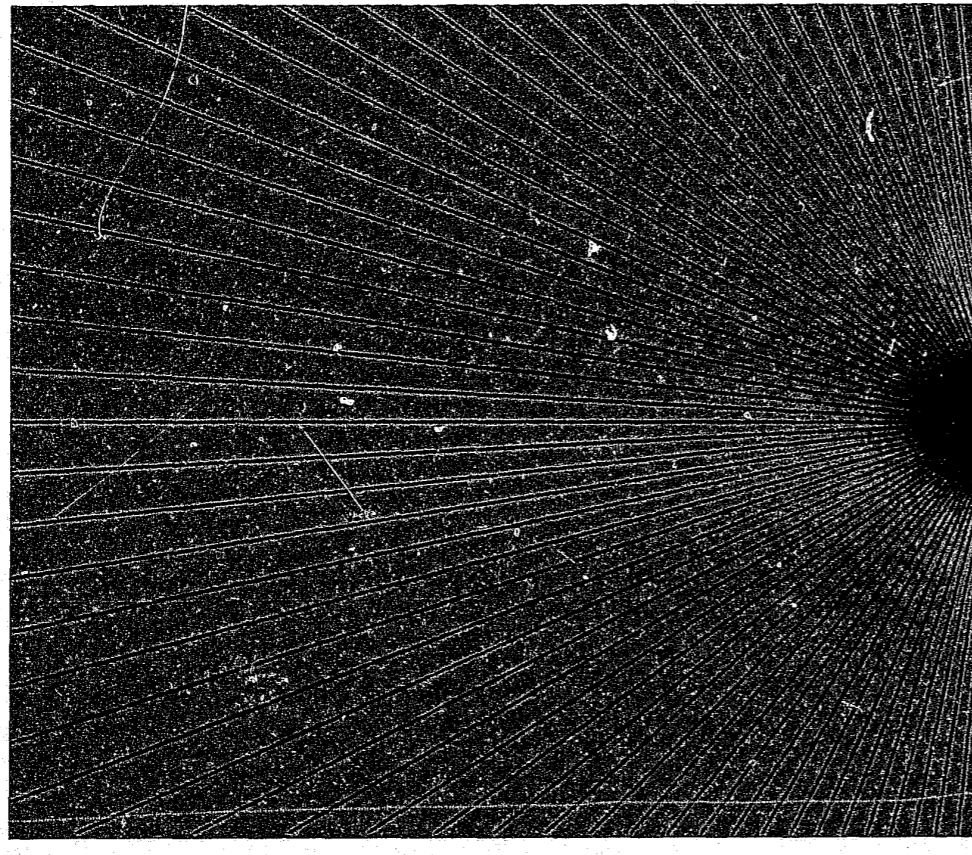


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First Report of The Strategic Planning Committee

January, 1981

An Advisory Group to The Correctional Service of Canada



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~~X~~ FIRST REPORT OF
THE STRATEGIC PLANNING COMMITTEE

JANUARY, 1981

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AN ADVISORY GROUP TO THE CORRECTIONAL SERVICE OF CANADA

January 5, 1981

D.R. Yeomans,
Commissioner of Corrections,
The Correctional Service of Canada,
460 O'Connor Street,
Killeany Building,
Ottawa, Ontario

Dear Mr. Yeomans:

I am pleased to submit the First Report of The Strategic Planning Committee for the period September, 1979 to December, 1980.

Sincerely yours,

James A. Vantour

James A. Vantour,
Chairman,
Strategic Planning Committee.

MEMBERS OF THE COMMITTEE*

Dr. Jim Vantour, Chairman
Dr. Marie-Andrée Bertrand
Mr. John Braithwaite
Mr. Allen Breed

Dr. Tadeusz Grygier
Judge René Marin
Mr. Bill McGrath
Mr. Tony Sheridan
Mr. Syd Shoom

Research Assistant: Cathy J. Gillis

* See Appendix A for biographical information on members.

MANDATE

The Committee's mandate requires that it consider possible future directions for The Correctional Service of Canada in the light of events likely to occur within CSC, in other criminal justice components and in the wider socio-cultural environment.

