. The correctional endeavour cannot be carried out in isolation from efforts to ameliorate other social ills; rehabilitation of offenders can only be ultimately successful to the extent other social programs are effective.

Therefore, in keeping with the social development perspective, the corrections system will be planned and directed in consideration of its inherent relationship to other need and program areas. Correctional programs will be addressed to the totality of the individual and his environment.

Philosophical consistency with other programs

- b. A consistency of philosophical attitude and operational approach must underly the range of social development programs. It is the intention of this paper to reflect, in statements about the principles and the programs of the correctional system, the basic value perspectives comprising the foundation of all social programs of the Government of Manitoba. A recurring theme will be that society, a primary agent of which is government, should aspire to the provision of full opportunity for each individual in every aspect of human endeavour.
- c. Corrections is not the responsibility and task of government alone. Other societal agents, such as private citizens, voluntary organizations, and private enterprise, have roles and obligations in the task. The programs outlined in this paper allow for the participation of these other segments of society.

Responsibility of the public

The individual citizen has a large role in corrections. His understanding and promotion of rehabilitative programs, his attempts to effect improvement in the social conditions which generate anti-social behaviour, and his unprejudiced and encouraging acceptance of the offender, will greatly enhance the success of the correctional program. Citizen participation is becoming more critical as rehabilitative programs are increasingly undertaken in the community rather than within institutional walls.

Responsibility of the offender

It is incumbent upon the individual who moves through the correctional process to take advantage of the developmental opportunities given him. An element of this responsibility, referred to later, is to participate constructively in the development of a rehabilitative plan for himself. His position as recipient of both the

sanctions and aid of society does not preclude participation in decisions affecting his life. In an age of far-reaching governmental influence in the lives of citizens, it is particularly important that mechanisms be developed to ensure an effective voice for the recipient of service. Although special conditions obtain in the area of corrections, this principle will be applied through our programs.

Responsibility of the private sector

Incumbent upon the private enterprise sector is the responsibility to support rehabilitative programs by accepting offenders into the work force with full opportunity for development. As corporate citizens, they may also contribute by promoting change in conditions and circumstances which foster illegal behaviour.

Responsibility of voluntary agencies

Voluntary associations of concerned private citizens have been instrumental in the humanization of the system of justice and corrections. They should continue to be involved by filling gaps in public services, stimulating innovation and improvement in service, and identifying new needs and taking steps to ensure they are met.

Responsibility of other social institutions

There is a variety of other social institutions, agencies and groups which are able to lend support to the correctional programs of government. Churches can make a large contribution by way of fostering tolerance and understanding. Labour groups can help protect the rights of the offender in the labour market. Schools and other educational institutions can assist in the preparation of the offender for a useful role in society. Professional associations and service clubs can assist directly in rehabilitative efforts or indirectly by using their influence to modify public attitudes and remove other obstacles to reintegration.

Individualized services

- d. Correctional programs, as other services to people, should operate on the presupposition that each individual possesses a unique configuration of needs, characteristics, and circumstances. The essential distinctiveness of personalities must be recognized and protected to the extent this contributes to behavioural rehabilitation. Acceptance of and respect for the individuality of an offender will help to engender that feeling of self-worth and dignity which is requisite to reformation.

Because of this diversity, standardized programs cannot be relied upon to bring about the desired amelioration of behavioural problems in all to whom they are applied. There must be an attempt to assess needs and develop appropriately differentiated programs on an individual basis.

2. Correctional Services and the Offender

- a. With specific reference to intervention in the life of the offender, the minimum consideration will be to do no more harm. The individual comes into the system with disturbances and deficiencies which dictate a particular level of behavioural functioning. Nothing in the system should be allowed to diminish his ability to relate positively to the dominant culture. Rehabilitation is the objective, and no action should make this more difficult to achieve. Against this reference point all decisions affecting the offender will be measured. As a correlate, anything which does not positively contribute to the ultimate goal will be discarded, except in those cases where a greater responsibility to society exists.

There will be special applicability of the "no further harm" maxim in the case of those who come into the system for the first time and whose basic allegiance is to the values of the primary society. There is a need for special treatment of this group to prevent the transfer of anti-social attitudes and behaviour patterns from members of the offender subculture. Another area of need to avoid further harm is with regard to those alleged law-breakers who are held in custody awaiting trial. Indeed, other sections of the paper will discuss the theme of individualized and differentiated treatment of all offenders, the aim of which is not only to apply services according to need but, at the base, to ensure that no damage results from any action.

- b. Another aspect of the relationship between the offender and the correctional process is implied by the assertion that he has a right to the opportunity to be rehabilitated. From the premise that societal failures are at least partly the cause of law-breaking, it follows that society is responsible to remedy the effect of its failures by assisting the offender to be positively reintegrated into the community. This responsibility being accepted, it is acknowledged that the individual has the right to treatment.

No more harm will be done

Special treatment of first offenders

Right to rehabilitation

Responsibility to accept treatment

Adequate safeguards

Minimum withdrawal of freedoms

Assessment to ensure minimum legal sanction

Recognition of dignity of individual

Society may, however, legitimately expect the offender to make use of the rehabilitative programs available. Participation in correction programs and techniques should not necessarily be a matter of consent of the offender.

In a properly developed program it is necessary to use advanced and progressive methods of treatment. In such a program there may be a need for the use of therapies which have not been fully tested and refined. There must be, of course, adequate safe-guards against the arbitrary and unjustified use of treatments, especially those which do not require the overt cooperation of the offender. But these safeguards against abuse are best achieved through a method other than allowing rehabilitation to be dependent upon the decision of the offender.

- c. It is a generally accepted maxim that society must exercise caution in interfering with private freedoms, in order to ensure that the societal and individual gains resulting from the interference are not outweighed by the deleterious effects of the loss of liberty.

With more specific allusion to corrections, all intervention in the life of the offender should be undertaken with the minimum possible restriction of his civil liberties. At each decision-point of the law-enforcement, judicial and correctional processes, only that degree of legal sanction necessary to serve the ends of justice should be brought to bear upon the individual. The possibility of complete diversion from the system must exist at each decision point.

The primary operating implication of this principle is that opportunity for impartial and qualified assessment of needs and circumstances must be given prior to each decision in the sequence.

The application of this principle is only one of the areas in which the correctional system accepts the responsibility to uphold and balance the rights of the offender and the community. This role is held in common with the other participants in the legal process.

- d. Another keynote of our involvement with those who come into the system is the essential worth and sanctity of the individual. Although society may impose

sanctions it should never do anything to demean or violate the self-respect of a man. The corrections system will diligently avoid actions that dehumanize the offender. Effort will be directed to enhancing feelings of self-worth and dignity as a stimulus to personal improvement. Cognizance will also be given to that essential aspect of the human personality which is spiritual.

3. The New Approach to Corrections

Certain presuppositions about law-breaking and law-breakers underly the approach of the Manitoba correctional program.

a. Causes of Illegal Behaviour

Central to our approach is the understanding, contributed to by the advent of the behavioural and social sciences, that the causes of anti-social activity are multiple and complex. In broad terms, people who act contrary to legal norms can be characterized as having social, intellectual, and/or psychological deficiencies.

This complex causation is manifest in the diversity of characteristics displayed by offenders. An offender may be essentially one who accepts and lives by the values and norms of the dominant society, but who commits an illegal act while under situational stress of some nature. Other persons carry out anti-social actions because of intra-personal conflict. Another offender may have adopted the life-style and value perspective of a subculture which is essentially anti-social. Offenders who are essentially asocial or amoral in their attitudes may also be identified.

b. Possibility of Rehabilitation

Another key premise of the new corrections is the belief that the behaviour of most offenders can be reshaped and directed into pro-social patterns. In other words, it is possible to deal positively with the conditions and deficiencies that underly unacceptable behaviour. The aspects that are "new" are the techniques and methods now used to effect behavioural change. While these are not yet completely effective, rehabilitation is a viable premise and objective of corrections.

c. Historical Concepts

A brief resume of historical theories and the types of correctional systems they produced will assist in bringing the new approach into perspective.

In tracing the historical aspects of corrections in the western world, the President's Commission on Law Enforcement and Administration of Justice distinguishes three broad eras.⁴ The first, ending about mid-eighteenth century, was characterized by vengeance being the chief motivation for punishment of the offender. Evil spirits were generally believed to be the cause of criminal behaviour and the extreme punishments meted out were intended to exorcise these influences and thus prevent further crime.

The subsequent period of the Enlightenment drew upon the rationalist philosophies of the day in the theory that law-breakers deliberately chose their path with a view toward pleasure or profit. To a large extent anti-social behaviour was equated with "sin". The rational and humanitarian approach was to effect deterrence by counteracting the gain and pleasure obtained from illicit behaviour. Isolation of the offender in a prison was the main method used. The aim of reformation was also served by this form of punishment, for the offender would have opportunity to reflect and repent in the solitude and discipline of the prison-house. The contribution of this experiment in penance was that rehabilitation came to be considered a primary aim of the system.

Modern era

In the late nineteenth century the abuses of this era of restraint and regimentation stimulated a trend toward reform which is only now coming to fruition. The rise of the psychological and sociological sciences was a prime impetus to this movement. They revealed the complex causality of law-breaking and the breadth of techniques necessary to treat the offender and the underlying causes of his behaviour. Illicit behaviour was no longer considered necessarily the result of rational choice between good and evil. The focus of rehabilitative effort turned from promoting repentance and redemption to rectifying the personality defects and the social and intellectual inadequacies of the offender.

Connection between social environment and behaviour

For a number of years, the accent was upon the psychological deficiencies of the offender and remedial therapy for this aspect of his problems. Although this focus continues to be essential, the application of social science theories has given rise to a new emphasis on the connection between social factors and anti-social behaviour.

Causation of anti-social behaviour is multi-faceted

Behaviour of offenders can be modified

The general underlying premise for the new directions in corrections is that crime and delinquency are symptoms of the failures and disorganization of the community as well as of individual offenders. In particular, these failures are seen as depriving offenders of contact with the institutions that are basically responsible for assuming development of law-abiding conduct: sound family life, good schools, employment, recreational opportunities, and desirable companions, to name only some of the more direct influences. The substitution of deleterious habits, standards, and associates for these strengthening influences contributes to crime and delinquency.⁵

This "social-causation" model, of which there are several variations, has at least two implications for modern corrections. The first is that the treatment program of the offender should take account of underlying social factors and should have as its end the integration or reintegration of the individual into the social and cultural milieu of the community. The second ramification is that in addition to rehabilitation of the offender, the corrections system must address itself to bringing about change in societal institutions. More will be said of these later.

C. PRINCIPLES OF CORRECTIONAL PROGRAMMING

The immediately preceding section of this paper dealt with the foundation of philosophical assertions upon which the provincial system rests.

A higher level of specificity is now introduced by discussing key programming principles dictated by the application of the underlying philosophy.

1. Community-based Correctional Services

Acceptance of the premise that the social heritage and environment of the offender is a key factor in his anti-social behaviour leads to defining the task of corrections as two-fold:

- a. to treat the problems of the individual offender with the aim of not only preparing him socially, intellectually and emotionally to assume a positive role in society, but of actually achieving the reintegration into the community.
- b. to undertake prevention of law-breaking by striving to bring about positive change in the infrastructure of the community.

Tasks of
corrections

Community
corrections
strategy

Personal
community
supervision

Special
community
programs

A common-sense approach to the first of these tasks suggests that integration or reintegration can be best achieved by using the community as a base for correctional programs, i.e., by carrying out the correctional process within, and in cooperation with, the community. This permits the offender's problems and deficiencies to be dealt with in their social context. The task of restoring family and friendship ties, finding employment, arranging for education, and setting up other necessary routines and relationships is greatly facilitated by this approach.

The community corrections strategy is the key principle in our planning and programming. The implications of this concept, briefly outlined here, will be more definitively discussed as specific plans are proposed.

- a. Community corrections means that the isolating and labeling effects of institutional incarceration will be avoided as much as possible in the corrections system. There must be valid reasons for the use of incarceration rather than the use of alternative community-based programs. This tenet should be basic to judicial sentencing policy as well as to correctional programming. It is closely related to the philosophy of minimum restriction of civil liberties.

Personal supervision of the offender in the community by trained volunteers or professionals is one of the key methods of the community treatment strategy. The supervision may be undertaken independently of any correctional facility. Such a program allows the offender to continue beneficial family and social relationships, to discharge family and civic responsibilities, and to otherwise develop effective participation in social institutions, under personal guidance. It has been demonstrated that this correctional technique is appropriate to the vast majority of offenders.

- b. The community corrections approach recognizes there is a need, in some cases, to provide somewhat greater control and more intensive treatment than can be given under the personal supervision method. Thus it is appropriate that a range of special programs be developed when needed, to include the use of special purpose facilities as adjuncts to personal supervision. These facilities may range from foster homes to group homes to "report centres" and "halfway houses". The

dominant characteristic of the facilities is that they are primarily residential in nature. Such residences also play a role in the "aftercare" process, during the period of reintegration following incarceration.

Community-oriented institutions

- c. Although community supervision and special programs have the potential for the major role in corrections, there will continue to be a need for institutions. Some offenders will require the kind of control available only at an institution, and some kinds of therapy are most effective when carried out in a sheltered setting. Even in this alternative, however, the community orientation concept has meaningful applicability. Its application will dictate, for example, that the physical institutional structure will incorporate and provide positive environmental conditions similar to those experienced in a normal community setting. Community orientation will also affect the location of the institution and the appearance it projects to the community.

The community corrections model will influence institutional rehabilitative programs, because the objective continues to be reintegration of the law-breaker. Community resources will be drawn upon both to assist in intra-institutional programs and for resident participation outside the institution through the means of day-release, temporary absence, etc.

Parole and aftercare

- d. A major implication of the community corrections/reintegration model is that programming will be available to the offender who is attempting to adjust to the mainstream of community life. Parole programs provide for the continuation of rehabilitative programming after incarceration. There should, however, be no arbitrary time limit to the availability of assistance to the offender. Services should be available after the probation or parole period has ended or after unconditional release from incarceration. Community corrections means that involvement with the offender continues into this period, if the offender requests it, until everything possible has been done to achieve reintegration.

2. Individualized Treatment and Management

Individualized treatment for unique needs

Because it is acknowledged that law-breaking is multifaceted in its causation and that behavioural problems of offenders are varied and complex, it is suggested that correctional processes and techniques must be personalized and differentiated. Experience and research have demonstrated that standardized rehabilitative programs are largely ineffective in bringing about behavioural change. The mass regimentation and depersonalization of residents in traditional correctional institutions also militates against the success of treatment endeavours.

Differentiated programs and controls

The adaptation of treatment and control methods to individual needs is another key principle in our planning and programming. Adherence to this maxim changes the whole complexion of the traditional approach to offender control and correction. The ramifications will become more obvious as correctional policies and programs are outlined in the latter part of this paper.

Assessment and classification

- a. The primary implication is that an efficient system of assessment and classification of offenders according to an appropriate set of criteria will permit a decision on the general approach to be followed, within which a specific treatment program may be developed. Classification should continue, in conjunction with treatment, throughout the correctional process and should actively involve the offender.

Adequate range of programs and facilities

- b. In order for individual needs to be met, as far as possible, by individually-adapted programs and control techniques, there must be an adequate range of programs and facilities. A spectrum of programs is required to ensure that an offender has the opportunity to participate in a program which contributes to his rehabilitation. Similarly, control and management of residents cannot be differentiated if all institutions are constructed on the "Big House" model, emphasizing maximum security. Not only is it reasonable to design facilities to accommodate offenders with varying degrees of security needs, but it is desirable for facilities to be specialized on the basis of treatment emphasis and control capability.

- c. Recognition of the effectiveness of individualized treatment leads to a general humanizing of the conditions of life in correctional institutions. While under the jurisdiction of the correctional system the

offender must be accorded living conditions as close as possible to those experienced in the normal community setting. Petty regulations governing conduct and appearance, which contribute to the depersonalization, isolation, and hostility of offenders, interfere with the achievement of program objectives.

3. Correctional Services as a Coordinated System

This paper has previously enunciated the principle that social development services should be philosophically consistent in order to foster the coordination of means and the achievement of common ends. This is particularly necessary in regard to the law-enforcement, judicial, and corrections systems. This section deals with functional continuity in the correctional process.

Historically it has been generally true that corrections "systems" have not operated as systems. That is, there has not been that continuity of process between components necessary for them to operate as a dynamic totality. There has been a historical tendency, for example, for juvenile and adult corrections to follow separate paths. Organizational barriers separating institutional and community corrections programs have sometimes prevented coordination. Geographic fragmentation has been another contributing factor, along with jurisdictional division between levels of government. A pattern of fragmentation rather than integration of functions restricts the effectiveness of the corrections system. It allows ambiguity and awkwardness in the delivery of services that interfere with over-all planning and continuity of program. Rigid organizational relationships may militate against systematization by preventing an interchange of methodology, resources, and expertise which may facilitate economical utilization of resources and increase goal realization. Rehabilitative efforts require coordination of all elements of the system along a continuum of service, with no artificial barriers related to location, age, type of program, etc.

Another key principle of our planning and programming, then, is that the Manitoba system will be operated as a coherent process, in order that the correctional objective be pursued in the most effective manner. As a system of service it will comprise a vital aspect of an integrated approach to the delivery of health and social development services in Manitoba.

Corrections
not presently
a "system"

Problems of
fragmentation

Corrections
to be
process

D. RECAPITULATION OF PHILOSOPHY AND PRINCIPLES

1. Objective of Corrections

Refer to page 21

The correctional system has been established by society for the essential purpose of protecting its members. Within the system the working objective becomes the rehabilitation of the offender, an aim which effectively serves the societal goal of protection.

2. Philosophical Foundations

Refer to page 21

a. The corrections system should pursue its goal in recognition of the interrelatedness of all human problems and the essential unity of the individual and his environment.

Refer to page 22

b. All social development programs, including corrections, should pursue the overriding goal of improved quality of life, and be guided toward this achievement by common philosophical attitudes.

Refer to page 22

c. Government cannot be successful in the task of rehabilitating offenders and preventing anti-social behaviour without the assistance of many other segments, groups, and individuals in the community.

Refer to page 23

d. Programming in all areas of human need, including corrections, should begin with the presupposition that individuals differ widely with respect to their needs, experiences, environment, and personal characteristics.

Refer to page 24

e. The corrections program is dedicated to helping the individual as much as possible. If circumstances preclude positive assistance the system will, at the least, allow no more harm to be done.

Refer to page 24

f. The individual has the right to rehabilitation and society expects the offender to make use of opportunities for personal rehabilitation.

Refer to page 25

g. Only that loss of liberty and other civil rights necessary to serve the ends of justice should be imposed upon the offender. To ensure this, there should be periodic assessment of the need for the offender to continue in the program, and opportunity for diversion out of the system where neither the person nor society stand to gain from further involvement.