Specifically, the Committee's mandate is as follows:

To assist the Correctional Service of Canada in proactive planning by estimating the probability of future events and conditions in criminal justice and related fields and analysing their impact on CSC on various time horizons up to 15-20 years.

To accomplish this end, The Strategic Planning Committee will:

- a) exchange information with pertinent individuals and organizations;
- b) periodically inform CSC planners of its findings in order to guide near-future decisions and facilitate consideration of the future consequences of present decisions;
- c) examine the following:
 - the Ministry of the Solicitor General;
 - Canadian Criminal Justice System, and;
 - Criminal Justice and Corrections in other jurisdictions, new directions and long-term proposals in the field...

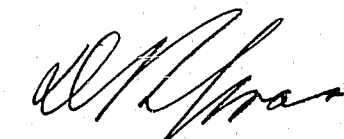
...in the context of Canadian social, economic, political and cultural factors.

FORWARD

This report represents a first output from the Strategic Planning Committee - a committee of respected officials from the criminal justice, academic and private sectors gathered together to forecast the long-range future in which The Correctional Service of Canada must operate.

The Correctional Service will use the work of the Committee in two ways. First, their views on the long range (15 to 20 years) future will be carefully analysed by Correctional Service planners and integrated into medium range (3 to 5 years) planning initiatives. Second, the Committee reports will be widely distributed, both within and outside the Service in order to influence the thinking of those who must operate the Service today and prepare the Service for the future.

I anticipate that this report and others to follow will extend the planning horizon for all officials in the Correctional Service operations. In addition, I hope that a result will be that the Correctional Service will always be in step with the needs and expectations of Canadian society.



D. R. Yeomans
Commissioner of Corrections

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SUMMARY:

FIRST REPORT OF THE
STRATEGIC PLANNING COMMITTEE

JANUARY, 1981

The Committee's mandate is:

To assist The Correctional Service of Canada in proactive planning by estimating the probability of future events and conditions in criminal justice and related fields and analysing their impact on CSC on various time horizons up to 15-20 years.

The Committee's tasks are:

- to develop reasonable and useful images of the future which will assist the decision-maker in facilitating the system's adaptation to the external environment, and;
- to increase understanding of the future consequences of present decisions.

In this respect, the Committee has been examining the various environments which collectively constitute the milieu in which The Correctional Service of Canada operates and functions.

It is necessary to assess the on-going and gradual impact of these environments from 1980 through the year 2000. This requires, as a first step, an understanding of the present system and its location within boundaries which represent reasonable and probable limits to change.

In attempting to set these boundaries, the Committee noted, first, the clearly acknowledged purpose of criminal justice - the protection of society. It further recognized that both general and specific deterrence constitute a contribution to that end.

The principal means of protecting society have been, historically, punishment, rehabilitation and incapacitation. The Committee recognizes that these means can be applied in very different ways and in varying degrees depending on the predominant philosophical basis and value system. As a result, the Committee has developed the following four theoretical models, each of which carries out the general purpose of criminal justice through some combination of the means: Retribution, Treatment and Rehabilitation, Minimum Intervention, and Shared Responsibility.

(ii)

These are pure models which will co-exist in different proportions in any given society. We anticipate that criminal justice and corrections in the Year 2000, and in the intervening years, will be some combination of these models.

To determine the direction in which the present system may shift, the Committee has, as an initial step, forecasted a number of probable developments related to criminal justice and corrections.

The following are the major forecasts from which are derived a number of implications for criminal justice and corrections:

- There will be an increased emphasis on, and awareness of, both individual and collective rights of citizens.
- Individuals and collectivities, including the offender, victim, community and the criminal justice system will be held accountable.
- Geographical communities and special interest groups (e.g. Natives) will assume a greater responsibility for the solution of social problems, including some responsibility for the administration of criminal justice and corrections.
- Inflation, increasing costs and greater competition for government financial resources will force a re-evaluation of current services and the development of more economic alternatives.
- There will be an increased sophistication in certain types of crime (e.g. theft of information, computer crimes, commercial fraud).

The Committee is elaborating and evaluating these and other forecasts. In doing so, we recognize that certain key indicators of change may not be empirically based but rather are found in the experience and judgement of professionals and practitioners in the criminal justice field and related areas. We therefore sought opinions on the future of corrections from Canadian government and criminal justice agencies and organizations peripheral to criminal justice and are incorporating their submissions in our deliberations.