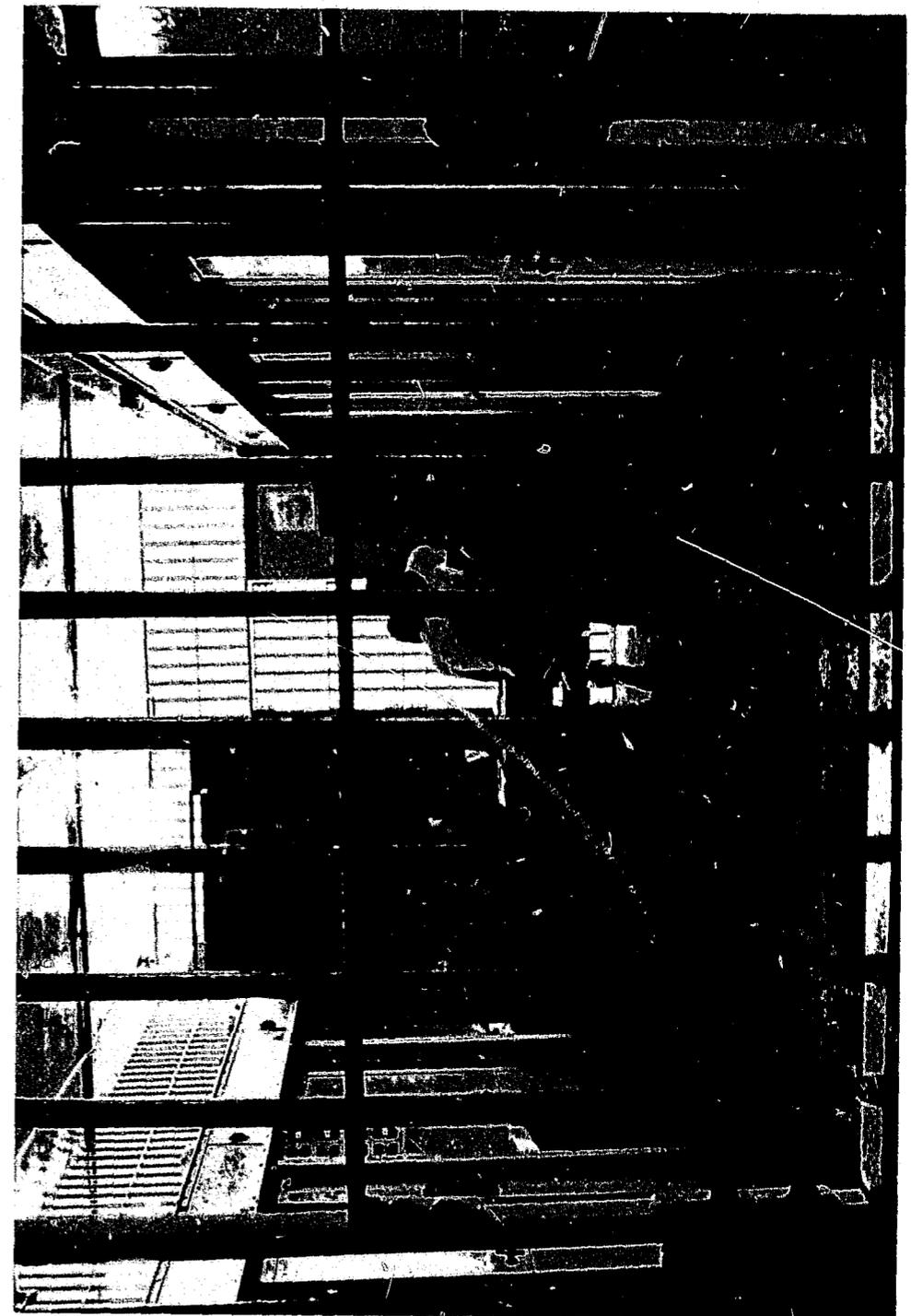
Refer to page 25

h. Self-respect is a prerequisite to rehabilitation and will be encouraged by correctional methods that recognize the essential worth and dignity of the individual.

- Refer to page 26
- Refer to page 26
- Refer to page 27
- i. Illegal and anti-social behaviour is attributable to a variety of social, personal, and environmental factors.
 - j. The deficiencies which characterize offenders can be positively dealt with and the behaviour of most can be reshaped and directed into pro-social patterns.
 - k. The influence of social factors in the causation of law-breaking is the basis for much of the current emphasis on community corrections. The treatment program of the offender should take account of this influence, and the objective of treatment should be to positively reintegrate the individual into the dominant society. In addition to this personal rehabilitation, corrections must address itself to ameliorating the social conditions which are at the root of many of the problems.

3. Principles of Correctional Programming

- Refer to page 29
- Refer to page 31
- Refer to page 32
- a. Reintegration of the offender into family and community can best be achieved by using the community as a base for correctional programs.
 - b. Because the behavioural problems of offenders are varied and complex, treatment processes and techniques must be tailored to individual needs.
 - c. Rehabilitative efforts require coordination of all elements of the system, from apprehension to aftercare, without artificial barriers as to age, location, type of program, etc.





PART II

THE CRITERIA OF CHANGE

"a coordinated process of rehabilitation and reintegration"

A. INTRODUCTION

To this point the paper has dealt with the philosophical underpinnings of the correctional program in Manitoba. The remaining Parts II and III focus on the content of correctional programs.

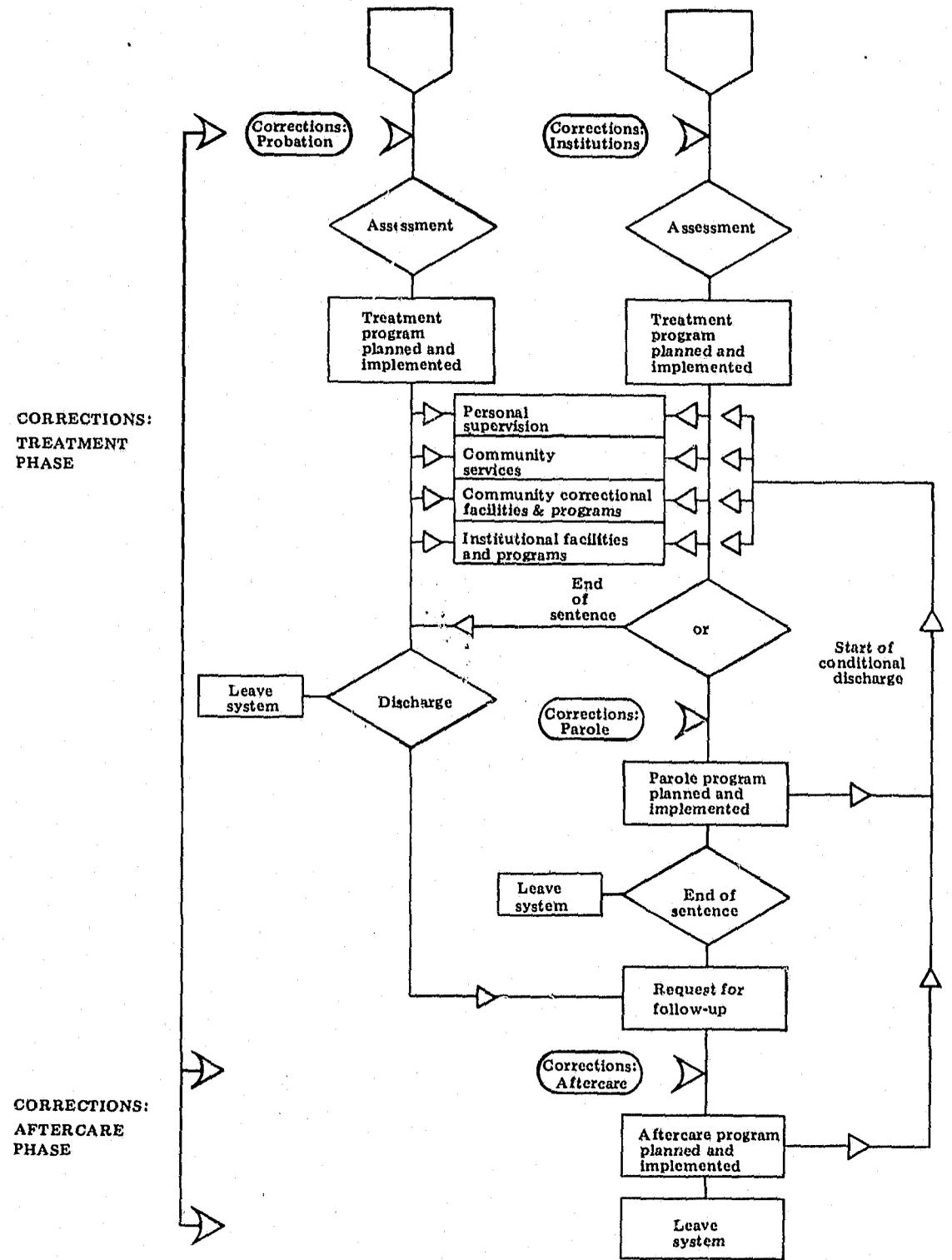
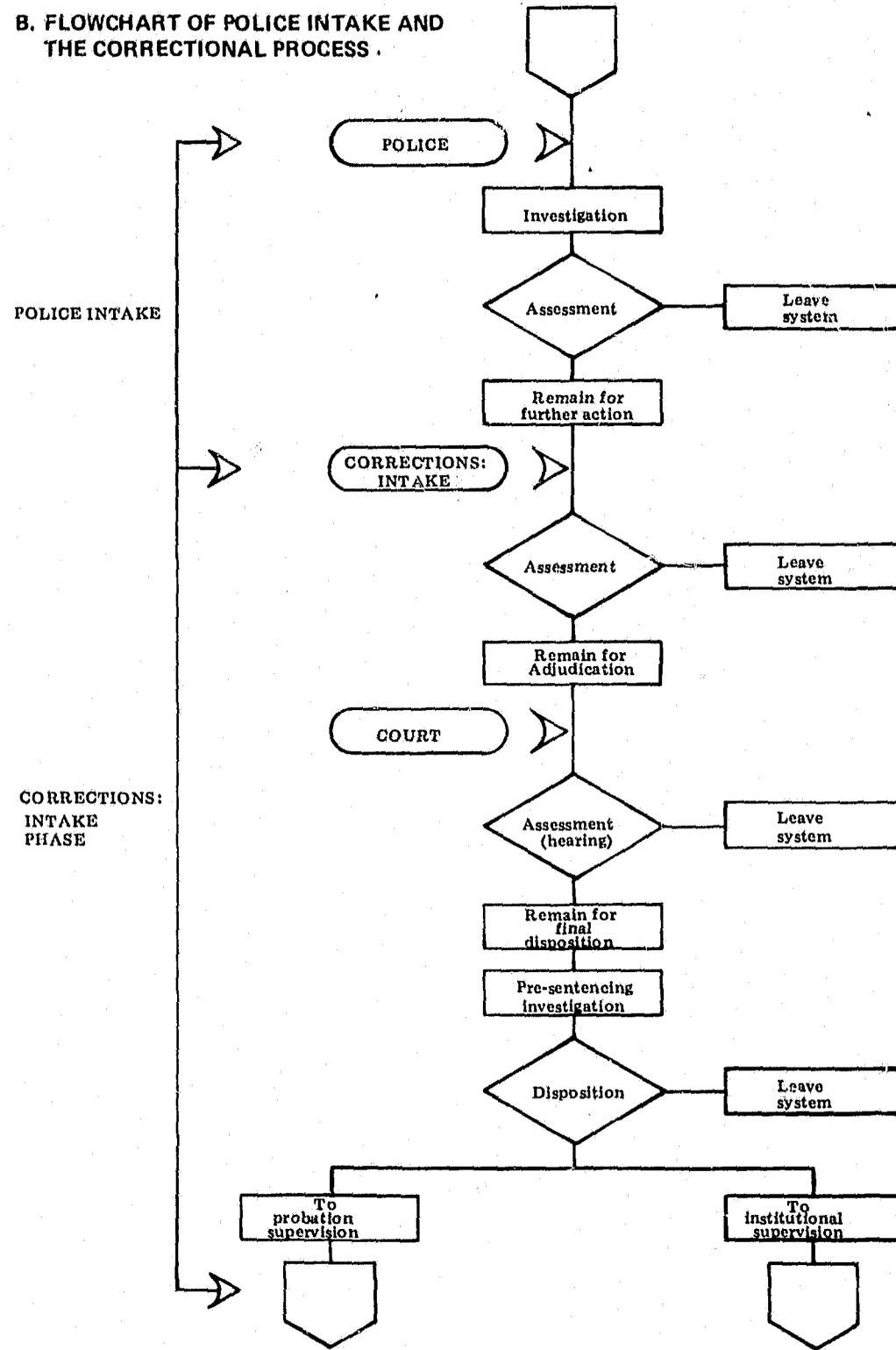
Part II consists of a detailed description of a "model" system incorporating, within certain constitutional and legislative limits, the precepts and principles already enunciated. The first aspect of the prototype to be described is the "program specifics" (see section D) including the programs, practices and procedures essential to an enlightened and advanced corrections system. This section is preceded by a discussion of the role of the police in bringing individuals into the system (see section C), and then moves through the correctional sequence dealing with corrections intake, treatment, and aftercare, in turn. The second aspect of the model is a summary of "program aids" required to support the "program specifics" (see section E). These consist of such things as physical facilities and staff.

Part III is devoted to recommendations as to how our present programs can be improved to meet the standard set by the model system.

The process flowchart following immediately (see section B) is intended to depict in concise form the prototype system to be described in detail in the narrative of sections C, D, and E. It shows the main elements of the system, the key decision-points, the alternative routes through the system, and the sequence of events. Sequencing has been simplified in the interests of clarity, as has the interrelationship of agencies and programs. It should be reiterated that corrections is not a chronologically distinct segment of the formal system of justice. The police and judicial systems overlap and become involved with various stages of the correctional process. It should also be noted that the chart depicts the corrections system and does not represent a particular organizational arrangement of the components.

Flowchart of
Police Intake
and Corrections

B. FLOWCHART OF POLICE INTAKE AND THE CORRECTIONAL PROCESS .



The correctional process is depicted in the flowchart as having three phases — intake, treatment, and aftercare, preceded by the process of police investigation and intake. Although these designations are not accurate in all respects, they will be useful as working terms. The flowchart indicates the scope of each of these three phases, and the narrative of the next section is organized to coincide with this division.

"Intake"
defined

"Intake" is used to describe all those activities and stages between the first involvement of correctional personnel and final disposition by the court. Although all three agencies — law enforcement, judiciary and the corrections, are involved in this phase, the paper will emphasize the role of corrections. In order to place the corrections intake in proper perspective, this phase is prefaced by a description of police investigation which precedes the first contact with corrections. This process is dealt with at some length because of its crucial role as the first step in the formal justice process. Another reason for its inclusion as a prefatory section is to highlight its effect upon the correctional process that follows.

"Treatment"
defined

"Treatment" is used to designate those correctional activities that occur between the disposition of the court, i.e. sentencing, and unconditional release from a correctional institution or expiry of parole or probation. The term is applied to this stage because it is here that the treatment program per se is developed and carried out. It should be recognized, however, that treatment begins with the first contact with the offender and continues as long as he is involved in some way with the correctional system.

"Aftercare"
defined

"Aftercare" is the term applied to that assistance and service which the offender may accept on a voluntary basis after his mandatory involvement with the system is finished.

C. SPECIFICS OF POLICE INTAKE

The necessity for society to proscribe certain actions of its members by legal restraints is the foundation of the formal justice system, including corrections. Those acts which society defines as unlawful are specified in the Criminal Code of Canada, the Juvenile Delinquents Act, federal and provincial statutes and municipal by-laws. Enforcement of these laws is, except for violations of certain federal statutes, the responsibility of the provinces. The Attorney-General of each province, as the chief law enforcement officer, delegates this function to the police.

Protection
function
of police

1) Purpose of Activity

The role of the police is to protect society by:

- (1) deterring potential offenders,
- (2) referring alleged offenders to appropriate agencies, thus diverting out of the justice system persons who can best be dealt with in alternative ways,
- (3) bringing before a court of law those offenders against whom sanctions are indicated, and
- (4) beginning the process of rehabilitating those with whom they become involved.

Police first
contact with
system

2) Description of Activity

Investigation of alleged violations of the law, or of illegal acts in the process of commission, is normally undertaken by the police. The police are thus the first point of contact with the formal system of justice. Police policy and practice, in the exercise of the wide range of choices available, will determine how many of those who come to their attention become further involved in the justice system or are diverted from it. The manner in which they carry out their functions has important consequences. The offender's attitude toward the court, and the correctional services which may subsequently become involved, will be coloured by this initial contact. Fairness, tact, and understanding are, therefore, vital ingredients in the police intake process. Police attitudes and practice are particularly crucial in contacts with children. Knowledge of adolescent thought and behaviour, delinquency causation, and general behavioural science concepts are particularly valuable to the police officer in these cases. It has been verified that police specially trained to deal with children and youth can do much to reduce hostility in those who are apprehended for breaking the law, and to prevent delinquencies through contacts with vulnerable youth living under adverse home and social conditions.⁶

Police contact
vital to
rehabilitation

Disposition
by police

It has been previously emphasized that society should apply sanctions through the formal justice system only where other societal agencies cannot adequately deal with the problem. In application of this principle, discretionary authority should be vested in the police to determine whether in the interests of the person and society it is appropriate to (1) caution and/or refer to a social or health agency, (2) charge, apprehend and detain, or (3) refer to court by notice or summons. Such decisions should be based not only on the law and the act committed by on other factors such as prior police contacts, associations, and home

circumstances. Clear guidelines should be available to ensure uniformity of practice among police departments. A central registry of police contacts would enhance the ability of the police to make judicious decisions. Close liaison between police departments and social and correctional agencies, making consultation and sharing of information possible, is another requisite.

It should be noted that, as a partial alternative to wide police discretion in this matter, the same objective can be achieved by certain modifications to the jurisdiction of the courts. Providing for the courts the jurisdiction to, in appropriate cases, discharge a first offender notwithstanding a plea of guilty or conviction after trial, would avoid the burden of a criminal record where it is unwarranted. Such an alternative would, however, still mean that the offender is subjected to contact with the police, corrections and courts, which may not be necessary or beneficial to the individual.

D. SPECIFICS OF THE CORRECTIONAL PROCESS

1. Intake Phase

a. Introduction

In the preceding outline of the functions of police investigation and intake, the importance of dispositional decision-making by the police was emphasized. Skillful application of adequate information regarding the offense and the offender is necessary to ensure that the decisional process takes account of treatment issues as well as legal matters.

Subsequent to the police decision that a need for further involvement in the corrections process exists, the special skills of correctional personnel are brought into play. The functions of diagnosis, detention and classification comprise the general role of corrections in the intake process. The overriding aims of this aspect of corrections are: (1) to ensure that only those offenders whose continued participation in corrections would benefit themselves or society remain in the system (2) to ensure that all dispositional decisions — by the police, prosecutor, judiciary, or corrections — are made with full awareness of the offender's need for, and potential response to, rehabilitative treatment. The success or failure of subsequent treatment rests heavily upon the achievement of this objective. The following pages will expand upon the techniques of corrections intake and will delineate the desirable scope and intensity of correctional involvement in the dispositional decisions of this phase.

Role of
corrections
in intake

b. Detention Pending Trial

The initial decision with which corrections becomes involved concerns detention. Detention is the temporary confinement in physically restrictive facilities, pending court disposition, of persons alleged to have committed unlawful acts and who cannot safely be released to the community.

1) Purpose of Activity

Begin rehabilitation
and protect
society

The primary aim is protection from behaviour dangerous to the offender or society, until such time as responsibility for the act is determined and appropriate action taken. Although protection is the short-term aim, detention should also provide opportunity for the rehabilitation process to begin or, at least, not allow feelings of hostility and bitterness to increase.

2) Description of Activity

i) Detention Screening

Detention only
under specified
circumstances

When police investigation indicates that the alleged offender should be further dealt with by the system, the police should have discretionary authority concerning detention or release, pending trial. In consideration of the principle of minimal interference with individual freedom (particularly where no offense has yet been proven), an alleged offender should be detained pending court appearance only if the protection of society demands it, or if necessary to ensure attendance in court.

Detention must
be justified

The law should clearly provide for alternatives to the detention of persons alleged to have committed unlawful acts. Release of an accused on his pledge to appear should be encouraged. Cash bail, or other practices which discriminate against those in the lower economic brackets, should be used only when no satisfactory alternatives exist. The onus of justifying detention should be on those with authority to detain. Clear guidelines should be laid down to assist in arriving at such decisions. There should be access to a registry of persons awaiting disposition on earlier charges and persons who have violated trust when released on other occasions.