In its future discussions, the Committee will examine additional criminal justice factors as well as those external to, but likely to impact on, criminal justice/corrections and thus influencing the forecasts.

The evaluated forecasts will then be superimposed on the present correctional system to determine the direction of change, vis-à-vis the criminal justice models, on various time horizons.

Our end product will be a set of scenarios, outlining the alternative plausible futures for corrections.

PREAMBLE

The rapid change that we are experiencing means that the future will probably be more different for us than it was for any previous generation of human beings. The world of tomorrow will seem a strange place unless we prepare ourselves for it, and to do that we must look for glimmerings of what may happen in the years ahead.*

Having its origins in the mid-60's, the systematic study of the future is a recent concern and a growing area of interest.

Its infancy is as true in the fields of criminal justice and corrections as it is in other aspects of our society.

Fifteen years ago, correctional literature reflected, principally, a concern only for the current realities of the day or, at most, legislative proposals or reforms for the very short term future, usually in response to crises.

This "response to crisis" approach is reactive problem-solving, as opposed to proactive planning, and is symptomatic of a system lacking a consistent and coherent philosophy. Such an approach does nothing to aid corrections in avoiding "future shock" that may be brought about by the changes which pervade our society.

Recognizing the need for proactive planning, The Correctional Service of Canada established the Strategic Planning Committee in May, 1979 to facilitate its planning beyond the current five year cycle.

The Committee's tasks are:

- to develop reasonable and useful images of the future - an improved understanding of options which will assist the decision-maker in facilitating the system's adaptation to the external environment;
- to increase understanding of the future consequences of present decisions.

Can Corrections Shape Its Destiny?

We cannot know what the future holds, due to the inherent uncertainty of events, but we can identify some of the possibilities, so that we can decide more wisely what we should do today to create a better future world.*

Many external factors will impact on CSC - factors over which it has little control. However, this does not mean that, from a corrections perspective, the shape of the future is beyond our influence.

*"Introduction: Welcome to the Future". 1992: The World of Tomorrow. Edited by Edward Cornish, Washington, World Future Society, 1978, p.5.

To some degree, CSC can shape its own destiny through long-term planning which will, first, provide an awareness of anticipated changes in society and, secondly, facilitate the creation of a corrections system that will be flexible enough to adjust to these changes.

But crises will still have impact. To the extent that CSC attempts to plan ahead, it can use these crises as opportunities for change, catalysts rather than determinants in the evolutionary process.

THE PLANNING PROCESS

Information System

The initiation of the Committee's task required considerable background information, and the strategic planning process necessitates the on-going development of an information system.

The Committee identified the data necessary to provide sufficient background information in order to begin its discussions. In this respect, a CSC profile and an offender profile were prepared.

Other information needs were acknowledged as priorities for building a data base:

- The Committee recognized the need to maintain a global perspective on the problem of crime and its treatment. Although many aspects of crime are culturally-bound, a knowledge of trends in other nations may provide insight into future developments in Canada. In addition, we may benefit from the experiences of correctional systems abroad. In this respect, we have prepared, as background documents for Committee deliberations, a series of reports on criminal justice and corrections in selected countries (See Appendix B - Publications).
- The Committee engaged in a "futures scanning" exercise. This involved monitoring the writings of criminal justice theoreticians and planners for items considered to represent a trend, idea or event with long range consequences.

This strategy is based on the assumption that the frequency of ideas is indicative of future prospects.

In fact, there is considerable evidence that the "experts" may be "prophets". That is, their writings - observations on how they see things - tend to influence the corrections scene. For example, the writings of the labeling theorists have, to a significant extent, influenced the current non-intervention - deinstitutionalization movement.

A working paper entitled, *The Future of Corrections: A Survey of the Literature*, was prepared and is available on request.

- The Committee noted that futures literature in corrections is predominantly American and also recognized that certain key indicators of change may not be empirically based but rather are found in the experience and judgement of professionals and practitioners in the criminal justice field and related areas. We therefore sought opinions on the future of corrections from Canadian government and criminal justice agencies and organizations peripheral to criminal justice. A summary of their responses is contained in this report.

- In the course of our deliberations, many critical issues were identified for more thorough analysis. As a result, a number of preliminary studies have been undertaken for the Committee's information.

These studies cover such topics as "The Native Offender and the Law"; "Corrections and Mental Health Services in Year 2000"; "Violence in Institutions"; "The Effects of Long-Term Confinement"; "Trends and Developments in Social Welfare and Their Impact on Corrections".

- The Committee is preparing a data base on external factors - socio-cultural factors - that may impact on CSC. This information will be fed into our planning process.

Strategy

The Committee has been examining the various environments which collectively constitute the milieu in which The Correctional Service of Canada operates and functions.

These environments are various components of the Canadian Criminal Justice System, criminal justice and corrections in other countries, and, more generally, new directions and long-term proposals in the field. These areas will be analysed within the broader perspective of Canadian social, economic, political and cultural change.

To date, we have concentrated our efforts primarily on criminal justice and corrections issues, having taken an "other things being equal" approach with respect to external factors that are likely to impact on criminal justice and, more specifically, on CSC. That is, we are holding constant the external factors for the time being.

At the outset of the Committee's deliberations, two possible strategies were considered in undertaking the task outlined in our mandate.

The first alternative was the development of a picture of Canadian society for the Year 2000, and, subsequently, a criminal justice model consistent with that future.

However, to concentrate first on the economic, technological and socio-cultural milieu of the Year 2000 is likely to be a little value to criminal justice planners since this approach may leave us with a description of a "future" criminal justice system, but little information on the process of change from the present system to the future, the rate of change, and consequently the prison system that may be required in the intervening years.

Therefore, it is necessary to assess the on-going and gradual impact of these environments from 1980 through the year 2000. This requires, as a first step, an understanding of the present system and its location within boundaries which represent reasonable and probable limits to change.

In attempting to set these boundaries, the Committee noted, first, the clearly acknowledged purpose of criminal justice - the protection of society. It further recognized that both general and specific deterrence constitute a contribution to that end.

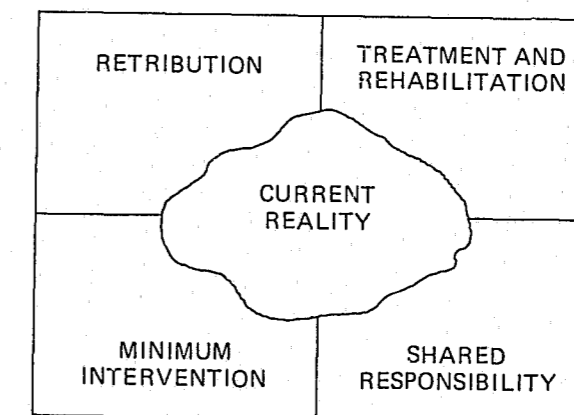
The principal means of protecting society have been, historically, punishment, rehabilitation and incapacitation. The Committee recognizes that these means can be applied in very different ways and varying degrees depending on the predominant philosophical basis and value system. As a result, the Committee has developed the following four theoretical models, each of which carries out the general purpose of criminal justice through some combination of the means: Retribution, Treatment and Rehabilitation, Minimum Intervention, and Shared Responsibility.

These are pure models which will co-exist in different proportions in any given society. We anticipate that criminal justice and corrections in the year 2000, and in the intervening years, will be some combination of these models.

The four models, then, represent the boundaries within which we reasonably expect the criminal justice system to exist.

In this respect, the present system operates as some combination of the models, as illustrated:

FIGURE 1: CRIMINAL JUSTICE BOUNDARIES



By superimposing significant criminal justice and external factors on the current reality we can assess the direction toward which the current reality is moving. A shift in the direction of a particular model will alert us to the possible future consequences for CSC.

Furthermore, this approach permits us to determine fluctuations in the intervening years between 1980 and 2000.

CRIMINAL JUSTICE MODELS

Each of the following models is based on a particular conceptualization of crime, the offender and the correctional function and is a consequence of a recognized school of thought or a theory in criminology.

In developing these models, the Committee asked, "What would happen if our system adopted a 'treatment and rehabilitation' model, a 'shared responsibility' model, a 'retribution' model, or a model based on the principle of 'minimum intervention'?"