Review of
decision to
detain

If it is decided by the police that an accused person must be detained, he should have immediate access to counsel and his parents or family should be notified without delay. Where counsel cannot be immediately engaged, corrections staff should be available, on a 24-hour basis, to enquire into the circumstances of the individual, make necessary family or community contacts, and, when such

enquiries indicate, make arrangements for the person's immediate release. If the offender is not released at this point, he should be brought before the court within 24 hours.

Rights of those detained

The detaining authorities have the responsibility to inform him of his rights, and to make those rights effective. This may require the availability of staff other than the police or enforcement authority. It may be desirable, for example, to involve the court communicator or probation worker as soon after arrest as possible. If the alleged offender knows of his rights, and if the required opportunities are made available to him shortly after arrest, he comes to the court situation properly advised and with a knowledge of the process in which he is to be involved. Such preparation has a considerable bearing upon the response of the individual to subsequent programming.

Comfortable and accessible facilities

ii) Detention Program and Facilities

Physical security is a key requirement of detention facilities, but they should also be comfortable and readily accessible by his counsel, family and business associates. In recognition of the principle that facilities and programs be differentiated to meet special needs, detention facilities should be separate and quite distinct from those accommodating sentenced offenders. They should not project a jail-like image and should provide all the amenities that can be realistically expected.

Right to decline program

A physical examination and, where appropriate, a psychiatric examination should be carried out as soon after admission as possible. A constructive program of meaningful activities, generous visiting privileges and other opportunities should be offered. It should be noted, however, that persons lodged in detention have not yet been found guilty, or, if guilty, have not been sentenced, and are therefore at liberty to accept or decline participation in such program.

Detention of juveniles

Children are more appropriately detained apart from adults, and their detention program should differ in certain respects from adult detention. The objective of the juvenile detention program should be to provide the children with good physical care, warm acceptance, a modified but meaningful school program, wholesome recreational and social activities, and counselling. Furthermore, meaningful program evokes from detainees responses and reactions of diagnostic value. These observations should then be relayed to the probation staff member responsible for preparing the assessment report for the court.

c. Assessment of Those Not Detained

The immediately preceding section described programs, procedures, and facilities for those alleged offenders who have been apprehended, charged and detained by the police.

For those who have not been detained, provision should be made for a further screening to ascertain whether prosecution should be undertaken.

1) Purpose of Activity

The objective is to ensure that those persons who do not require further sanctions are released out-right or diverted to non-judicial methods of treatment and control.

2) Description of Activity

Many police investigations, as discussed earlier, lead to dismissal by the police with or without consultation with a crown attorney. Where charges are laid, these may be "stayed" or withdrawn for lack of sufficient evidence to prosecute. Other offenders may not be prosecuted, even though their conduct appears to deviate from the law, because of clear medical, mental or social problems that can be better dealt with outside the system of formal justice.

Decision not to proceed

Probation worker involved in decisions

The extent to which decisions are made not to lay a charge or, if laid, not to proceed, depends in large measure upon the availability of treatment resources and the accessibility to the crown attorney of qualified personnel with whom to consult when arriving at decisions. A probation staff member should be attached to the crown attorney's office or the court to serve as a community liaison person. This worker would assist the crown attorney by interviewing the accused person and his family, and by exploring and arranging for the involvement of the appropriate agency. Agencies such as a marriage counselling service, alcoholism-oriented agency, forensic or mental health clinic, social service office, or a children's aid society might be called upon. This person should also coordinate special services to the court, such as court communicators who would alleviate communication problems arising from language, social, or cultural barriers.

Decisions on juveniles requires criteria

The processing of delinquency complaints should differ to some extent from those of adults. Because personal and family factors are of greater significance, a decision as to whether or not the laying of a charge is in the interests of the child and society is best handled by persons trained and experienced in the social and behavioural sciences.

Consultation with a crown attorney may be necessary. Criteria should be established to ensure that decisions are appropriate to the circumstances, and that there is uniformity of practice between probation personnel. The following aspects of juvenile procedure are of particular importance:

Juvenile procedure

(1) There are valid treatment reasons to differentiate between the pre-adolescent child and the adolescent. Accordingly, police investigation reports should be directed to a children's aid society or social service office if the child is under age 12. If the child or his parents are unwilling to accept or are unable to respond to the voluntary services of the agency, the matter should be dealt with under the Child Welfare Act, or a complaint laid and the matter referred to court.

(2) Where the child has reached adolescence, arbitrarily defined here as 12 years or over, referral should be first to the probation worker. It would be his responsibility to review the police report and, where necessary, interview the arresting officer and complainant, search a central registry for prior contact, interview the child, family members and other significant persons. Several courses of action would be open to him:

Possible actions

- No further action, with the child to remain in the care of his parents who are judged to be capable of providing proper care, guidance and discipline.
- Referral for voluntary service to a children's aid society or social service office.
- Request that the court process be initiated by the laying of an Information and Complaint by the police.

Community "help and action" committees

(3) In the chapter on correctional philosophy, the desirability of involving the community in the task of corrections was alluded to. This was described as one aspect of the "community-based corrections" strategy which holds such great promise for the future. In the model system envisioned by this chapter, members of the community would participate in delinquency matters through the medium of community "help and action" committees.

These committees would perform public education and community action functions to correct

situations which contribute to delinquency, develop resources to meet outstanding need, and to represent the public interest relative to the operation of the court and the services upon which it relies. They should be kept informed of delinquencies committed, causative factors, and action taken. Where appropriate, they may also offer assistance in individual cases.

d. Investigation Prior to Sentencing

After the decision to proceed with prosecution, the next major dispositional decision is the imposition of sentence. The main tool of the corrections intake worker in providing background information on which sentencing can be based, is the presentence report. Presentence inquiry and diagnosis involves investigation of family background, personality, character, conduct, educational and employment history, and other circumstances of offenders. It may also include psychiatric and/or psychological examination as an aid to the court in the sentencing process.

1) Purpose of Activity

Following a plea or finding of guilt, the court is faced with the difficult task of determining the course of action most likely to rehabilitate the offender and protect society while so doing. From the police and trial proceedings, it receives information about the offense and the circumstances surrounding its commission. It may learn something about the offender, particularly should he give evidence in his own defense. The information gleaned from this exposure tends to be incomplete, however. A comprehensive understanding of the offender's personality, motivations, and possible response to various forms of dispositional treatment, is required by the court. A presentence social assessment, supplemented by psychological and/or psychiatric examination, if required, will do much to enable the court to make treatment-oriented dispositions.

Comprehensive picture needed

Needed for treatment planning

The presentence investigation serves the further purpose of providing significant background information for treatment planning by correctional staff. This applies whether the offender is placed on probation or committed to an institution. Presentence data is also of value in prerelease planning and in reviewing progress and readiness for parole.

2) Description of Activity

Scope of
Investigation

There is a growing movement in many countries to restrict the jurisdiction of the court to those persons whose conduct poses a serious threat to the public. At the root of this trend is the principle that intervention by a judicial system is neither necessary nor beneficial where other social forces can be relied upon to restrain anti-social activity.

Depth of
assessment
will vary

Assuming that offenders are diverted from the justice system at various stages, as discussed earlier, most of those who come before the court require the sanctions only the court can impose. The court, in order to perform its function, must have available to it a full range of diagnostic services — social, psychiatric, psychological, and medical. The corrections intake worker is the link between the court and these services. In order not to waste scarce resources, assessment of offenders by intake personnel should vary in depth, according to the nature and circumstances of the case. Minimally, every offender and his family should be interviewed by an intake worker, an assessment made, and conclusions drawn as to causative factors and appropriate remedial action. This assessment should normally include interviews with collateral people such as school authorities, employers, and complainant. It may also involve clinical review or assessment on an out- or in-patient basis. In addition, there is merit in classifying seriously delinquent persons on the basis of differential characteristics and needs, for the purpose of determining the appropriate treatment. Presentence reports must present accurate, significant information of diagnostic and predictive value. Staff engaged in presentence work must, therefore, be competent, knowledgeable, trained, and not be burdened with unrealistic caseloads.

Juvenile
offenders

In the case of juveniles, it should be mandatory that an intake worker be present in court to represent the interests of the young person. This is particularly important when he does not have counsel, for seldom does a young person feel sufficiently self-assured to say in court all that is on his mind. He may leave court feeling his side of the issue has not been properly aired, leading to feelings of hostility and a sense of injustice. A predisposition social study should be mandatory in the case of every juvenile.

Adult
offenders

With regard to adult offenders, studies of the justice system have recommended that presentence reports be mandatory in certain categories of cases. The Canadian

Committee on Corrections⁷ suggests the following requirements:

- (1) No sentence of imprisonment should be imposed upon a first offender without a review of a presentence report.
- (2) No sentence involving imprisonment for more than six months should be imposed without the review of a presentence report.
- (3) No sentence involving imprisonment should be imposed upon a young offender, defined as age 18 to 21, without a presentence report having been reviewed.

The President's Commission on Law Enforcement and Administration of Justice⁸ goes further and recommends presentence reports on all offenders. These reports would vary, however, from full field investigations to the use of "short forms" in the case of minor offenders. This latter approach would be the most desirable in terms of the "ideal" system.

2. Treatment Phase

a. Introduction

Except for certain offenses, such as murder, a wide range of sentencing alternatives are available to the court. These alternatives may be divided into three broad categories:

- (1) discharge with or without restitution to the victim of the offense and/or a fine;
- (2) release to the community under probation supervision with certain restraints and conditions, which may include foster home, group home or hostel placement, or attendance centre involvement;
- (3) commitment to a correctional institution with emphasis ranging from a large degree of community involvement to maximum institutional confinement.⁹

Disposition
related to
offender's
needs

Ideally, the sentence imposed will be based not only on the offense committed, but on a thorough knowledge of the offender and the correctional program most likely to effect

his rehabilitation while safeguarding society. Sentencing policies and the correctional process must take cognizance of the fact that offenders differ from each other in the nature of, and reasons for, their delinquent acts, and in the meaning these acts have for them. Some violate the law to gain the approval of the peer group on whom they are dependent, or because the values they have internalized are those of a deviant subculture. Others are so retarded in their socialization as to be unable to function in a socially acceptable manner except in a protected environment. Others act out internal conflicts and family crises. Still others commit unlawful acts for a multitude of reasons — chance associations, excitement, temptation, etc. Despite the uniqueness of each situation and individual, it is both possible and necessary to, for treatment purposes, categorize into sub-groups the undifferentiated mass of offenders processed through the courts. A number of classification systems have been devised for this purpose. Some are more applicable to institutional programs — others to community based programs.

Programs
must create
a continuum

Correctional research points, also, to the need to move away from a sharp differentiation between traditional probation and institutional programs, toward the provision of an array of services that incorporate features of both in varying degrees. This trend towards melding "institutional" and "probation" programs into a continuum of community-based programs and facilities, is a reflection of the need to foster rehabilitation through closer interaction with the social and cultural environment. The programs discussed have illustrated this approach. The primary variable in the range of programs is the degree of supervision applied. Because one program blends into another, close coordination and continuity are essential. The President's Committee on Corrections, and the "Ouimet" Committee, both concluded that the justice system, including corrections, must be viewed as a continuum, with each part functionally related to every other part.¹⁰ Within the corrections system itself, this is even more important.

The following description of treatment programs will be presented in three parts — probation supervision and supportive programs, institutional supervision, and parole supervision.

b. Probation Supervision

Probation is court-ordered supervision of offenders released to the community in lieu of institutional commitment, or upon release following a short institutional term. It involves supervision, individual and family counselling, and use of community resources in making opportunities available for personal and social development. It may include conditions to compel the offender's involvement in specific programs or to require residence in a community institutional setting.

1) Purpose of Activity

The objective of probation is to treat offenders in the community, where they can be called upon to assume an increasing degree of normal family and social responsibilities. By allowing the offender the greatest possible freedom in adjusting his conduct to meet society's demands, attitudes of achievement and self-worth are encouraged. Through easy access to community resources, concerned citizens can be involved in the rehabilitation process, thus helping the community fulfill its responsibility to offenders.

2) Description of Activity

Probation as a correctional program should be viewed as the most effective method of achieving the re-integration of offenders into the community. It is more economical than other correctional programs. More importantly, it interferes least in the normal life pattern of the offender and his family, and, generally speaking, it is here he must ultimately come to terms with himself and those with whom he associates. Community members and resources can be called upon to compensate for deficiencies in the social and family circumstances of the offender. Institutional adjuncts to personal control, such as foster and group homes, probation hostels, and attendance centres, can be introduced where necessary. Should psychiatric treatment be required, it can be ensured by including this as a condition of the probation order.

Probation involves the dual responsibility of exercising control over the behaviour of the offender while helping him to develop self-control. Probationary supervision is not, however, primarily designed to control the conduct of the probationer. It must look beyond the probationary period

Allows
normal
development

Restricted
interference
with life of
offender

Extent of
supervision

and aim at changing the offender's attitude toward, and capacity for, law-abiding conduct. Supervision must, therefore, be concerned with the total configuration of his personality in relationship to family, community and society at large. Probation must deal with a probationer's personal needs and requirements, his attitudes, ambitions, hopes and fears, and at the same time deal with the social setting in which he lives and is expected to function. This requires that the probation worker direct his attention to the personal and psychological difficulties experienced by the offender and, in addition, take into account and introduce necessary change into the social and cultural milieu of the offender. The supervisor should attempt to establish positive interaction between the offender and major societal institutions such as home, school, and place of employment. In doing so, he must assist the probationer to know and to use available community services.

Since offenders differ one from another, supervision should follow an individualized treatment plan based upon a thorough assessment of the offender and his circumstances. Assessment, classification and treatment should be viewed as essential aspects of a single continuous process.

Another essential component of effective treatment, as demonstrated by research,¹¹ is the matching of workers with probationers so that the methods and natural inclinations of the supervisor are compatible with the special needs and characteristics of the client. Caseload size combined with carefully differentiated caseload assignments have demonstrably superior results. On the other hand, reduction in caseload alone, beyond a certain point, does not result in corresponding treatment gains. This being the case, probation staff should be selected and trained to allow differentiation in caseload assignments according to compatibility with client group and intensity and nature of contact. Criteria should be established for the differentiation of caseloads along the following lines:

(1) High Intensity Caseloads

These would consist of ten to fifteen seriously disturbed or acting out juveniles or adults classified and matched with probation officers. Volunteers might, in some instances, supplement the work of the probation officer.

(2) Medium Intensity Caseloads

The composition of these caseloads would be thirty to thirty-five less seriously disturbed or acting out juveniles or

adults classified and matched with probation officers. Volunteers would more likely be involved than in small caseloads. Their role would be largely that of supplementing the work of the probation officer.

(3) Low Intensity Caseloads

The number of persons who might be considered for these caseloads would depend on guidelines established for screening out those cases not requiring the specialized services of the probation worker. A number of alternative methods, such as the following, should be considered:

- volunteer probation officers working under the direction and guidance of a probation officer,
- development and use of group techniques,
- short-term intensive contact using group processes.

The vast majority of children found delinquent and adults found guilty can be adequately treated in the community. It is preferable that they remain in their own homes. Not infrequently, however, temporary relief from stressful family or social relationships is necessary. Where additional care or control via physical facilities is necessary, it should be as closely linked to the community as is feasible, and should be seen as but one phase in a continuous treatment plan. Probation with supplementary control through physical facilities adds a further dimension to the corrections spectrum:

(1) Probation Hostels, Foster and Group Homes

There are offenders with special problems who cannot respond to probation supervision without additional support and control. Some come from rejecting or damaging home situations, or are without close family ties. This can sometimes be compensated for in the community through individual foster home placement or a group living situation. The advantage of such placement is that it provides something akin to normal family life. The community can be readily called upon to assist in the rehabilitation process, and steps can be initiated immediately to enhance the offender's involvement in all aspects of community life. The probation supervisor's role should be essentially the same as it is where the probationer resides at home.

Supplemental
programs and
controls

Substitution
for home
experience

Probation
caseloads

(2) Attendance Centre

Some candidates for probation have not been exposed, because of severe social deprivation, to the usual learning and reward experience which equip others for normal participation in community life. For probation to be successful in such cases attention must be given to helping the probationer overcome this handicap. Special group-focused programs aimed at specific problem areas such as motivation, work preparation, work habits and job finding, have proved to be effective. They generally involve compulsory attendance on a day, evening, overnight, or weekend basis.

Group focused programs

(3) Community Based Short-Term Live-in Accommodation

The next degree of restriction of liberties is the short-term live-in arrangement during periods of crisis in family, foster home, hostel, or probation supervision. It is also useful as the initial stage in treatment. The individual remains involved in the community to the greatest extent possible, consistent with his ability to exercise self-control and direction. For example, he might attend school in the community, go out to work, visit home on weekend, or attend social activities. In due course he leaves the institution to live in the community under probation supervision.

Accommodation for crisis periods

To maximize the effectiveness of probation and community based institutional programs, a wide array of supportive services are needed. Many of these can best be provided by tapping the skills and interests to be found in any community. No correctional program should attempt to duplicate the variety of talents potentially available to it through citizen volunteers (including ex-offenders). It is important, however, that volunteers receive some orientation, training and ongoing direction if their involvement in correctional programs is to prove sufficiently rewarding. Volunteers may supplement the efforts of the probation worker by providing to the offender, through a friendly relationship, the opportunity for social and recreational involvement that otherwise would be unavailable. In addition to undertaking the "friendship" role, volunteers may serve in the capacity of probation supervisors under the direction of a professional, or contribute to the enrichment of community institutional programs. Equally important, volunteerism allows involvement of the community in corrections and promotes greater awareness of correctional programs.

Volunteers in supportive role

c. Institutional Supervision

This disposition differs from the probation alternative in that the offender is committed primarily to an institution rather than to a community program. The treatment program developed may, however, involve facilities and programs in common with the probation alternative. The essential difference lies in the degree of control exercised.

1) Purpose of Activity

While adhering to the postulate that the offender should whenever possible be treated in his normal habitat, it is sometimes necessary to remove him to an institutional-type facility where closer supervision can be exercised. This movement may be precipitated by the court's decision based on the nature of the offence, the need to preserve the well-being of society, or to provide more intensive treatment in a controlled environment.

Closed facilities support open facilities

The required degree of close supervision varies, and, while most residents of institutions do not need a highly controlled situation, it is recognized universally by penologists that "open" type facilities tend to serve their purpose more effectively when backed by the existence of "closed" institutions. This presupposes the need for a range of facilities from high to low security if the open supervision type of treatment is to be successful.

The task, therefore, of this type of treatment may be seen as building, or re-building, ties between the resident and the community. This requires not only effecting a change in the individual, but also the need to bring about concomitant changes in the attitudes and practices of the community and the institutions through which society functions.

2) Description of Activity

i) Community Orientation of Institutions

Many offenders requiring close supervision are to some extent estranged from the rest of society; it is irrational to attempt reintegration of these by further isolation from society. To avoid this error, the treatment of residents should be carried out in an ethos that approximates the norms, values and standards of society.

Underlying all institutional program and practices, there should exist a constant attempt to encourage greater interaction between the community and the institution. This should apply to both institutional-community contacts and specifically institutional functions.

Institutions should assist reintegration

"Low-profile institutions"

This concern has implications for the construction of correctional facilities in that they require to be small, fairly informal in structure, and located, as far as possible, within population centres from which the residents originate. This permits the use of community resources, so that the differentiation between the institution and the adjacent community is minimized.

ii) *The Ingredients of a Treatment Program*

The presence of a treatment program is necessarily related to the existence of adequate physical facilities, administrative procedures and staff development and, as a result, is dependent upon specific goals being attained in these areas.

The primary ingredient of a rehabilitative program is an effective assessment and classification process carried out by trained personnel. Such an operation must be preceded by a meaningful admission and orientation procedure, in order that the treatment of the resident commences the moment he arrives at the institution.