More specifically, what will be the general features of a particular model? That is, what types of sanctions will predominate? What kinds of institutional and community programs will be required? What are the implications for human and physical resources? What type of offender/institutional profile will result? What might be the specific impact on CSC?

In a separate exercise, the Committee has evaluated each model from three different perspectives: the extent to which it meets the basic purposes of criminal justice; the extent of community participation required, and; resource requirements.

MODEL NO. 1 - RETRIBUTION

PHILOSOPHY

The offender is seen as totally responsible for his actions and must, therefore, be punished.

Punishment is necessary to ensure law, order and justice. It should be commensurate to the offender's crime and criminal record.

ASSUMPTIONS

The Retribution Model assumes:

1. that the offender acts on free will, is rational and is wholly responsible for his conduct;
2. that the state is responsible for maintaining the social equilibrium and therefore has the duty and is justified and required to impose punishment;
3. that the state's application of punishment for all crime reduces private vengeance;
4. that there will be equity in dispositions.

FEATURES

General

The offender is sentenced principally on the basis of the offence, but not to the exclusion of personal characteristics. The model, then, is past-oriented (punishment for an act committed) rather than future-oriented (treatment to control/influence future behaviour) with an emphasis on the visibility of the trial and the sanction to demonstrate "just deserts".

Sanctions

Sanctions are based on the degree of responsibility for the offence. Since the offence is the dominant factor, such a model is characterized by equality in sentencing, conceivably through flat sentences, which result in a reduction of judicial discretion and parole consideration.

Programmes

Institutional and community "treatment" programmes are minimal since the offender is regarded as rational and responsible.

IMPLICATIONS FOR CRIMINAL JUSTICE/CORRECTIONS

General

Sanctions are aimed at punishing the offender and restoring the social equilibrium (and thus are compensation-oriented, either symbolically or materially). These may include fines, restitution and community service orders. Probation is perceived as a restriction of freedom and is of a punitive nature. Capital punishment is acceptable.

Human Resources

The model requires few social/behavioural science professionals and volunteers and serves to increase the authority/prestige of traditional control agents (police and courts).

The role of the court is emphasized with heavy reliance placed on the legal profession, especially prosecution.

Furthermore, training and development emphasizes control techniques in such areas as probation and prisons.

Offender/Inmate Profile

There is an increase in the number of inmates, specifically of those serving short sentences.

Sentences for serious offences are long.

There is a wide variety of offence types resulting in incarceration since little leniency is shown for, as an example, default of fine payment.

IMPACT ON THE CORRECTIONAL SERVICE OF CANADA

The prison system is based on a hierarchical organizational model. The defining characteristic of any institution is its level of security. The prison is viewed in the traditional sense - a typical custodial prison - and is based on a punishment/reward system.

System Goals

The goals are to deter criminal behaviour and thereby reduce recidivism. This system is designed to ensure maximum order. That is, it emphasizes static security to prevent escapes and ensure internal order. Highly visible punishment further maintains maximum order.

Systems Means

The means of achieving internal order are basically threat (punishment within an institution or transfer to a higher level of security), incentive (transfer to a lower security level for conforming behaviour), and the awarding or denying of privileges.

Relationship Among Institutions

The prison with the highest security designation, and thus the most austere, is used as the system's punishment centre. The lowest security prison, and thus the least uncomfortable, is the reward for conforming behaviour.

The ultimate authority for internal control lies not with the individual institution but rather with a central administration through its authority to regulate prison discipline. Centralized control is enhanced through uniform policies and procedures from institution to institution and by the ability to affect transfers between institutions.

In this regard, the relationship between institutions is one of functional interdependence.

Inmate Careers Through System

The expectation is that the typical inmate's career is characterized by a movement through the system - from maximum to medium to minimum - assuming conforming behaviour and, of course, a reversal of the pattern for non-conformity.

Role of Staff

Custodial staff is emphasized, with the greatest concentration in the highest levels of security. The daily routine consists of keeping inmates occupied under close supervision. Programmes are considered secondary to security considerations.

The organization of custodial staff closely approximates the military model. Staff members are called upon to exercise authority and execute clearly defined orders.

Inmate/Staff Relationships

Staff/inmate interaction vis-à-vis programmes/behavioural change is minimal.

A system placing considerable emphasis on control may foster symbiotic relationships between staff members and those inmates who have acquired status within the inmate population. Such inmates may perform a control function for staff.

Advantages

The system is characterized by a general emphasis on control and, specifically, security against escapes.

Although the concentration of trouble-makers in the high security prisons may result in control problems at that level, it does ensure greater control and benefits for inmates at lower levels through the removal of difficult inmates.

Such a system clearly dramatizes the concept to retribution.

The roles of both staff and inmates and the system of punishments and rewards are clearly understood by both parties.

Disadvantages

The highest security level is perceived as a means to ensure maximum control throughout the system and thus may be exploited.

The concentration of hard-core incorrigibles in the highest level of security intensifies the control problems at that level and encourages the development of an even more restrictive facility. With this type of punishment/reward structure, there is clearly no logical place to stop.

The predominant factor is security rather than programmes although programme resources are more prevalent at minimum security. Therefore, rehabilitation in a retributive model is not stressed. With frequent transfers between security levels, it is only by chance that an inmate will meet the appropriate programme for his needs.

A clearly understood system of punishment and reward may allow experienced inmates to use the system to their advantage.

Specialized facilities, such as psychiatric or medical units, often become overly taxed due to the fact that the relatively sparse and spartan institutional environment creates personality problems and breakdowns. Furthermore, such facilities may be seen as a means of control for disruptive inmates.

Once a system of maximum, medium and minimum security institutions is established, the relationship among them, because of static security and hardware, is settled. This inhibits adaptation to a possible change in the philosophy governing corrections because of the convenience of various levels of security.

MODEL NO. 2 - TREATMENT AND REHABILITATION**PHILOSOPHY**

Criminality is perceived as symptomatic of mental, physical, emotional and/or social adjustment problems on the part of the offender.

Therefore, the offender is in need of treatment and/or rehabilitation and thus the goal is to reclaim the offender, to ensure conformity to society's expectations.

ASSUMPTIONS

The Treatment and Rehabilitation Model assumes:

1. a decreased emphasis on free will; that is, the offender is not primarily responsible for his behaviour;
2. that the offender is maladjusted and therefore treatment or rehabilitation measures are in the best interests of both the offender and society;
3. the efficacy of diagnostic, treatment and prognostic methods;
4. that society and its agents have the ability, knowledge and right to affect behavioural change and especially to reduce recidivism and promote mental and social adjustment even beyond conformity to the law;
5. that the offender's behaviour during treatment or rehabilitation is indicative of his behaviour upon termination of treatment.

FEATURES**General**

Sentencing is according to the offender's characteristics and his criminal record including the current offence. This approach stresses individual pathology, reaching beyond the specific "offence" or "crime" and focusing on the "social/personal problems". The uneducated and poor are most likely to be viewed as those requiring criminal justice intervention.

Sanctions

Sanctions are significantly dependent on the degree of maladjustment of the offender.

A rehabilitation model is frequently characterized by indeterminate sentencing (preventive detention) in the belief that the state, acting in the best interests of the offender/client, ensures itself the time necessary to effect change in the offender and release him "when he is ready". In this regard, correctional personnel have wide discretion.

The use of probation and parole is emphasized; parole as an adjunct to institutional treatment and an aid to reintegration into the community; probation as a means of intervention by which the state could treat the less serious offender.

Programmes

Elaborate classification schemes and a wide variety of institutional and community programmes are necessary in order to address the specific needs of individual offenders.

IMPLICATIONS FOR CRIMINAL JUSTICE/CORRECTIONS

General

If the offender is considered to be not totally responsible for his behaviour, then society must assume responsibility for his mental and social pathology.

The system is considered to be acting in the best interests of the offender. Punishment is inappropriate. Further, due process is not a major consideration since it is equally inappropriate for offenders to escape the benevolent state's intervention through a technicality.

This benevolent approach results in increased criminalization, including an increase in the number of status offences.

This expansion of the criminal justice net includes all types of behavioural difficulties.

Further, the offender is viewed as a "social" problem rather than a "crime" problem and thus requires a "social problem" response. This may result in a merging of corrections and welfare departments.