Accompanying these requirements is the need for staff, related agencies and volunteers who can carry out a total treatment program, bringing the necessary therapeutic techniques and resources to focus on the offender and assisting in his personal and social adjustment. Essential services include:

- (1) full medical, psychiatric and dental assessment and care,
- (2) psychological assessment and treatment,
- (3) a complete range of academic and vocational training,
- (4) active and inactive recreation,
- (5) differential counselling,
- (6) spiritual assistance and support, and
- (7) socialization contacts and opportunities.

While every resident does not require this full range of treatment opportunities, it should be available if a total treatment program is to be provided.

Fundamental to this program is the type and number of staff who can provide the bridge between the institution and the community and engender a therapeutic climate in which treatment can take place.

iii) *Treatment Process*

The first step in the treatment process is to identify the symptoms associated with the offender's behaviour and to diagnose their cause. This assessment, which should ideally begin before sentencing, should be continued as soon as possible after the person's admission to the institution.

Based on available information and a personal interview, a rudimentary institutional classification, at least, should be made within four hours of a resident's arrival. During this period, he should also receive a medical check and emergency counselling and be involved in an orientation session which covers the operation of the institution, his rights and responsibilities, the treatment facilities and programs that are available to him, and any questions he may have. These procedures should be conducted by staff particularly suited and trained to deal with the new arrival's initial anxiety, to serve his immediate needs, to create from the beginning an atmosphere conducive to treatment, and to assure the resident that his future welfare is the primary concern. These procedures should be carried out in a humanizing manner, and immediate referral made of those new arrivals requiring treatment of more specialized nature.

The reception unit should be a separate facility, or at least separated from the rest of the institution. An offender should remain there until such time as it is deemed suitable for him to be admitted to the general institution stream, or to be transferred to an alternative placement that could better meet his needs.

Within twenty-four hours of the resident's arrival, he should receive a thorough medical examination including routine chest X-ray, blood test and examination for infectious and other types of morbidity. Necessary referrals for psychiatric, optical, dental or other types of medical care should be made at the earliest possible opportunity. Medical care should be available throughout his stay. Following the medical examination, the resident should enter a more detailed classification process based upon specific criteria with input from extra-mural sources, by staff experienced in counselling, work and educational assessment, as well as by those staff who have had an opportunity to observe the behaviour of the resident since his arrival. As such, the classification is a group process rather than the opinion, no matter how expert, of one person.

Initial
classification

Medical
examination

Classification

Assessment is
vital component

Range of
necessary
services

Plan evolves
from assessment

On the basis of the data collected, a plan should be defined for each resident. This plan should be outlined before the end of the third week after his arrival. The plan should be initiated at the first opportunity and reclassification and reassessment should take place periodically to measure the effect of treatment. Engaged in this reclassification would be staff and related members of the community who are involved in the treatment plan. Throughout the whole process, the resident would participate in the decision-making to ensure his cooperation and commitment to the plan.

Differential
treatment

As motivation for rehabilitation only takes place when basic needs are met, it is incumbent upon those providing treatment to create an environment and program which satisfies the needs of the individual resident.

While it is recognized that certain common basic needs exist in men, the way in which they are met varies from individual and, therefore, it is essential to provide differential treatment methods. As these may be medical, clinical, educational, religious, etc., the institution must have available either the staff to carry out a full program, or to make whatever referrals are necessary.

iv) Preserving a Community Identification

Avoiding
"institutional-
ization"

To engender a community-oriented atmosphere, certain practices should be followed. The purpose here is to assist the resident to identify with community standards and norms, and, by the process of self-determination and self-actualization, to accept responsibility for behaving in a manner acceptable to society as a whole. In this way, it is hoped to avoid the destructive consequences resulting from identification with the artificial prison society and its concomitant, institutionalization.

Rights of
residents

Apart from the restriction of freedom for purposes of treatment, and special stipulations which may from time to time be made by the court with regard to individual offenders, the resident should be entitled to his full civil rights.

He should, therefore, be encouraged to exercise his civil rights and responsibilities, and specific training and education in citizenship should be provided by persons inside and outside of the correctional service.

Staff-
residents'
committees

Working on the premise that self-determination is the most effective approach by which to carry out a treatment program, staff-resident committees should be established for the purpose of advising the administration on individual institutional practices.

Visits

Although such a committee would have an advisory rather than a directive function, the administration would be responsible to pay heed to the committee's recommendations and, where feasible, to act upon them. Likewise, the committee would be responsible to operate in such a manner that the total well-being not only of the institution but of the community is enhanced.

To enable the resident to preserve a close relationship with his family and friends, visiting privileges should be liberal and available to every resident unless it is felt by the treatment staff that it would militate against his rehabilitation. In this case, certain persons might be prohibited from visiting either totally or for a period of time. The visiting arrangements should be of such a nature that the resident and his visitors can enjoy the maximum of privacy available in a setting that is conducive to a wholesome experience.

Furloughs

Residents who do not constitute either a threat to the community or themselves should be allowed to go home or visit in the community. Such furloughs may last from several hours up to several days, and would be granted by treatment personnel on the basis of their assessment of the overall situation.

Residents'
clothing

Residents should be encouraged to wear their own clothing, certainly during leisure hours, and in the case of those persons who do not possess adequate personal clothing, a choice of non-institutional clothing should be available.

Volunteers

Private citizens and ex-resident groups concerned with the rehabilitation of offenders have an integral part to play in the overall correctional program, and provide excellent community institution opportunities. Such groups, apart from their socializing contributions, assure the resident of the community's concern, and by establishing meaningful relationships devoid of an authoritative quality, they are able to assist the resident in making a pro-social identification. The Government, however, reserves the right to coordinate and clarify in its total program approach the activities of such volunteer groups to prevent their inhibiting the work of each other and/or the Government.

Community
training
facilities

The institution should not try to duplicate in totality the wide variety of services found in the community as this not only becomes a practical impossibility, but also militates against the principle of community-oriented treatment. This is particularly true with regard to vocational and educational training.

Although the institution may develop as part of its program a procedure for skill and work assessment, it cannot provide the variety of work training experience to make the resident a competent tradesman. Wherever education or work training skills are to be learned the resident should, whenever possible, obtain them in the community.

v) *Removal of Authoritative Barriers*

To facilitate the treatment program by humanizing institutions, it is important to reduce the barriers between staff and residents created by unnecessary, negative practices and symbols of authority.

To avoid reinforcing the resident's distrust of authority figures, and to create the atmosphere desired in a treatment facility, uniforms for staff should not be of a military-police type.

Major infractions of the institution's rules and regulations should be handled by a committee of an informal nature. Representatives of the resident population should sit on this committee. This will allow this traditionally discipline-oriented process to become an aspect of the treatment emphasis of the institution. The committee should be responsible to handle problems in such a manner that both the need for institutional good order and the treatment plan for the resident are simultaneously preserved.

In the case of minor infractions requiring a minimum of formal handling, a committee comprising selected residents and a member of the treatment staff should discuss the circumstances and attempt to resolve the problem. In this way, not only would a more informal approach avoid the creation of unnecessary, authoritative action, but the resident would be heard by a group of his peers. Corrective steps arising out of this interaction would generally gain greater acceptance by residents.

In the event of aggravated assault against staff or other residents, or some other type of extremely destructive behaviour, it would be preferable that a charge be laid through the Attorney-General's Department and be heard in open court.

The use of isolation as a form of control should be limited and used only in those cases for which there is no alternative. When a resident is placed in segregation he should be permitted the normal comforts of regular accommodation (unless it is agreed that he might be harmful to himself or to others), and receive normal institutional meals. The use of segregation for punishment in the brutal conditions of a "hole" has no place in a humane and rehabilitative corrections system.

d. *Parole Supervision*

Parole is the conditional release of an offender from an institution prior to the expiration of sentence, to serve the balance of his sentence in the community under supervision.

1) *Purpose of Activity*

Parole assists in the rehabilitation of offenders by serving as a transitional step between confinement and freedom in the community, and by the hope it holds out to the institutional resident. The United Nations publication *Parole and After-Care* outlines a number of benefits of a good parole program.¹² These are endorsed, and summarized as follows:

- (1) It encourages offenders to maintain contact with relatives and friends, thus keeping before them the advantages of community life, the return to which is to some extent in their hands.
- (2) It stimulates the offender to take full advantage of the rehabilitative services of the institution, in that release on parole is related to attitude and performance.
- (3) It gives the offender some assurance that he will not be entirely on his own when faced with the traumatic transition from institutional to community life.
- (4) It offers assistance during the parole phase, and the possibility of revocation serves as a deterrent during periods of self-doubt and uncertainty.
- (5) It allows for release of a resident upon completion of a course of training, or when employment or educational opportunities are available, or when he is otherwise psychologically ready.
- (6) It is socially just because it enables society to play an auxiliary role in the rehabilitation of an offender who may be in trouble partly as the result of shortcomings in society itself.
- (7) It offers to society greater protection than it receives through the outright release of offenders.
- (8) It offers the opportunity to evaluate institutional treatment against alternatives.

Staff uniforms

Major infractions of institutional regulations

Minor infractions of institutional regulations

Breaches of the law

Use of isolation

Parole integral part of correctional process

2) Description of Activity

Parole should be viewed as an integral part of the correctional process. Every effort should be made, therefore, to provide the opportunity for family and community contact and involvement during the institutional phase so that the transition back to the community will be easier.

Knowledge and understanding of the offender by correctional staff begins at the outset of the judicial process and continues to develop throughout the institutional treatment phase.

This leads naturally to the development of a prerelease plan, with the involvement of the offender, and to the extension of this plan into the community under the guidance of a parole supervisor. The supervisor may be the probation caseworker who was involved in the preparation of the presentence report and in the community preparole enquiry. The decision regarding parole is clearly one which should be the responsibility of people involved in the rehabilitative program of the offender. As such it should be made at the program level and not by agencies far removed from the treatment process.

Ideally the caseworker should have maintained contact with the offender and his family during the institutional phase and have served as the institution's community link.

Full range of services required

Parole supervision should provide or facilitate access to a complete range of services. Parole involves supervision to ensure that the conditions of release are honoured and, if not, that appropriate action is taken. On the more constructive side, parole includes advice and counsel on personal and family matters, practical assistance in training for and obtaining employment and in developing good work habits, financial assistance until established, and help in taking advantage of the opportunities and resources available in the community.

3. Aftercare Phase

a. Introduction

Aftercare often essential to reintegration

The period of primary treatment of the offender ends with his unconditional release from institutional supervision, probation supervision or parole supervision. It is during this phase, when the offender's involvement with the process is mandatory, that most must be accomplished in terms of rehabilitation and reintegration. The fact that the length of this sentenced period does not always coincide with the time

required to achieve rehabilitation, exists as an obstacle to the success of the correctional endeavour. The treatment orientation of the system would be weakened considerably were services to the offender discontinued at the expiry of an arbitrary time period without the assurance that as much as possible had been accomplished.

Responsibility extends beyond sentence

It is, therefore, essential that the correctional system accept the responsibility of making assistance available to the offender who wishes to accept it after he has moved through the formal correctional process. The extension of assistance and rehabilitative services to an offender in the community following unconditional release from a correctional institution, probation or parole, is referred to as "aftercare".

b. Purpose of Aftercare

Valuable for short-term offenders

The purpose of the activity is to allow an additional period of involvement with the offender, to ensure that the rehabilitative and reintegrative process is as complete as possible. In this way it will help to prevent the failure of the effort expended during the treatment phase. In many cases it is an essential aspect of the integrated treatment process that begins with the first contact between the offender and the police. This is particularly true with regard to offenders who are sentenced for short-term periods, but whose needs are such that a longer period of rehabilitation is required.

c. Description of Aftercare

Aftercare must be planned as part of sequence

The majority of short-term offenders are released from correctional institutions at the termination of sentence. Those few who are released on parole before expiry of sentence are under supervision for very short periods. Although it is generally true that problem of reintegration into community life is easier the shorter the period an offender has been segregated from it, many short-term offenders have been in and out of correctional institutions many times. To successfully rehabilitate such persons, a carefully developed and executed release plan, carried out in conjunction with the institutional program, is essential. This will usually involve the participation of community services for assistance to deal with an alcoholism problem, a need for temporary accommodation and support, employment, social relationships, or other problem areas. It cannot be left to chance that the offender will avail himself of community services. Full advantage should be taken of furloughs and temporary absences to begin the involvement of the resident in the release plan, and an institutional worker, probation or aftercare worker should aggressively support and pursue with the resident the execution of this plan during the critical period immediately following release, even though he cannot be compelled to accept the services.

Aftercare available to all

No time limit on availability

Although aftercare is particularly applicable to the short-term offender, every offender should have the opportunity to receive aftercare services subsequent to the expiry of his legal term. The complete range of correctional programs and facilities must be available and open to not only the sentenced person, but to those who have completed sentence. This availability of program should not have a time limit. While aftercare services are primarily intended to follow immediately upon the treatment phase, situations may arise where, after some time has elapsed, an ex-offender feels the need for some type of counselling or other support service. To meet such a need may require that he be involved in some formal program, provided with short-term accommodations, or simply given some person-to-person guidance by an aftercare worker. The essential principle of the aftercare phase is that the system be flexible enough to direct resources not just to the fulfillment of legal responsibilities but to the meeting of human need, in whatever form it takes or to whatever degree it exists.

E. RESOURCES FOR EFFECTIVE PROGRAMS

1. Introduction

To this point Part II has described, in some detail, the program characteristics of the prototype corrections system on the basis of which the Manitoba system will be developed. The delineation of the model would be incomplete without an indication of the supportive resources and services required for the implementation of such a system. This section will not deal with specific resource quantities, but will describe the quantitative standards and quality characteristics of the resources required to make programs possible.

2. Physical Facilities

a. Introduction

Facilities support program and principles

Preceding sections of this paper have identified the need for specially designed facilities to meet diverse correctional needs. The principle has been underlined that programs must be differentiated because offender characteristics and needs vary widely; physical facilities and support programs must, therefore, be differentiated in accordance with program. Another key programming principle is the community orientation strategy — the plan for facilities will be designed to advance this approach.

Range of types of facilities

Hierarchical pattern of facilities

The narrative describing corrections intake pointed to the necessity for facilities in which detainees could be held apart from sentenced offenders.

The section on the treatment phase outlined a program configuration extending from unsupported personal supervision to, at the other end of the spectrum, close institutional control. A fundamental component of this program continuum is a range of physical facilities from foster home accommodation to maximum security facilities.

The aftercare section indicated that this segment of correctional involvement does not usually require separate facilities but can be carried out with the support of the facilities employed in the main treatment phase.

The following pages will delineate in more detail the requirements for physical structures in the correctional service. The system of facilities described will take the form of a hierarchical arrangement, similar to that of a "regionalized" hospital system, with institutions differentiated functionally and geographically. Specialized facilities, services, and programs which can efficiently serve a large area are located in centralized institutions. The main group of offenders are accommodated in the next level — regional institutions which serve a large enough area to warrant a good degree of professional program and resource input. The basic tier of the institutional system will be a series of small units, very closely related to the residential community, which can provide accommodation for offenders who can be treated best under this circumstance. The other component of this system consists of treatment units for certain offender groups whose rehabilitation requires special attention and resources.

It should be made clear that the system of "institutions" should not exist solely for the treatment of those offenders requiring that level of care described in this paper as "institutional supervision". The intake, probation supervision, parole supervision, and aftercare programs are closely linked with every level of physical structure. These facilities would be available to the entire range of correctional endeavours when physical accommodation of some nature is required. Because their utilization is so varied, the facilities must be designed to be of maximum flexibility.

b. Detention Facilities

Detention
separate from
other facilities

In recognition of the special status of those awaiting disposition via the corrections process or the courts, they should be held apart from sentenced offenders. This does not necessarily mean a facility geographically distinct from other correctional facilities, but it does require effective segregation of areas. Detention facilities must be located so that family, friends, and legal representatives have easy access to the detained person.

The overall appearance, decor, and amenities of such facilities must be unlike a traditional "jail" and more closely related to community residential accommodation. Main detention units should exist at judicial centres with auxiliary units in other areas where need is demonstrated. Because of the importance of correctional input to detention programming these facilities should be administratively linked to the correctional service.

c. Central Facility for Adults

Security
facility
required

Although current penological philosophy recognizes the decreasing need of security-type institutions, it is equally cognizant of the fact that open institutions, such as are used to support probation programs, can only exist providing there is a "backup" of a secure building, to house the more difficult to manage and otherwise provide the system with a form of control without which its other endeavours would be frustrated.

The primary facility in a system serving a population the size of Manitoba's should be a centralized correctional facility, to act as the "maximum security" unit for the system, the main assessment facility, and accommodation for offenders requiring some degree of close institutional supervision and specialized programming.

This facility may be compared with a "base" hospital in a "regional" hospital system, at which highly specialized equipment and expertise are available to deal with the difficult diagnostic and treatment problems from the total service area.

Cottage plan
appropriate

Although such a facility may be of considerable size, the "Big House" image should be assiduously avoided in its design. A more pragmatic and humanitarian approach would be to design this centre employing a "cottage" motif. This would allow individual units to incorporate that degree of security and program flexibility suitable to its residents. The

design should also reflect the principle that segregation and control can be established and maintained by program and supervision rather than by the erection of bars, locked doors, and other forms of physical restraint. Furthermore, the facility should not be far removed from residential areas, and its component buildings should blend as much as possible with the locale so that the stark, emotionless architecture of traditional correctional institutions is avoided.

d. Central Community Facility for Juveniles

Base for
community
programs

In the system envisioned by this paper a central facility for juveniles would also be required. This unit would, however, be more closely related to community supervision programs because this aspect of corrections is so vital in the treatment of juveniles. It should be flexible enough to support many elements of the community programs. The facility may, in this regard, serve as an attendance centre, provide for short-term treatment, and accommodate other residential needs.

The central assessment unit should be located in this institution and, as such, would be the intake point for other rehabilitation centres in the system. Specialized facilities would be located here to allow assessment and classification throughout the child's rehabilitation.

In contrast to the central adult facility, and because of the emphasis on supporting community services, the juvenile centre should include a detention unit. It is particularly important that juveniles be involved in program even during the detention period, and the concentration of resources at this centre would facilitate this requirement.

Non-
institutional
appearance

The design and appearance characteristics applying to such a centre are similar to those outlined for the adult institution. Because of the multi-purpose nature of the facility and its function as the focal point of community services, it is even more important that these design features be incorporated.

e. Outlying Multi-purpose Facilities

Middle-level
facilities

The next level of facility required in the model system is a series of smaller, less-specialized, and less-secure centres located in larger urban areas. These would be multi-purpose in function and flexible enough to handle detainees, a few offenders requiring restrictive control, and sentenced adults who require varying degrees of institutional supervision. Probation, parole, and aftercare activities may also use these centres as program bases. They would be large enough to serve extensive geographic areas but would not include the same degree of programs or physical specialization as the base facilities.

Co-educational
centre for
longer-term

f. Juvenile Rehabilitation Centres

On the same level as these multi-purpose institutions in terms of approximate size, location, and program sophistication, would be juvenile rehabilitation centres. If the model system outlined in this paper were applied to Manitoba, a single co-educational centre would meet the need.

Such a facility would provide for longer-term treatment for the severely internally-conflicted or seriously acting-out juvenile. It would differ in this respect from the central community facility, in that the latter would emphasize short-term community-based residential treatment.

g. Community Residences

In-community
facilities

To complement the multi-purpose centres in larger urban areas, and to further enhance the community orientation of corrections, a number of small, "open" units should be established in various urban and semi-urban locales. These would be useful for accommodation of offenders who are sentenced to an institution but whose rehabilitation requires close liaison with the community; for persons, including juveniles, who are under probation supervision and require community accommodation during period of crisis or on a regular basis; for paroled offenders, and even possibly for detained persons and those receiving aftercare assistance. Day parole programs may use these units as accommodation for residents working or studying in the community. For some offenders who have been in higher-level facilities for program or control reasons, these residences may act as a transitional stage as they become reintegrated into the community. Another possible utilization is as "attendance centres" where probationers periodically return for program input of some nature.

The capacity of these units should be 10 to 25 and their appearance and function should be primarily that of "residences". Because of their nature and relatively low cost, such residences could provide program and accommodations in areas from which offenders would otherwise have to be transferred to more central facilities. Treating offenders within their home community, as has been previously mentioned, is an effective treatment principle.

h. Specialized Facilities

The desirable pattern of correctional institutions just described, using a population similar in size and description to Manitoba's, has consisted of two central specialized facilities, a rehabilitation centre for longer-term treatment of juveniles, smaller multi-purpose centres in major urban areas, and a larger number of residential units in urban and semi-urban areas.

Although this hierarchy of facilities will meet the basic needs of the correctional system, there are a few groups of offenders who require specialized facilities. These are categories of young offenders, women offenders, and offenders with special problems such as alcoholism.

Young
offenders
facility

1) A treatment facility should be established for youthful adult offenders, to also serve those juveniles who for treatment reasons cannot be suitably accommodated in the juvenile rehabilitation centre. It should not be necessary to first transfer the youth to the adult court and thus impose the added handicap of a criminal record. The need for such an institution in any progressive correctional system is well established.

Residence
for women

2) There appears to be a trend toward a lower population of women offenders sentenced to "institutional supervision". Consequently, the major requirement in terms of facilities is a centralized residential-type unit which could provide an adequate degree of program for women sentenced to longer periods of incarceration. Accommodation for those given short sentences, or being held waiting trial, should be provided in the multi-purpose and residential facilities previously described. This arrangement will prevent having to transfer them out of their community, thus depriving them of continued family contact.

Special
environments

3) A system such as described in this paper should have the flexibility to provide special therapeutic environments for offender groups such as those whose problems are related to alcohol or other drugs. Such an environment may consist of small units in close proximity to the medical and other professional services upon which the program of such a unit would rely.

3. Staff Development

- a. It is acknowledged that sophisticated programs and well-designed facilities do not contribute as much to the success of corrections as does dedicated staff. In a word, "people change people". It is, therefore, essential that a staff resource of the highest possible quality be developed, whose members are attuned to progressive correctional concepts and dedicated to the full realization of rehabilitative objectives.
- Policy required b. A definite policy of staff recruitment is required that considers both departmental objectives and career opportunities.
- This policy should reflect the generally increased standards of basic and specialized education found in today's society, and the personality characteristics essential for staff employed in the correctional field.
- Competitive salaries To encourage the recruitment of the appropriate type of staff, salaries should be competitive with those paid in allied fields, and the opportunity for career development, flexibility in employment throughout the system, and an active approach to job enrichment provided.
- Ex-offenders as staff Ex-offenders are a promising source of manpower for corrections. Using ex-offenders in this way may help to reduce the traditional barriers erected between staff and residents that impede the rehabilitative process; the ex-offender's position in legitimate channels is confirmed, and an opportunity is provided to harness creatively a personal background experience of those factors resulting in criminal activity.
- Institutional staff ratios c. To accomplish correctional objectives, the total staff complement in institutions ought not to be less than one person to two residents, and in certain smaller or specialized facilities the proportion of staff may need to be higher. The ratio of professional staff to residents should not fall below one to thirty.
- Institutional staff training d. One of the most necessary characteristics for effective attainment of correctional objectives is a constant, meaningful communication between staff and resident. The training received by correctional staff should be at the level of that given to workers in allied fields, for example psychiatric nurses, and should comprise a

minimum of 1,000 hours of instruction. Such training could be provided cooperatively from four sources — university, community college, training staff of the provincial mental institutions, and staff already experienced and engaged in corrections.

By utilizing these four sources of training, the graduate will have a greater understanding of the theoretical and practical concepts of treating the offender. Furthermore, the wider experience and association with students outside of the correctional system would add to the graduates' perception and understanding of the human condition, thus engendering the more creative and treatment-oriented attitude needed for the effective rehabilitative inter-action between staff and residents.

Extra-mural training

Correctional staff who show interest and aptitude should be encouraged and assisted to undertake further training at academic institutions specifically geared to teaching the behavioural sciences and, in this way, further the development of career patterns within the system at all levels.

Similar opportunities should be made available for staff engaged primarily in treatment and administrative functions so that, as programs become more sophisticated and specialized, there will be within the service trained staff capable of assuming the responsibility of its operation.

For all staff, a careful assessment of abilities and training to assist in the development of their potential, and a realignment of functions and responsibilities, would result in job enrichment and more effective performance. To assist in this assessment, regular staff evaluations should be undertaken.

Probation staffing standards

- e. Providing there are adequate social services and appropriate screening out of persons not requiring correctional rehabilitative services, probation staff and other correctional case-workers should meet the standard outlined below and be in charge of all cases placed on probation. Probation aides, volunteers and ex-offenders have an important role to play in a comprehensive program but should be under the direction of a qualified probation staff member.

The American Correctional Association recommends the following standard for probation officers:

FOR PROBATION OFFICERS:

A. Education and Experience

- 1) Preferable completion of two years graduate study in an accredited school of social work or comparable studies in criminology, psychology, sociology and other related fields of social science.
- 2) Minimum -- graduation from an accredited college or university with a major in the social or behavioural sciences and one of the following: one year of graduate study in social work or a related field such as guidance or counselling; or one year of full-time paid social work experience under professional supervision and direction in a recognized social agency.
- 3) Trainee -- graduation from an accredited college or university with a major in the social or behavioural sciences. (Trainee should be hired only if the department has for such employees a special program of appropriate training under the supervision and direction of qualified staff.)

B. Personal Qualities

Emotional maturity, integrity, ability to establish constructive inter-personal relationships, a recognition of the dignity and value of the individual; genuine interest in helping people; intellectual ability; mature judgment; warmth; wide experience; and a continuing interest in professional development.¹³

Probation
staff ratios

- f. Standards for average probation caseload size are useful in estimating present needs for staff and for projecting future requirements even though, in practice, caseload size should vary in accord with the intensity and kind of help that is indicated.

The American Corrections Association recommends an adult probation caseload of not more than 50 units.¹⁴ This standard applied to "typical" caseloads. Workload is based on assigning one unit to each case under supervision and five units for each presentence report completed during the month. Smaller workloads are generally suggested for juveniles. Where responsibility for foster home and other supportive programs is concerned, the ratio of staff to probationer must be

increased. The President's Commission on Law Enforcement and The Administration of Justice suggests an average ratio of 35 offenders, adult or juvenile, per supervisor.¹⁵ The Community Treatment Project of the California Youth Authority has demonstrated that a large percentage of juvenile and young offenders committed to correctional institutions can be more effectively and more economically treated on probation on caseloads as low as six.¹⁶ The ratio of probation staff to probationers is quite clearly dependent upon the degree of selectivity employed in assigning probation instead of making referrals out of the system and committals to institutions, as well as upon the supportive services developed and administered by the probation service.

4. Organizational Requisites

The program structure presented as the "ideal" paper requires no one specific organizational arrangement for its implementation. Although it is not conceived to fit any particular organizational mode, certain prerequisites to effective delivery of these programs can be specified.

Philosophy
of equity

- a. The first is governmental philosophy and machinery which puts correctional clients on an equal basis to any other client in the citizenship of government.

Coordinated
system

- b. Another essential characteristic is that the organizational structure be such as to allow the complete range of services -- to all age groups, for both male and female, of "institutional" or "community" nature, and at all geographic levels -- to be operated as an integrated system.

Specialized
staff

- c. A third requirement is that there be no competitive demands upon the staff of corrections. That is to say, most correctional personnel should have a clearly identifiable, correctional function as their main responsibility.

Decentralization
of authority

- d. Decentralization of operational responsibility and authority to the field level is another characteristic that should exist in a correctional system.

The formulation of programs and operations policy should be a function of a central corps of professionally trained personnel. The policy-making aspect of this central office would be enriched by the series of consultative meetings described in the next section.

5. Research and Evaluation

- a. Basic to any correctional program is an adequate research and evaluation reporting system whereby data is uniformly and routinely reported to a central office. This office would have the responsibility for the collection, storage and analysis of data, its dissemination to related regions and agencies, and its use as input into the planning process.
- b. The correctional administrator, in evaluating the effectiveness of program, cannot resort to a pure cost-benefit analysis alone, although there is some value in knowing the comparative treatment costs. Neither can he use as a sole measurement the criterion of recidivism rates, as they have only comparative relevance. A non-recidivist may be, and often is, as much a liability to the community as when he was still engaged in criminal activity. He may in fact only have moved from a prison to a mental hospital, to the rolls of public assistance or to dependency on family or friends, or he may indeed only have found a way to subsist on the proceeds of crime and not get caught. An important part of any sound system of penological evaluation should be to find out what the released offender is actually doing, rather than to rely on report which merely indicates what he is doing. The real objective of the correctional administrator is the transformation of offenders into citizens, not the modification of recidivism tables. Consequently any program of planning, research and evaluation must be integrated within the total continuum of services provided, rather than limited to the correctional milieu in isolation.
- c. Research and evaluation, as aids to planning, require to be built right into the structure of the correctional operation. From time to time external assessments are of great assistance to the correctional administrator in planning program, but, if this is the only type of evaluative research undertaken, he relinquishes control of a powerful management tool, as his ability to interpret the findings depends to a very large extent on what he knows independently about the value of what is happening as a whole. If he has taken no steps to ascertain the effectiveness of his operation, he will have to accept the assessment of others as only probably accurate.

Assessment as
a management
tool

- d. Policy develops from philosophy, and policy clearly expressed provides the operating framework of the program. Program needs are revealed by an evaluative process that applies the philosophy and predetermined objectives to the needs of the clients and results achieved by the program.

The philosophy of the program must be valid but it too must be subject to change. Therefore, both philosophy and program must be the subject of periodic review by the whole constituency in which and for which the program operates. It is essential that the philosophy, policy, and program content be clearly stated with a built-in evaluative and consequent change mechanism. While evaluation is an ongoing feature of program, there must also be a periodic formalized review concerned specifically with reviewing and testing the whole program from philosophy to long-term results.

Evaluative
process

The ongoing evaluative process should also involve the active participation of "successful" and "unsuccessful" consumers of the service. That is, the non-judicial clients as well as post-judicial clients including probationers, residents and parolees and those who have received a service but are no longer actively involved, must be included in the evaluative process.

Policy making
meetings

Meetings concerned with evaluation and policy making should be held twice a year, the first at the end of the year and the second prior to the development of budgetary estimates.

The make-up of the personnel at these meetings should be "criminological" in nature, rather than "correctional", but should also include senior governmental personnel, responsible citizens and consumers, and former consumers of the service. Correctional personnel would represent institutional and non-institutional programs with full vertical administrative representation.

The length of such meetings may vary, but sufficient time should be allowed for thorough participation by all present.

Sessions would need to be both sectional and plenary. The first of the yearly meetings should concern itself mainly with review and evaluation, plus the formulation of statements of endorsement or criticism of program

features, and recommendations for the formulation of policy changes and the selection of personnel to develop policy statements for presentation to the second or pre-budget meeting. The second meeting should consist of consideration and adoption of policy changes coming out of the first meeting, and recommendations for policy to be considered at the following meeting.

The nature of the representation should be the same for each meeting, preferably with some change in personnel. Expression of opinion should be free of administrative restraint, other than parliamentary procedure, but decision making should continue to be the responsibility of the correctional service. Once decisions were made and endorsed by the senior officials of the service, they should become part of the written policy of the correctional program. Budgets and operating procedures should then be developed on these policy decisions.

6. Community Support Services

Delinquency and crime are social problems interwoven with all aspects of community life. Preventing or reducing its incidence, and rehabilitating those who offend against society's norms, require broad community concern and involvement. Some of this concern is expressed through organization and services directed specifically toward the offender. Examples of these are juvenile court committees, volunteer probation and parole supervisors, prison visiting and aftercare societies, and hostels and halfway houses. Other community concerns are less directly focussed on the offender but are aimed at special problems, such as alcoholism and marital discord, which can affect persons from all walks of life. In addition to those concerns which focus on social problems are the many services directed to the enrichment of community life and the enhancement of educational, recreational and social opportunities.

Corrections must be viewed in the broad societal context, and there is need both to prepare the offender for reintegration and to motivate society to adjust to receive the offender as a full-fledged member. This requires that correctional agencies have effective communication with non-governmental social agencies and services that can be of assistance to the offender. It is also necessary that society, through direct involvement of citizens, become more aware of the role it must play if delinquency and crime are to be

controlled and reduced. The bonding of ex-offenders, the erasing of criminal records, the elimination of barriers to employment or admission to certain professions and occupations, are examples of broad measures society can take to encourage and facilitate the reintegration of its law-breakers.

7. Public Education

In the introductory paragraphs of this paper attention was drawn to the changing public attitudes which are allowing new approaches to be developed in the field of corrections. Continued sympathetic support and understanding of the objectives and programs of corrections are imperative. This base of public cooperation can be developed and sustained only through concerted efforts by, and on behalf of, the correctional system.

Not only can public education foster concern and support for the correctional system, but it has an important role in the prevention of illegal activity. These two roles are closely related. There are several levels of the education function in which corrections personnel can take part. The basic preventative approach should be at the level of instilling, through the regular academic channels and through other educational media, an understanding and acceptance of the essential functions, responsibilities, rights, and privileges of the individual member of the corporate society.

Another aspect of prevention via public education is training members of the public to exercise responsibility in reducing opportunities for criminal or anti-social behaviour. This relates to such practices as locking cars and residences. The public may also be activated through educational and informational channels to take part in other preventative activities such as community organizations to provide recreational facilities for vulnerable youth from adverse social and family circumstances.

Correctional services may also cooperate with educational activities designed to reach "at risk" groups with information about issues such as drug abuse which are involved in the patterns of crime causation.

In relation to the function of gaining support and assistance from the public, a wide range of methodologies and media are available to corrections. The system should make full and sophisticated use of television, pamphlets, "comic book" type publications, and other techniques.

Extent of
community
participation

Effective
communication

Public support
needed

Education as
prevention

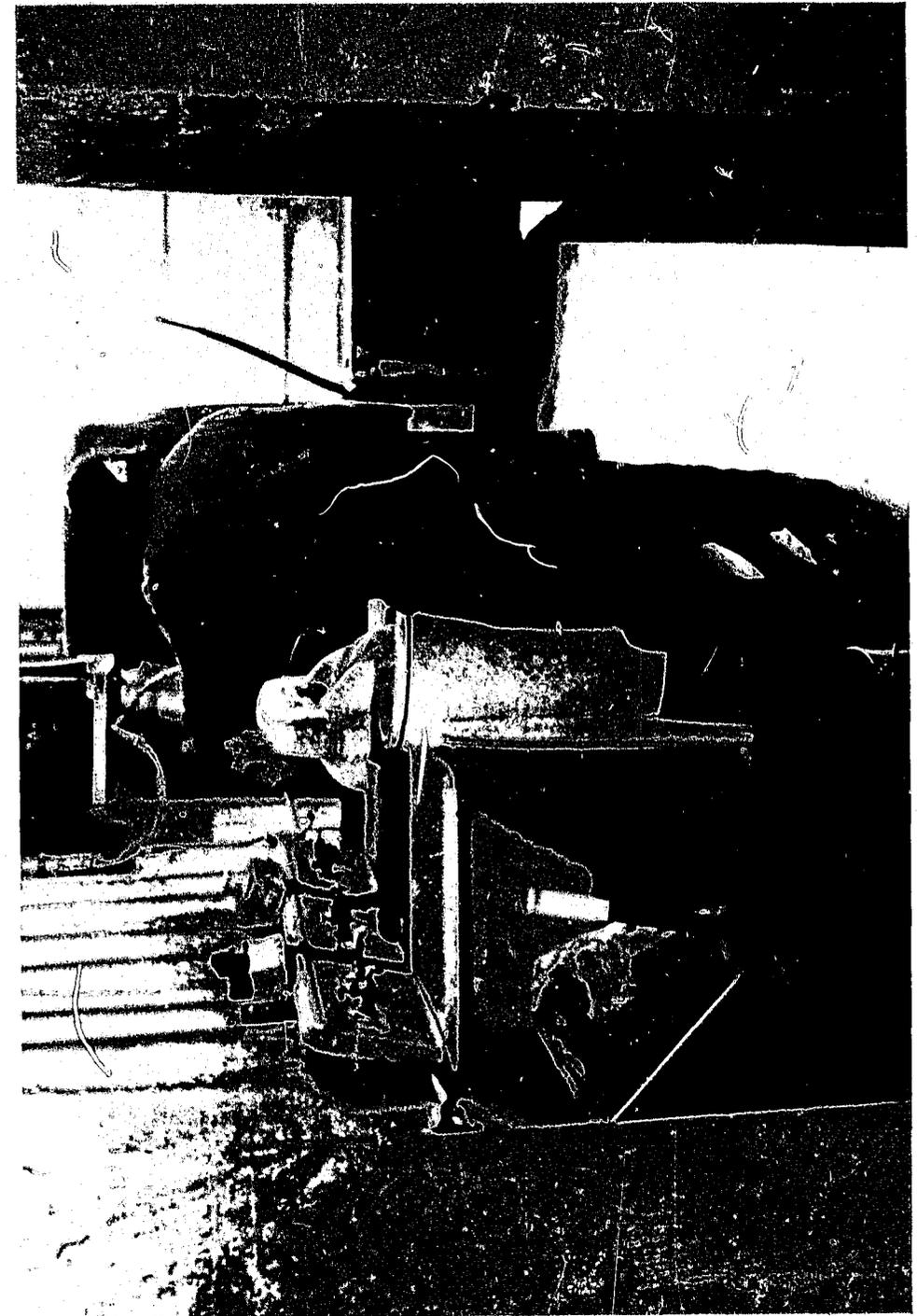
Educational
techniques

A useful tool is an annual report prepared exclusively for the general public, as contrasted with reports to legislative bodies or professionals in the field.

Another dimension of this information service is the need to make family and friends of offenders aware of the offender's rights and responsibilities, of necessary procedures, of the programs and services available to the offender, and of helping agencies upon whom they might call for additional assistance.

Special groups within the community, such as business leaders, fraternal and religious organizations, should be the focus of information flow and education in an attempt to enlist support for particular aspects of the rehabilitative process.

In these and other ways the community can be mobilized to contribute to the programs in such a way that "community-based" corrections can become a reality. Although much of this mobilization will be accomplished through the daily interaction and liaison of corrections staff with other organizations and individuals, there is a large role to be played by these broader educational techniques and methods.





PART III

THE STRATEGY OF CHANGE

"toward dynamic community involvement"

A. INTRODUCTION

The previous two chapters of this paper have served to describe in depth a correctional system that philosophically and operationally exemplifies progressive concepts in modern corrections. The philosophical perspectives of Part I are the objectives and principles which have been adopted by the Manitoba correctional system. Part II detailed a system that would result from the full application of this philosophy, and provided a model for the further development of programs in this province.

The last part is devoted to prescribing the changes to the present system elicited by the implementation of the adopted philosophy. It is the intent of the Manitoba Government to take the necessary actions to move the present programs much closer to the prototype system. There must be a continuing dedication to improvement in the years ahead.

B. STATEMENT OF PHILOSOPHICAL APPROACH

It is appropriate to emphasize the importance of the beliefs, attitudes and concepts that underly a correctional program. The history of crime and punishment has demonstrated that correctional theory, reflecting prevailing modes of morality, translates directly into the actualities that concern the treatment of the offender. While philosophy is meaningless without application in method and practice, its clear articulation is a necessary prerequisite to goal-oriented programs. It is, therefore, important to clearly reaffirm the philosophical approach of the Manitoba correctional system.

In that a correctional system is directed in its interaction with the offender by fundamental beliefs and principles, and in that this paper has enunciated a philosophical code which expresses a humanitarian and progressive approach to the problem of corrections, it is the intent of the Manitoba Government:

Refer to
pages 21 - 34

1. That the goals and principles of Part I be reaffirmed as the philosophical foundation of the Manitoba correctional system, on basis of which all policy, planning, and operational decisions will be formulated.

C. POLICIES ON PROGRAM AND FACILITIES

The directions and plans stated in this section will move the correctional program as close to the ideal as is reasonably possible. Some of these will take the form of statements of support for aspects of the present program which are vital to the achievement of rehabilitative goals.

Because it is valuable to relate the suggested changes in program to fundamental concepts, each set of statements of intent will be prefaced by a brief statement of the principle upon which it rests.

To assist in relating each recommendation to the aspect of the prototype program with which it deals, this section is set out in a format parallel to that of Part II. Marginal page numbers refer to the specific related passage in Part II and, in some instances, reference is made to that part of the Appendix dealing with the present situation.

1. Police Investigation and Intake

In that discretionary authority should exist at every step of the formal justice process to direct a person out of the system when neither the individual nor society will be benefited by his further involvement, and inasmuch as the first opportunity for the rehabilitative process to begin coincides with the initial contact between police and offender, it is the intent of the Government of Manitoba:

2. To endeavour to have clear guidelines established to give direction to the police in exercising discretion in the investigation of offences, the detention of accused persons, and the laying of charges.

3. That a central registry of police "cautions", pre-court releases on own recognizance or bail, and other contacts with individuals who come to the attention of the police, be established and maintained for use by all police departments to minimize the likelihood of repeated contacts without court involvement.

4. To encourage municipal police departments and RCMP detachments to establish youth divisions along the lines of the one operated by the Winnipeg Police Department. To this end, the Government of Manitoba will negotiate with the Government of Canada for the establishment of such divisions in the RCMP detachments serving the province.

Insofar as a coordinated effort is required to effect rehabilitation of an individual diverted out of the formal justice system, it is the intent of the Government of Manitoba:

5. That an effective liaison be established between all departments and agencies of government with a view to developing mechanisms to ensure that persons diverted out of the criminal justice system receive the help they require to prevent re-involvement.

6. That pre-adolescent children (under age 12) not diverted out of the system by the police at the point of first contact, continue to be referred to the appropriate children's aid society or regional office of the Department of Health and Social Development, for service under the Child Welfare Act, with provision that the child be referred to an intake worker for precourt screening should circumstances indicate for the need for juvenile court involvement.

7. That the practice of assessing and diverting out of the system those juveniles not initially screened out by the police be maintained and continued by intake caseworkers in consultation with crown attorneys and in accord with the provisions of the Corrections Act (Manitoba).
-

8. That closer harmony be fostered in the work of police, corrections staff and crown attorneys at all stages of the correctional process, and that each contribute to the staff training program of the others.
-

In that all possible assistance be provided to individuals involved in the law enforcement and judicial processes to ensure appropriate disposition and treatment, the Government of Manitoba plans:

9. To increase the number of workers in the recently established group of "court communicators", whose functions include the alleviation of communications problems arising from language, social or cultural barriers between the accused person and the functionaries of the justice system, and the presentation of information on behalf of the accused which might prevent the laying of a charge, or ensure a more appropriate disposition.
-

10. That the services of intake caseworkers be readily available to assist the alleged offender, by assembling pertinent information to aid in dispositional decisions by police and crown attorneys, and by arranging for the contribution of other helping agencies where appropriate.
-

2. Corrections Intake Phase

Refer to pages
42 - 49 and
Appendices A & B

In that proposals have been put forward which would set the upper juvenile age level at 17 with provision for its elevation to age 18 in any province:

11. The Government of Manitoba will take the necessary steps to retain the upper age level at 18 in this province.
-

In that it is desirable that anti-social acts by juveniles be dealt with by the formal justice system only if they constitute a serious threat to society:

12. The Government of Manitoba will initiate an immediate review of provincial legislation, with a view to distinguishing between those acts by adolescents which should be dealt with as offences and those which can be better dealt with under child protection legislation.
-

Inasmuch as detention of an alleged offender seriously infringes upon his liberty, and may be detrimental to a rehabilitative effort directed toward reintegration:

13. The Government of Manitoba will seek to ensure that appropriate guidelines continue to be provided to police, corrections workers and detention officials, with respect to the need to detain juveniles.
-

14. The Government of Manitoba intends that its correctional services continue the practice of notifying the parents or family of a detained adult immediately, and, where indicated, making available to him the assistance of a "court communicator" and/or corrections intake worker to obtain information or to make contact with family, friends or employer which might permit the release of the accused person.
-

15. The Government of Manitoba will continue to delegate authority, under the terms of the Corrections Act, to a detention superintendent, probation worker or family court judge, to immediately release a child into the custody of his parents or guardian if circumstances indicate that this can be safely done, but, wherever practicable, it is intended that this function be carried by intake staff with access to the central registry and to colleagues who may have knowledge of the case.

16. The Government of Manitoba will, through its corrections services, provide for the release from detention of accused persons under the supervision of a probation staff member or other suitable adult where the person would, without supervision, be detained.

17. The Government of Manitoba will make free legal counsel available to those accused persons requiring this assistance, as soon after arrest and detention as is realistically achievable. The assistance will be discreetly provided, so as to eliminate or reduce possible discomfiture to the individual in need of this service.

18. The Government of Manitoba will take necessary steps to allow all detainees to maintain social contacts, by providing full opportunity for visits from friends, relatives and legal counsel, and by the provision of extra services and/or resources to facilitate visits to the alleged offender.

Inasmuch as a detention period represents an opportunity for rehabilitative programming:

19. The Government of Manitoba intends that the new Youth Centre be adequately staffed so as to effectively provide constructive, meaningful program for juvenile detainees in keeping with the highest standards.

20. The Government of Manitoba intends that detention programs for adults be expanded and further developed, in order that detainees, who, because of their legal status, are not under compulsion to participate in program, have every opportunity and encouragement to be involved in meaningful program.

21. The Government of Manitoba intends to establish detention units and foster homes, for short-term detention of both adults and juveniles, at strategic centres throughout the province, in conjunction with the facilities outlined below (see E.2. Physical Facilities).

22. It is the intention of the Government of Manitoba that alleged juvenile offenders who require longer periods of detention be transferred to the new Youth Centre upon its completion.

23. Furthermore, it is the intention of the Government that alleged adult offenders who will be detained for longer periods of time, and whose assessment or treatment needs cannot be met in detention units near their own communities, be transferred to an institution providing appropriate services.

24. The Government of Manitoba intends to establish shelter facilities, apart from detention units, for wards of government except for older, unmanageable children, and for children apprehended under the Child Welfare Act.

Inasmuch as the judicial disposition process should occur on the basis of an adequate knowledge of the background of the offender:

25. The Government of Manitoba will endeavour to ensure that a prime goal of the corrections intake operation be the provision of a pre-sentence report on all offenders.

3. Corrections Treatment Phase

A. Probation Supervision

In that probation supervision, supported by additional programs and facilities where required, is a technique appropriate to the rehabilitative and control needs of most offenders, the Government of Manitoba intends to ensure:

26. That probation services throughout the province be staffed in accordance with the standards delineated in Part II and
27. That uniform procedures, practices and program direction relative to probation services, be applied throughout the province, and
28. That the foster and group-home programs for juveniles be extended, and
29. That a hostel program for adult probationers be developed (see Statement 58 below), and
30. That live-in accommodation be provided to support probationers, parolees and ex-offenders during periods of crises (see Statements 58 and 59 below) and

Refer to pages
49 - 54 and
Appendix A

31. That residential, short-term, intensive treatment be provided, where needed, as the beginning step in a probation treatment plan, and

32. That group, activity-focused attendance centres be established (see Statements 58 and 59 below).

In that crime and delinquency are complex social problems, and inasmuch as comprehensive assessment of the offender is vital both in the sentencing process and in the planning of a rehabilitative program:

33. The Government of Manitoba will make the services of a well-qualified probation staff available throughout the province so as to make possible the attainment of the standard of service outlined in Part II.

34. The Government of Manitoba will endeavour to have social, psychiatric and psychological services strengthened and made available to courts, correctional agencies, and offenders at every point of significant decision.

35. The Government of Manitoba will ensure that all offenders are appropriately classified for purposes of differential treatment planning and assignment to program.

In that the characteristics and backgrounds of offenders dictate a necessity for program and resources that vary in degree of flexibility and diversity, the Government of Manitoba will endeavour to ensure:

36. That probation staff and probationers are matched for purposes of case assignment and treatment with regard to compatibility of the probation officer's "style" of working with the significant personal characteristics of the probationer, and

37. That probation caseloads be differentiated in terms of size, nature and intensity of contact, in accordance with standards enunciated in Part II.
-

In that probation caseloads should include only those persons against whom sanctions are justified:

38. The Government of Manitoba will endeavour to ensure that, except in remote areas where it is impracticable to do so, specially selected persons trained in the judicious application of sanctions and the constructive use of authority, exclusively carry the probation officer role, calling upon the assistance of practitioners from other helping professions and volunteers when necessary.
-

Inasmuch as corrections should be viewed as an inter-related sequence of rehabilitative activities requiring close coordination, and inasmuch as the separation of institutions and community-based programs should be less categorical:

39. The Government of Manitoba will view probation supervision, institutional supervision, parole supervision and aftercare as aspects of a continuous treatment plan, with flexibility in care management dependent upon treatment considerations.
-

B. Institutional Supervision

In that those children committed to "industrial schools" under the Juvenile Delinquents Act (Canada) represent the most damaged and difficult cases, and in that present facilities and programs are inadequate to provide for the needs of all juvenile offenders committed to "industrial schools":

40. It is the intent of the Government of Manitoba to make programs and facilities available for those juveniles who, because of severe internal conflicts or serious acting-out behaviour, must begin treatment in a physically secure environment.
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41. The Government of Manitoba will further develop the differential treatment approach in the two existing rehabilitation centres, with greater attention to "therapy" aspects of program.
-

42. It is the intent of the Government of Manitoba to raise the level of staff qualifications and salaries in these centres.
-

43. The Government of Manitoba will continue negotiations with the Federal Government to cost-share in the operation of these centres.
-

In that the rehabilitative efforts of adult corrections are directed toward reintegration of the offender into the community, and inasmuch as institutional isolation is not an appropriate step toward this goal:

44. The Government of Manitoba intends to introduce legislation to amend Section 33(2) of the Corrections Act to permit institutional residents leaves-of-absence from the facility for humanitarian and rehabilitative purposes, in addition to the other reasons given.
-

45. The Government of Manitoba will strive to ensure that visiting opportunities, conceived as part of the treatment process, be carried out in as unrestrictive and private an atmosphere as possible, whether within the institution or outside in the community.
-

In that, as an aspect of the rehabilitation of the offender, all residents of correctional institutions should have access to a full range of medical services:

Refer to pages
55 - 60 and
Appendices B & C

46. It is the intent of the Government of Manitoba to extend forensic mental health services to provide more adequate treatment on an in-patient and out-patient basis.

47. The Government of Manitoba will strive to make available to institutional residents that level of medical, psychiatric, prosthetic and dental care enjoyed by citizens in the community.

In that offenders should have their civil liberties curtailed to the least possible degree:

48. The Government of Manitoba intends to amend the existing legislation as required, to provide voting privileges to these adult Manitoba citizens.

In that the removal of unnecessary authoritative barriers between staff and residents contributes to a therapeutic climate, and in that rehabilitative efforts are enhanced by a spirit of cooperation and harmony between staff and residents, the Government of Manitoba will strive to ensure:

49. That the historical emphasis on para-militaristic traditions, particularly with respect to uniforms for staff and residents, be eliminated within correctional institutions. Accordingly, residents will be encouraged to wear their own clothing and allowed to retain and use their personal effects, and staff will, to the degree appropriate, wear clothing of a non-military nature.

50. That residents are given opportunity to make a contribution to decision-making in the institution by participation, through elected representatives, on a residents committee which advises the administration on institutional affairs.

51. That resident committees, under suitable guidance, discuss and make recommendations to the administration concerning appropriate sanction and remedial measures in response to infractions of institutional regulations.

52. That incidences of misbehaviour which constitute a serious breach of the law, be referred to the Department of the Attorney-General.

C. Parole Supervision

In that reintegration is effectively enhanced by providing opportunity for leave-of-absence from the institution:

53. The Government of Manitoba will endeavour to ensure that all legislative provisions for leaves-of-absence from institutions including parole supervision be employed to the fullest extent.

54. The Government of Manitoba will undertake to have necessary action implemented to bring parole decisions within the ambit of the provincial corrections systems, as are all other aspects of rehabilitation of the offender.

4. Corrections Aftercare Phase

In that the rehabilitation sequence is incomplete without the opportunity for offenders to receive assistance in the continuation of the reintegrative process after formal sentence has been completed:

55. The Government of Manitoba will ensure that in the development of rehabilitative programs in the corrections system, provision is made for the staff, facilities and activities necessary to allow a full program of aftercare to all offenders who move through the sequence.

Refer to
pages 61 - 62

Refer to
pages 62 - 64

5. Resources for Effective Program

A. Physical Facilities

Refer to pages
64 - 69 and
Appendices B & C

In that it is recognized that a small number of offenders require greater external control than others, and in that there is need for a central, specialized institution for adults, it is the intent of the Government of Manitoba:

56. That a unit at Headingley Correctional Institution be designated and used as the "maximum security" facility for adults throughout the province who require this degree of control, and

57. That additions and renovations be undertaken at Headingley to provide the reception, assessment, segregation and treatment facilities required for its transformation to a central, specialized institution.

In that reintegration can best be accomplished by undertaking correctional activities within the community infrastructure:

58. The Government of Manitoba will establish a number of small, open residences, accommodating between 10 and 25 people, throughout the province, as need is demonstrated, to serve a variety of functions described in Part II.

In that the correctional institutions at Brandon and The Pas are in need of immediate replacement, and in that there is need for medium-sized, multi-purpose facilities as delineated in Part II:

59. The Government of Manitoba intends to give early consideration to the establishment of new, multi-faceted facilities at these locations.

In that statistics indicate a decreasing number of women are being sentenced to correctional institutions, and inasmuch as those sentenced are primarily from the Winnipeg area:

CONTINUED

1 OF 2

60. It is the intention of the Government of Manitoba that the Centre for women at Portage la Prairie be replaced by one in Winnipeg, and that small units, in conjunction with other proposed facilities, be established in appropriate locales for those women sentenced to institutional supervision outside the Winnipeg area.
-

In that persons (i) awaiting court appearance, (ii) awaiting adjudication and/or disposition following court appearance, and (iii) sentenced by the Court, ought to be held independently because of differing needs and characteristics:

61. The Government of Manitoba will ensure that separate facilities, or at least sharply differentiated areas within the same building, be established for each of these categories under the jurisdiction of the correctional system.
-

In that the need for longer-term care of juveniles with control problems can be met by a centralized, co-educational facility:

62. The Government of Manitoba will consider the possibility of upgrading and enlarging the Manitoba Home for Girls to fulfil this function.
-

B. Staff Development

In that effective correctional personnel are the essential ingredient of rehabilitative programs, The Government of Manitoba will take steps to ensure:

63. That all aspects of the correctional process, including intake, detention, probation supervision, institutional supervision, parole supervision and aftercare, are staffed at generally acceptable levels as delineated in Part II of this paper.
-

Refer to pages
70 - 73 and
Appendices B & C

64. That immediate action is taken to provide an opportunity for enhancement of the general level of training among correctional personnel, beyond that accomplished by the present in-service program, through an extension and enrichment of the required training course as outlined in Part II.

65. That a program of periodic review of staff performance is immediately instituted as the basis for continued upgrading and effective utilization of correctional personnel.

66. That correctional services undertake an active program of employing and training ex-offenders and persons of Indian and Metis ancestry as correctional personnel. Additionally, the Government of Manitoba will give serious consideration to extending this policy by requiring that a stated proportion of positions throughout the public service be available on a preferred basis to former offenders.

C. Community Involvement

In that the community must share responsibility for the existence of crime and delinquency and, therefore, for prevention and rehabilitation, and inasmuch as the "community-based" corrections strategy requires public awareness, concern and involvement:

67. The Government of Manitoba intends to promote the establishment of community "help-and-action" committees to perform public education and community action functions to correct situations which contribute to delinquency, to develop resources to meet unmet need, to represent the public interest relative to the operation of the court and the services on which it relies and, when called upon by corrections staff, to offer assistance in individual cases.

68. The Government of Manitoba will extend the probation volunteer program to juveniles and adults throughout the province, and will strive to ensure the further development of volunteer contributions to the enrichment of institutional programs.

69. It is the intent of the Government of Manitoba to initiate an educational program, in cooperation with other pertinent agencies, to serve a preventative role and to foster public concern through the many available techniques and media, as outlined in Part II.

70. The Government of Manitoba will endeavour to ensure that evaluation and policy discussion conferences relative to the corrections system are held twice yearly and involve institutional residents, former offenders, senior governmental personnel, and representative citizens, as described in Part II.

D. FINANCIAL IMPLICATIONS OF THE STATED PLANS

The main component of the cost of corrections has typically been the capital and operating costs associated with institutional care of offenders. This fact is compatible with the orientation toward removing offenders from the mainstream of society that has prevailed up to, and to some degree, into, the present. The large, secure "prison", with all the accoutrements of a self-contained institution, represents a very expensive form of care. On the other hand, the community-oriented "people-intensive" services emphasized in this paper entail a more modest demand upon the public purse. Probation services, for example, are constituted primarily of salary costs, with relatively small capital or operating cost requirements. It is with programs of this nature, where "people change people", that the future of corrections lies. There exists a need to direct more resources to this type of programming in order that its full potential be realized.

Traditional
institutions
are expensive

Community
programs are
less costly

Present institutions are inadequate

It remains true, however, that community programs require physical bases and that certain groups of offenders need detention and incarceration involving facilities of an "institutional" nature. It is equally true that most of the physical facilities of the present correctional system are entirely unsuitable as bases for a new approach to corrections. This situation requires to be changed in order that "community corrections" might become more than a catchword.

Initial investments are substantial

The cost of making the planned physical changes and adding the personnel required for effective community programs is not prohibitive — but it is substantial. In this area, as in other fields of social enterprise, it is necessary to make substantial initial investments in order to minimize the required future input. The long-term control of hospital care costs is, for example, dependent upon channeling large resource inputs into alternative forms of care. Similarly, heavy application of capital and operating funds must be made initially to community programs, personnel, and their physical bases, in order to reduce the amounts required for correctional programs over the long run.

To place the discussion of financial implications in perspective, the following table delineates the cost of corrections in Manitoba over the present and three past fiscal years:

TABLE A
COST OF CORRECTIONAL PROGRAMS IN MANITOBA,
BY PROGRAM DIVISIONS,
1968/69 — 1971/72 (in 000's)

| | 1971/72* | 1970/71 | 1969/70 | 1968/69 |
|--|----------|---------|---------|---------|
| Adult Corrections ^x | 3,038.2 | 2,712.8 | 2,603.1 | 2,252.7 |
| Juvenile Corrections ^x | 1,140.9 | 1,018.2 | 927.7 | 683.9 |
| Juvenile & Adult Probations — Metro | 778.4 | 577.9 | 583.5 | 842.3 |
| Juvenile & Adult Probations — non-Metro ⁺ | 225.0 | 200.0 | 175.0 | 150.0 |
| | 5,182.5 | 4,508.9 | 4,289.3 | 3,928.9 |

^x The costs given do not include the non-salary costs of operating two institutional farms.

* Budgeted cost.

⁺ Because these costs are included as part of the operating costs of the Community Operations Division, the amounts quoted are estimates only.

The task of attaching financial indications to the plans stated in this paper is, of course, an exercise in juggling a number of short and long-term variables.

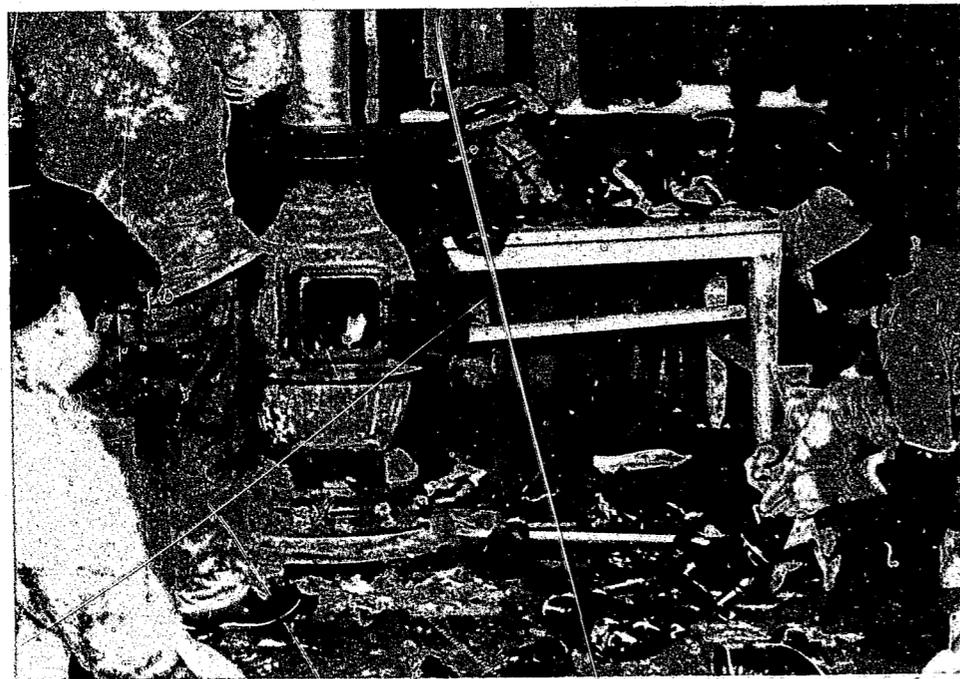
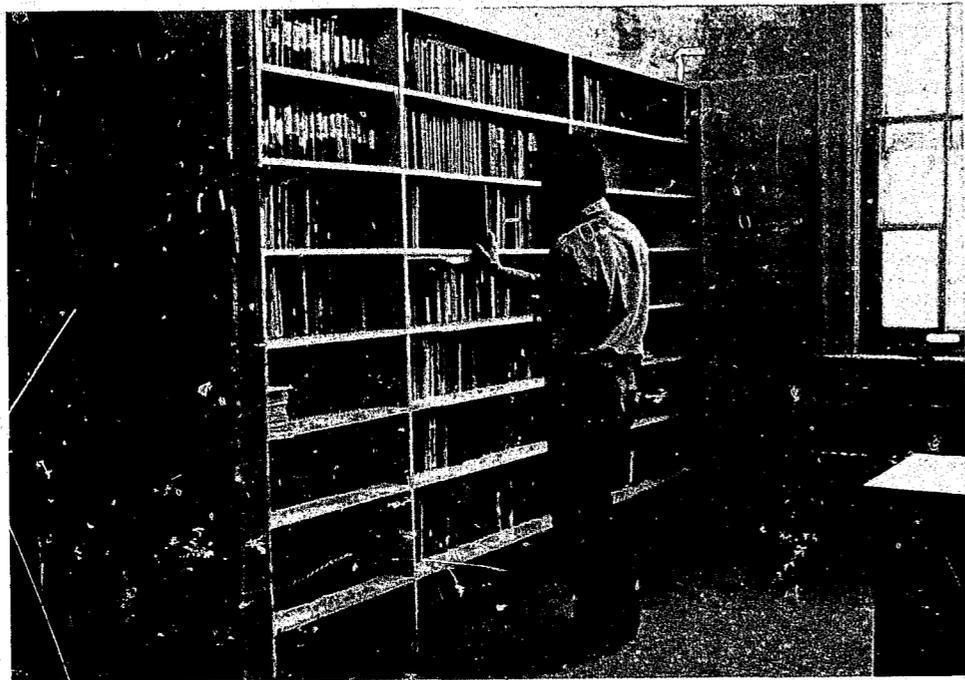
Capital fund requirements over the next five years are as follows:

| | |
|--|-----|
| Renovations and upgrading of Headingley Correctional Institution (see Statement 57) | 1.5 |
| Replace Brandon Correctional Institution with multi-purpose facility (see Statement 59) | 1.5 |
| Replace The Pas Correctional Institution with multi-purpose facility and three community residences in Northern Manitoba (see Statement 58 and 59) | 2.5 |
| Locate three community residences in the southern part of the Province (see Statement 58) | 1.0 |
| Replace Correctional Centre for Women with a women's unit in Winnipeg (see Statement 60) | 1.0 |
| To modify functions and capacity of Home for Girls to become the co-educational rehabilitation centre to serve the entire Province (see Statement 62) | .5 |
| Total capital outlay required to implement program | 8.0 |
| Available at present through legislative authorization for capital funds | 5.5 |
| Additional authorization required | 2.5 |

Estimates indicate that the number of additional staff required over the next five years will be approximately 18-20 per year, as follows:

| | |
|--|----|
| Adult Corrections (see Statement 63) | 25 |
| Juvenile Corrections (see Statement 63) | 25 |
| Probation Services (see Statement 63) | 40 |
| | 90 |

The additional staff requirement will necessitate an extra outlay of operating funds in the amount of approximately \$120,000 per year.



APPENDICES

APPENDIX A

PROBATION SERVICES

1. Historical Development

Probation in Manitoba had its beginning with the appointment in 1919 of a probation officer to serve the Winnipeg Juvenile Court, which had been established ten years earlier. In 1947 the first probation officer outside the city of Winnipeg took up his duties at Brandon, and elsewhere in the Province the Welfare Department assumed juvenile probation functions. Adult probation services were first introduced in 1957 with the appointment of a probation officer to serve the Winnipeg City Magistrate's Courts, and over the next seven years probation services to both juveniles and adults were extended throughout the province. In 1962 all probation services were integrated under the supervision and direction of a Chief Probation Officer. In 1963 a foster home program for delinquent children was introduced, which, along with extension of probation services, contributed in the five years to follow to a 33% reduction in training school committals and a 42.3% drop in training school population. In 1968, probation services, along with other correctional services, were transferred from the Attorney-General's Department to the newly amalgamated Departments of Health and Welfare, later to be known as the Department of Health and Social Development. In keeping with the organizational plan to decentralize and integrate services, the probation services outside Metropolitan Winnipeg were administratively assigned to regional social services offices.

2. Corrections Act of 1966

A significant step in the development and consolidation of the services for juvenile and adult offenders was the passing of the Corrections Act in 1966. It spelled out procedures for the screening of delinquency referrals by probation officers in consultation with crown attorneys, and for the non-judicial disposition of cases where, in the words of the Act, "neither the interests of the child or those of the public will be served by the laying of an information." It set guidelines to be followed by the police with respect to the detention of children and it provided for an immediate review and release of children detained. It spelled out a procedure for the review of the cases of all children committed to training school to ensure that the child's needs had been thoroughly assessed and the most appropriate available treatment plan implemented, including such alternatives as foster home, group home, or child care institutional placement. It provided for the appointment of volunteer probation officers. Shortly thereafter the juvenile probation services in Winnipeg began experimenting with the use of volunteers in probation, leading to the appointment of a volunteer coordinator in 1970 to consolidate and further develop the program. In 1970 provisions in the Corrections Act relative to training school committals were transferred into the Child Welfare Act, in an attempt to obtain cost sharing under the Canada Assistance Plan.

3. Juvenile Probation

The juvenile probation program has been characterized by a close coordination of services beginning at the conclusion of the police investigation and carrying through to the removal of all court-ordered sanctions. Included are the screening of police referrals of non-detained juveniles alleged to have committed delinquent acts, detention screening of the newly detained, appearance in court to represent the child's interests, assessment of the child's needs and the drafting of a treatment plan for the court's consideration, supervision of the child on probation in his own home or placement in foster home, group home, or child care institution, compulsory attendance of special group programs, use of volunteers, short-term community release and follow-up during child's stay in training school with after-care supervision to follow. The probation officer has served as the link in the treatment chain from first to last contact.

In recognition of the need to better differentiate the treatment needs of delinquent children and youth and to take full advantage of the natural inclinations of probation officers to work more effectively with particular types of offenders, the Interpersonal Maturity Level Classification-Treatment system was introduced to serve as the basis for case assignment and for differentiation in caseload size and to provide more specific treatment strategies as appropriate to each classification.

Adult Probation

The adult probation program differs somewhat from the juvenile program in that adult offenders normally become involved only after a plea or finding of guilt. Service usually begins with the preparation of a presentence report as an aid to the court in imposing sentence. However, with the appointment of a liaison probation officer at the City Magistrate's Court, there has been some involvement at the prehearing level. Parole enquiries and parole supervision are also carried out on delegation from the National Parole Board. With amendments to the Criminal Code in 1969 whereby virtually all restrictions (except where minimum penalty is prescribed by law) on the granting of probation have been eliminated, there has been a dramatic increase in demands on the probation service, resulting in a 60% increase in requests for presentence reports and in an equivalent increase in offenders being placed under probation supervision. There has also been an increase in probation following imprisonment. Because of this sudden workload increase without corresponding increase in staff, services have had to be curtailed in certain areas. Staffing in both the juvenile and adult fields has not kept pace with the expansion and enrichment of the probation program. To the end of 1970, excluding administrative staff, sixteen probation officers were engaged in juvenile probation work and eight in adult probation in Metropolitan Winnipeg, and seventeen officers served adult and juvenile probationers outside Winnipeg. Workloads carried are roughly double recognized standards.

Juvenile probation services are now functioning closely with the Juvenile Reception Centre and the rehabilitation centres (training schools), which are integral parts of the juvenile corrections spectrum.

APPENDIX B

INSTITUTIONS FOR JUVENILES

There are three institutions in Manitoba operated exclusively for children in conflict with the law. These are the Provincial Juvenile Reception Centre, the Manitoba Home for Boys and the Manitoba Home for Girls. Additionally, five group homes and numerous foster homes are in use, and private child-caring institutions are available on a selective basis.

1. Juvenile Reception Centre

The Provincial Juvenile Reception Centre, located in Winnipeg at 221 Memorial Boulevard (popularly known as Vaughan Street), dates back to 1931. It is to be replaced by the Manitoba Youth Centre now under construction.

Prior to 1931, a detention home for juveniles (boys and girls) was located at Portage Avenue and Sherbrook Street. This facility was completely separated from any adult institution, and also housed the Juvenile Court and probation officers. This old building has since been demolished.

In 1931 there was considerable reorganization in the department. The Provincial Gaol was established at Headingley, and "Vaughan Street" (which had previously been the gaol) became an adult remand and detention centre. At this time responsibility for detention of juveniles was separated: boys were now taken to "Vaughan Street" and kept in rather makeshift quarters, which involved a certain amount of mixing with adult prisoners; girls were now taken to basement quarters in the old Manitoba Home for Girls building at 1650 Main Street.

Subsequently, the West Wing of the "Vaughan Street" building was allocated to juvenile boys detention. At that time there was no special staff or program for the boys, but the new quarters did provide physical separation from the adult prisoners.

In 1958, coincidental with the move of the Manitoba Home for Girls to Selkirk, the girls' detention quarters were moved to the basement in another part of the Vaughan Street building, thus bringing the boys' and girls' detention quarters into close proximity, although they were not coordinated at that time. The girls' section operated as an independent unit; the boys' section continued under the direction of the adult detention superintendent.

In 1962 the responsibility for the detention of juveniles (boys and girls) was assumed by the Chief Juvenile Probation Officer. Although there was no geographical move at this point, a number of steps were taken to improve the type of care for juveniles in custody. Through separation from the Adult Detention, it was possible to run the facility on a slightly different

philosophical basis, more in keeping with the attitudes of the Juvenile Court and the probation service towards care and custody of juveniles. At this point an Assistant Superintendent/Counsellor was appointed to give on-the-spot assistance in the daily problems of juveniles, and "guard-officers" were selected and assigned to work exclusively as supervisors in the boys' section. The separation from Adult Side was then virtually complete, except that meals continued to be provided by Adult Detention.

In September 1963 the 10 bed capacity in the boys' section was doubled by installing bunk beds instead of single beds, to deal with increasing daily population. Due, however, to the population increase over the years, particularly in the juvenile age bracket, even 20 beds were not adequate, and it was not unusual, especially on week-ends to have nearly as many youngsters sleeping on mattresses on the floor as in beds. This led in 1964 to a decision by the Government to build a new detention-family court complex. Architects were appointed and drawings prepared, but, because of other pressing needs, plans for a new building were deferred. With the transfer of the Family Court and probation offices to Fort Osborne, the juvenile detention quarters were, as a temporary measure, extended into the area vacated by the Family Court. As a result, the bed capacity was raised to 62 for boys and 12 for girls. A small gymnasium, class-room, chapel, and craft rooms were added and outdoor recreation area enlarged.

In late 1969 the government announced its decision to replace the Reception Centre, and planning got underway which led to the awarding of the building contract for the construction of the Manitoba Youth Centre at Kenaston Street and Tuxedo Boulevard in July 1971.

To relieve the growing overcrowding problem at the Reception Centre, arrangements were made in May 1971 to accommodate at the Manitoba Home for Girls those girls who would normally have been detained at the Reception Centre. The girls thus detained at the Home for Girls are separated from those who have been committed to the institution for delinquent acts or (wards) for unmanageable conduct. So, too, are the alleged delinquent girls separated from those admitted for shelter under the Child Welfare Act.

The Reception Centre now receives boys only, brought to detention for delinquent acts to await court hearing and disposition, and/or clinical assessment. Since the Reception Centre is defined under the Child Welfare Act as a shelter, older difficult-to-manage boys, many of them wards, may also be admitted. Program consists of physical care, individual and group counselling, craft and physical recreational activities, and limited classroom instruction. Observations by staff are passed along to the probation officer concerned, for assessment and planning purposes, and for the assistance of the Court in arriving at disposition.

A small "community treatment" unit, housing up to eleven boys, operates from a separate wing of the Reception Centre. Boys placed in the program as a condition of probation are, when ready, permitted to go out to school or to work, returning at night.

Small overnight holding units are located in the Court House at Brandon, the Dauphin Correctional Institution and The Pas Correctional Institution. Children requiring detention beyond a three day period are normally brought into Winnipeg from the holding units.

2. Manitoba Youth Centre

The proposed Manitoba Youth Centre, which is expected to be completed early in 1973, is intended to serve the following purposes:

- accommodate those children requiring secure custody while awaiting court appearance and/or disposition.
- serve as the focal point for community based programs. It is sufficiently flexible in design not only to accommodate existing programs, but also to allow the implementation of new ideas.
- house the Children's Forensic Clinic and Interpersonal Maturity Level Classification Unit, which would provide, on an out-patient basis or to children in detention, psychiatric, psychological and classification services to assist the Court, or for treatment planning where the child is already under supervision.
- receive all children committed to rehabilitation centres by the juvenile courts throughout the province. It would classify for the rehabilitation centres and carry out whatever further assessment might be indicated in each case, and recommend alternative treatment plans, should the assessments so suggest.
- serve as an attendance centre.
- provide for intensive, short-term treatment (up to four months) and a back-up for community placements.

3. Manitoba Home for Boys

The Manitoba Home for Boys, located at Portage la Prairie, is situated on the site of a multi-functional provincial institution that existed at the turn of the century. At least one building (the school) is still in use. It was erected in 1899 along with a large institutional building which was destroyed by fire in 1945.

The institution housed elderly men, mental retardates, children in need of shelter, and some delinquent juveniles. The resident count varied from 63 to 146. In time, the elderly and the mentally retarded were moved out and the institution ceased to be used as a children's shelter.

In 1931 the existing administration building and cottages "B" and "C" were built on the Borstal model. In 1939 the institution was acquired by the Army and on two weeks' notice the resident juveniles were moved to a bush camp at Rennie, and from there to temporary buildings at Carman built for the purpose. During the Army's tenure, a drill hall and several small temporary buildings were erected, and in 1945 the original institutional building burned to the ground.

In 1948 the Army moved out and the institution was again turned over for use for delinquent boys. Two additional cottages were built — "A" in 1953 and "D" in 1957. Despite an increase in capacity to 100, it was felt necessary to open a work camp at Carberry in 1965 to handle the overload. However, with the expansion of probation services throughout the province, admissions began to decline sharply and the camp was transferred to the adult correctional program some two years later without having been used to capacity. Around the same time detention cells were installed in the basement of the school building, in an unsuccessful attempt to manage a growing number of difficult-to-control juveniles.

In 1967 the drill hall was destroyed by fire. The loss of this building resulted in severely limited indoor recreational space.

In 1970, the institutional farm, which had ceased to play a significant role in the institutional program, was phased out, and increasing emphasis was placed on re-educative and therapeutic treatment approaches. A differential treatment model was adopted, and residents were classified in accord with the Interpersonal Maturity Level Classification-Treatment system, and grouped accordingly in the four open cottages. Professional staff were added and placed in overall charge of each cottage treatment team and program, and all staff were involved in an in-service training program. A summer-time "outward bound" experience at St. George's Island on Lake Winnipeg was introduced in 1969.

Extensive renovations to the physical plant were completed at the end of 1971, resulting in a move from open dormitories to semi-private sleeping cubicles and an overall improvement in all living space — floors were carpeted, walls redecorated, furniture replaced or re-upholstered. Indoor recreational space continued to be at a premium. A small swimming pool and auditorium in the school building are taxed to capacity.

In May 1971, a secure unit was established in a wing (separate from adult female residents) of the Women's Correctional Institution at Portage la Prairie, in a further attempt to contain a small core of difficult-to-manage older juveniles (mainly 16 and 17 year-olds) who, over the years, have consistently interfered with treatment efforts undertaken on behalf of all residents. The operant conditioning treatment approach used in this unit has shown promising results.

The Home for Boys offers a full range of academic subjects and grades, using a "programmed package" approach and allowing each resident to progress at his own rate. Vocational upgrading, vocational orientation and work training are offered, along with individual and group counselling within a therapeutic milieu.

4. Manitoba Home for Girls

The history of the Manitoba Home for Girls reaches back to around the turn of the century, when the first facility was established on Ethelbert Street near the site of the old Grace Hospital. From there the facility was moved into the Juvenile Court building when it was established on the corner of Portage and Sherbrook.

In January 1931, the Home was moved to 1650 Main Street to a building called, interestingly, "The Home of the Friendless." Originally, this facility had two sections, one serving as the training school and the other as both the juvenile detention home for girls and a women's gaol. Around 1936 the two aspects of this facility were combined under one superintendent, and the women were moved to a separate facility.

From 1931 to 1958 the Home remained at 1650 Main Street and during this period had four superintendents. In April 1958, under a cloud of discontent and neglect, the Home was forced to vacate the 1650 Main Street facility and set up temporary facilities in the vacant Dynevor Hospital (previously a T.B. sanatorium now part of the St. John's Cathedral Boys' School) near Selkirk, Manitoba. In October 1958, the detention aspect of the program was transferred to 221 Memorial Boulevard.

Shortly after the move to Selkirk, planning began for the erection of the present facility at 290 Drury Avenue, just off North Main Street in greater Winnipeg. Sod turning took place April 27, 1959. The new facility was completed in 1960 and was officially opened in June of that year.

Until the passing of amendments to the Child Welfare Act in 1970, Marymount School, operated by the Order of the Good Shepherd, was also designated as a "training school." In practice, girls of the Roman Catholic faith committed to training school by family courts throughout the province were received by Marymount School. This institution now operates as a child care institution.

The Home for Girls has a total staff of about 30 and a bed capacity of approximately 45. It is of modern construction, consisting of three dormitory wings, each housing up to 15 girls, located off a corridor leading to the office and program areas. The institution also contains a small admissions area and three secure rooms. Greater attention has been given to security than at the Home for Boys. Dormitory windows are screened, a small out-door play area is fenced, and the institution itself is self-contained. The dormitory units consist of single sleeping rooms and four bed dormitories, lounge and recreation areas. All cottages share certain common facilities, such as classrooms, recreational rooms, gymnasium, kitchen-dining-room, etc.

The Home for Girls uses a differential treatment model. Girls are classified and grouped according to the Interpersonal Maturity Level Classification-Treatment system, and staff are assigned to a particular group or cottage in accord with their natural inclinations toward a particular group.

Program consists of academic classes up to Grade XII, some vocational orientation, and individual and group counselling within a therapeutic milieu.

With the extension of probation services throughout the province, and changing community attitudes toward the self-destructive behavior of delinquent girls, the population at the Home for Girls and Marymound School dropped dramatically, to the point where Marymound School ceased (in 1970) to be designated as a "training school" and the population at the Home for Girls dropped to less than 15 — the capacity of one cottage. To better utilize this facility and reduce overcrowding at the Reception Centre until the new Youth Centre is completed, alleged delinquent girls and older girls requiring temporary shelter were (in June 1971) transferred to the Home for Girls. They are detained in separate units, one from the other and from committed girls. When the Youth Centre is completed, and the alleged delinquent and Child Welfare Act girls transferred to it, the function of the Home for Girls will in all likelihood be modified.

APPENDIX C

INSTITUTIONS FOR ADULTS

1. Historical Development

The first tangible attempt to improve Adult Corrections in Manitoba took place on April 1, 1957 when a Director of Corrections was appointed. Even then there was little money or resources available for an ongoing program.

In 1962 a Classification Officer was appointed at Headingley, and in 1963 two Provincial Chaplains, one Roman Catholic, the other Protestant, were appointed, with the majority of their efforts being directed toward the Headingley Correctional Institution.

In 1966 two educational specialists were appointed to provide Staff Training to all Correctional Officers throughout the Province. In January 1971, fifteen new staff, a mixture of professional and semi-professionals, were appointed to intensify the treatment program primarily at Headingley, but with some input being provided into the smaller institutions. Now, for the first time, a serious effort is being made to convert the adult correctional institutions from primarily custodial prisons to rehabilitative centres.

2. Physical Facilities

As far as the physical plant is concerned, all the adult correctional institutions in Manitoba vary from fairly adequate to totally inadequate. There are, altogether, six institutions and four rehabilitation camps scattered throughout the Province.

Headingley. The Headingley Correctional Institution, situated fourteen miles west of Winnipeg on Highway No. 1 at Headingley, built in 1930, has the best facilities of all the institutions. With a certain amount of capital additions and improvements, it could become a workable complex. A gymnasium has recently been constructed, which will do a great deal to assist in the general program, but it will not solve the general lack of suitable administration and treatment space dictated by the new and improved service.

Headingley employs about 140 staff and can accommodate four hundred residents, although its practical capacity is 330. In 1971 Headingley had an average daily population of 355. The residents are either sentenced or awaiting the disposition of their hearing.

In addition to the central security building, there are two open cottages on the grounds. Administratively linked to Headingley are the rehabilitation camps at Bannock Point and Birds Hill.

Brandon. The second largest correctional institution in the Province is situated within the city limits of Brandon and employs approximately 19 staff. It has accommodation for about 110 residents, who may be sentenced, awaiting disposition, being held awaiting trial or temporarily detained under Bill 4 (The Intoxicated Person's Detention Act). During 1971 the average daily population was 76.

The present building, erected in 1884, is quite inadequate for the purposes it is supposed to serve and should be replaced at the earliest possible opportunity. There is no real opportunity to segregate residents, and those who are non-security risks are obliged to be housed in the same type of accommodation as those who are custodial problems, because there are no alternatives available. The Spruce Woods Rehabilitation Camp, which is administratively attached to Brandon, is situated eleven miles south of Carberry on Highway No. 258.

The Pas. The Correctional Institution at The Pas is situated within the town limits and employs approximately 20 staff. It provides accommodation for 28 men and 7 women residents. The average daily population in 1971 was 51. In addition to accommodating sentenced male and female prisoners, it also has a small holding unit for four juveniles; it is used for persons arrested and awaiting trial, as well as for those who are awaiting disposition of their cases; and it provides accommodation for persons being held under the Intoxicated Person's Detention Act. From September 1st to December 31st, 1970 a total of 827 persons were admitted under this Act.

The building was constructed in 1916 and is quite unsuitable for the multiplicity of uses placed upon it.

Administratively attached to the Institution is the Egg Lake Rehabilitation Camp situated forty-five miles North of The Pas on Highway No. 10.

Dauphin. The Correctional Institution at Dauphin is located within the centre of the town and employs approximately 15 staff. It was built in 1917 and has accommodation for 30 men and two women, and a separated small detention unit for juveniles. The average daily population in 1971 was 28. In addition to sentenced residents, it is utilized as a detention facility for both persons awaiting trial and those awaiting the disposition of their cases.

Although the structure is in reasonable repair at the moment, it has no room for an expanded program.

Portage la Prairie. The Correctional Centre for Women is located in the downtown area of Portage la Prairie and employs approximately 18 staff. It has accommodation for sixty women, and in 1971 the average daily population was 14. The building was constructed in 1906 and is, therefore, quite ancient in design. Although it is not totally inadequate, it is not in keeping with the modern concept of a female correctional institution.

Vaughan Street. The Detention Home on Vaughan Street was built in 1908 and is quite inadequate for the purposes it serves. It employs approximately 20 staff and has accommodation for 16 trustees who are permanent residents and six female day parolees. In 1970 a total of 7,847 detainees passed through this institution from the Courts.

The recently added Day Release Centre for Men located above the Power House adjacent to Vaughan Street, has room for eighteen residents, and from the day of its opening has been filled to capacity.

Bannock Point Rehabilitation Camp. The Camp at Bannock Point is located thirty miles east on the Whiteshell road from Seven Sisters and has accommodation for sixty residents and a staff of ten. Two of the staff members are specifically employed for counselling and recreation purposes.

The Camp is in a reasonably good condition and is ideally located for the work carried out jointly with the Department of Parks and Tourism.

Bird's Hill Rehabilitation Camp. The Camp situated close to Bird's Hill has accommodation for twenty-four residents and has a staff of six. The buildings are old and far from ideal for the purposes they have to serve, and the work projects supplied by the Department of Parks and Tourism are sporadic.

Spruce Woods Rehabilitation Camp. This camp, located approximately forty-three miles to the east and south of Brandon has accommodation for twenty-four residents and eight staff, two of whom are employed primarily for purposes of counselling and recreation.

The Camp is designated as a treatment facility for residents suffering from alcoholic problems, and the combined work and alcoholic treatment program is generally quite successful. The buildings are in good condition and the need for this type of a facility in the Province is well demonstrated.

Egg Lake Rehabilitation Camp. This Camp is located forty-five miles north of The Pas and has accommodation for approximately forty men and six staff. The buildings are in good condition and the type of work program provided is very much in line with the type of bush camp situation found generally in the north.

3. Legislation

In 1966 Manitoba passed its first Corrections Act which received considerable approval as a progressive piece of legislation. This Act was amended to its present form in 1970.

4. Staff Training

In 1964 a staff training officer was appointed at Headingley, to provide a course in custodial procedures for staff presently on strength and orientation for new staff joining the service. Institutions outside of Winnipeg sent their staff to Headingley to take the orientation program.

In 1966 two professional staff training specialists were appointed. From that time on all staff have received the correctional staff training program, which is spread over a period of two years. The training program is treatment-oriented, and provides about two hundred hours in all of classroom instruction. At the end of the two years, each graduate receives a Diploma in Corrections issued by the Department, and an additional qualification pay of \$30.00 a month. At the moment it is estimated that approximately ninety percent of correctional officers have successfully passed this course.

In addition to the two year course, additional seminars and training opportunities are provided for staff according to their specific needs and duties.

5. Treatment Program

With the employment of fifteen new staff for the purpose of providing classification, counselling and resident training, it has been possible to upgrade the treatment program considerably.

6. Day Parole

This program was initiated on a very limited basis in 1964, but has been stepped up considerably in the last eighteen months. It has proven to be successful, and has provided a meaningful treatment outlet for residents in all institutions throughout the Province.

APPENDIX D

THE LEGAL AND CONSTITUTIONAL FRAMEWORK OF CORRECTIONS

In order to discuss and propose changes in the correctional system, it is necessary to understand the jurisdictional framework within which corrections operates.

The structure of correctional services in Canada is determined to some extent by the British North America Act which divides jurisdiction in correctional matters between the federal and provincial governments. Section 91 of the B.N.A. Act gives to the Parliament of Canada exclusive legislative authority with respect to "the criminal law, except the constitution of courts of criminal jurisdiction but including the procedure in criminal matters." Section 92, on the other hand, gives to the provinces exclusive authority to legislate relative to "the administration of justice in the province, including the constitution, maintenance, and organization of provincial courts, both of civil and of criminal jurisdiction, and including procedure in civil matters in these courts".

Insofar as correctional institutions are concerned, the B.N.A. Act gives to the Parliament of Canada exclusive legislative authority over the establishment, maintenance and management of penitentiaries. The provinces are given similar jurisdiction with respect to "public and reformatory" prisons.

The effects of the B.N.A. Act on the correctional system can be summarized as follows:

1. All acts which constitute crimes are spelled out in the Criminal Code of Canada.
2. Law enforcement is primarily the responsibility of the provinces. The federal government, however, shares responsibility for enforcing the law with respect to offenses arising under statutes of parliament other than the Criminal Code; e.g., Narcotic Drug Act. The provinces in turn may delegate to municipalities responsibility for policing within their boundaries. Many smaller municipalities enter into agreements for the purchase of policing services from the federally-constituted Royal Canadian Mounted Police.
3. In criminal proceedings, the case for the crown is presented by a provincially or municipally appointed crown attorney. In Manitoba, crown attorneys are provincially appointed. In minor matters, the police in rural areas, in the absence of a crown attorney, frequently present the case for the crown.

4. Superior, county, magistrate's, juvenile and family courts are constituted under provincial law. However, the judges of the superior and county courts are appointed by the Government of Canada. Magistrate's, juvenile and family court judges and justices of the peace are appointed by the provinces.

Except where trial by judge or judge and jury is mandatory (e.g., murder, manslaughter, rape, treason, sedition, causing death by criminal negligence), magistrates may hear all criminal cases unless the accused person elects (with exceptions, election is permitted where offenses are indictable) to be tried by a judge, or a judge and jury. In actual fact, around 90% of all criminal cases are heard by magistrates.

Administration of magistrate's, juvenile and family courts may be assumed by a province or delegated to municipalities.

5. Probation officers are considered to be officers of the court and, as such, come under the jurisdiction of the provinces. Eligibility for probation (except for violation of provincial statutes), however, is determined by Parliament through the Criminal Code.
6. Parole, on the other hand, falls within the jurisdiction of Parliament in the field of criminal law. A form of parole is administered by the provinces of Ontario and British Columbia in conjunction with the determinate-indeterminate sentences used in these provinces. Provincial paroling authorities may also be set up in any province with respect to sentences served for violations of provincial statutes. Consideration has been given to delegating to the provinces paroling authority with respect to all offenders in provincial correctional institutions.
7. Parliament has legislated that persons sentenced to two years or more (or consecutive sentences totalling two years or more) will serve their sentences in a penitentiary, and those sentenced for lesser periods will serve their time in provincial correctional institutions. Exceptions are permitted under special circumstances; e.g., serious escape. By specific arrangement between the federal government and a province, penitentiaries may be made available to a province for other categories of offenders.
8. Institutions and services for juveniles fall within the jurisdiction of the provinces.
9. The dispositions available to the courts, and broad program outlines, are established by Parliament through the Criminal Code, the Juvenile Delinquents Act and the Prison and Reformatories Act. Except where a mandatory minimum sentence applies (for example, capital and

non-capital murder) adult courts have wide discretionary powers to impose a fine, probation with or without supervision, and whatever conditions or controls are indicated (including hostel placement), or commit the offender to a prison or penitentiary. Restitution to the victim may also be ordered. The Juvenile Delinquents Act, on the other hand, imposes no mandatory minimum penalties for any delinquency. A juvenile court judge may adjourn a hearing indefinitely with or without a plea, suspend final disposition, impose a fine, order restitution to the victim, return the child to his home under probation supervision with whatever conditions are deemed necessary, order him placed in a foster home or group home or commit him to a training school. The Prison and Reformatories Act lays down broad guidelines with respect to treatment of offenders in provincial correctional institutions.

10. The provinces may legislate in certain areas with respect to the handling of offenders committed to its care. The pertinent legislation in Manitoba is the Corrections Act.

APPENDIX E

STATISTICAL DATA ON RECIPIENTS
OF CORRECTIONAL SERVICES

TABLE 1

AVERAGE DAILY INSTITUTIONAL POPULATION - 1970 & 1971

| | 1970 | | 1971 | |
|---|--------|--------|--------|--------|
| Provincial Juvenile Reception Centre | 97.30 | | 100.60 | |
| Manitoba Home for Boys | 56.30 | | 29.87 | |
| Manitoba Home for Girls | 16.00 | | 13.75 | |
| Total for Juvenile Institutions | | 169.60 | | 144.22 |
| Headingley Correctional Institution | 387.99 | | 354.68 | |
| Brandon Correctional Institution | 56.00 | | 76.40 | |
| Dauphin Correctional Institution | 28.53 | | 27.61 | |
| The Pas Correctional Institution (male) | 40.80 | | 48.80 | |
| The Pas Correctional Institution (female) | 1.90 | | 2.00 | |
| Correctional Centre for Women (Portage) | 23.30 | | 14.00 | |
| Adult Detention Home (Vaughan Street) | 24.61 | | 4.00 | |
| Total for Adult Institutions | | 563.13 | | 527.49 |
| Total average daily population of correctional institutions | | 732.73 | | 671.71 |

TABLE 2

TOTAL NUMBER OF PERSONS RESIDENT IN
CORRECTIONAL INSTITUTIONS - 1970 & 1971

| | 1970 | | 1971 | |
|---|------|--------|------|---------|
| Provincial Juvenile Reception Centre | 4292 | | 4507 | |
| Manitoba Home for Boys | 147 | | 96 | |
| Manitoba Home for Girls | 40 | | 33 | |
| | | 4,479 | | 4,636 |
| Headingley Correctional Institution | 3026 | | 3310 | |
| Brandon Correctional Institution | 663 | | 1589 | |
| Dauphin Correctional Institution | 543 | | 677 | |
| The Pas Correctional Institution (male) | 1388 | | 2955 | |
| The Pas Correctional Institution (female) | 200 | | 730 | |
| Correctional Centre for Women (Portage) | 276 | | 255 | |
| Adult Detention Home (Vaughan Street) | 359 | | 258 | |
| Total for Adult Institutions | | 6,455 | | 9,774 |
| Total persons resident in correctional institutions | | 10,934 | | 14,410* |

* 1971 figures include arrestees and detainees under the Alcoholic Person's Detention Act.

TABLE 3

NUMBER OF CASES SERVED BY METROPOLITAN PROBATION
AND PAROLE STAFF - 1970 & 1971*

| | 1970 | | 1971 | |
|-----------------------|------|------|------|------|
| Juvenile cases served | 1258 | | 1115 | |
| Adult cases served | 1090 | | 1417 | |
| Total cases served | | 2348 | | 2532 |

* This does not reflect the total number of individuals served by the probation services. Many social assessments of alleged offenders are completed which do not result in subsequent probation supervision.

TABLE 4

ADMISSIONS TO JUVENILE CORRECTIONAL INSTITUTIONS BY
SEX AND AGE AT ADMISSION - 1970 & 1971

| | 1970 | | | 1971 | | |
|-----------------|------|--------|-------|------|--------|-------|
| | Male | Female | Total | Male | Female | Total |
| Under age 15 | 987 | 469 | 1456 | 1186 | 554 | 1740 |
| Age 15 | 635 | 253 | 888 | 691 | 308 | 999 |
| Age 16 | 766 | 237 | 1003 | 719 | 220 | 939 |
| Age 17 and over | 722 | 173 | 895 | 710 | 162 | 872 |
| Total | 3110 | 1132 | 4242 | 3306 | 1244 | 4550 |

The above figures also include the Juvenile Reception Centre.

TABLE 5

PERSONS UNDER CARE OF ADULT CORRECTIONAL INSTITUTIONS BY
SEX AND AGE AT ADMISSION - 1970 & 1971

| | 1970 | | | 1971 | | |
|-----------------|------|--------|-------|------|--------|-------|
| | Male | Female | Total | Male | Female | Total |
| Under age 18 | 202 | 11 | 213 | 250 | 27 | 277 |
| Age 18-19 | 890 | 48 | 938 | 1022 | 54 | 1076 |
| Age 20-24 | 1821 | 91 | 1912 | 1907 | 79 | 1986 |
| Age 25-34 | 1387 | 152 | 1539 | 1575 | 220 | 1795 |
| Age 35-44 | 884 | 93 | 977 | 874 | 124 | 998 |
| Age 45-54 | 493 | 53 | 546 | 492 | 158 | 650 |
| Age 55 and over | 279 | 23 | 302 | 278 | 66 | 344 |
| Not known | 23 | 5 | 28 | 48 | 2 | 50 |
| Total | 5979 | 476 | 6455 | 6446 | 730 | 7176 |

FOOTNOTES

- 1 **Toward Unity: Criminal Justice and Corrections**, Report of the Canadian Committee on Corrections (Ottawa: Queen's Printer, 1969), p. 12.
- 2 *Ibid.*, p. 15.
- 3 *Ibid.*, pp. 21-30.
- 4 **The Presidents' Commission on Law Enforcement and Administration of Justice, Task Force Report: Corrections** (Washington, U.S. Government Printing Office, 1967), p. 2-4.
- 5 *Ibid.*, p. 7.
- 6 **Juvenile Delinquency in Canada**, Report of the Department of Justice Committee on Juvenile Delinquency (Ottawa, Queen's Printer, 1965), pp. 113-114.
- 7 **Toward Unity: Criminal Justice and Corrections**, *op. cit.*, p. 210.
- 8 **The Presidents' Commission on Law Enforcement and Administration of Justice**, *op. cit.*, pp. 18-20.
- 9 In this context it should be noted that parole supervision, although not a court-imposed sentence, is a form of involvement with correctional programs, that is, an aspect of the "treatment" phase. It is fully discussed in this section, along with court dispositions.
- 10 **The Presidents' Commission on Law Enforcement and the Administration of Justice**, *op. cit.*, p. 16.
Toward Unity: Criminal Justice and Corrections, *op. cit.*, pp. 15-16.
- 11 Marguerite Q. Grant, Principal Investigator, **A Differential Treatment Approach to the Delinquent and his Family** (Sacramento, Community Treatment Project, 1963) p. 31.
- 12 United Nations Department of Social Affairs, **Parole and Aftercare**, (New York, United Nations, 1954), pp. 2.ff.
- 13 American Correctional Association, **Manual of Correctional Standards** (1969), p. 103.
- 14 *Ibid.*, p. 109.
- 15 **The Presidents' Commission on Law Enforcement and the Administration of Justice**, *op. cit.*, p. 167.
- 16 Grant, *op. cit.*, p. 3.

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