The approach requires an increased emphasis on behavioural science research in treatment techniques and prediction.

There is a wide variety of alternatives available to the criminal court and considerable discretion granted judges in order that they may cope with the diversity of the offenders' assumed needs. Capital punishment is abolished.

Since the system is directed principally at those who are "mal-adjusted", and corporate offenders are generally not viewed as offenders in need of treatment, they may be dealt with through administrative law alternatives, or a different rationale for criminal justice sanctions may be required.

There is a decreased emphasis on rights and due process; agents for change perceive themselves as acting on behalf of a benevolent state. However, opportunities for defence on the grounds of diminished responsibility may increase.

A benevolent system that states as its goals the reclamation of the offender creates high and even unrealistic expectations among the public, offenders and criminal justice agents.

Human Resources

The rehabilitation philosophy implies that the offender is in need of treatment. Such treatment is a reserve of the social/behavioural science professionals resulting in a substantial number of them in the criminal justice system.

There is an increased emphasis on training/development for staff with custody personnel becoming treatment-oriented.

Offender/Inmate Profile

The number of persons considered to be in need of help (offenders) is substantial. There is, however, over-representation of the lower socio-economic class.

Sentences for offenders considered difficult to treat are long.

IMPACT ON THE CORRECTIONAL SERVICE OF CANADA

The prison system is characterized by the differentiation of inmate groups according to treatment needs, thus requiring an array of specialized and complementary institutions.

Inmate placement/transfer is for treatment purposes rather than security. However, this does not preclude the existence of various security levels.

System Goals

The goal of this system is the reduction of recidivism through the efficient and comprehensive delivery of treatment to effect desirable behavioural change in inmates.

System Means

Inmate treatment needs are addressed through the optimal diagnosis of individual needs and the optimal utilization of treatment resources.

Relationship Among Institutions

The central administration is responsible for the coordination of resources, evaluation of system's units, and development of inmate placement criteria.

Each institution may have its own specialized program, which is specifically designed to meet the needs of a distinct group of offenders or a number of specialized units which could be housed in one facility, each operating as a separate institution.

Institutions complement one another. That is, individual programming plans can be most effectively met through transfer to various institutions or units within an institution

Inmate Careers Through System

Initial assessment, placement and development of inmate treatment plans occur at reception/diagnostic centers. Inmates are classified and assigned to institutions according to diagnosis and treatment needs.

All inmates are seen as treatable and when failure occurs it is likely to be attributed to the staff or the limitations of treatment techniques.

Role of Staff

Medical and social work programs predominate and socio-medical professionals have a major impact in determining priorities. The role of custodial staff is of a secondary consideration and less well defined.

Inmate/Staff Relationships

There is a high degree of staff/inmate interaction. The staff role is an interactive, supportive one. There is considerable inmate involvement in individual programming and a high degree of inmate participation (e.g. inmate committees) based on the principle that such activities are "therapeutic".

Advantages

This model has the appearance of a humane, benevolent system.

The model is administratively appealing in that the inmate's placement in the system is designated by a diagnostic/classification/reception process which facilitates the utilization of resources geared to individual needs.

The emphasis on evaluation and research may allow for expansion of successful programs or, alternatively, the elimination of those that fail. This optimizes the allocation and use of resources.

Disadvantages

Operation and maintenance of such a system is costly.

Escapes/walkaways are perceived as unavoidable occurrences and, in this respect, there may be a higher element of risk to the community.

The aim in this model is individual diagnosis and treatment with release upon successful completion of the program. A "medical" philosophy is difficult in a system in which the offender must be released at the end of the sentence imposed by the court.

A system based on treatment and rehabilitation is a complex one and is perhaps difficult for people to understand.

Research suggests that treatment in a prison setting is problematic. Furthermore, the measurement of treatment effects is itself problematic.

This model may be perceived as a violation of the rights of the individual in that treatment is imposed and the inmate is judged by his alleged need for treatment rather than the act for which he was sentenced. There is a possibility of some "malpractice" litigation.

MODEL NO. 3 - MINIMUM INTERVENTION

PHILOSOPHY

Man is inherently good. The imposition of punishment/treatment through the deprivation of liberty or other coercive action is usually harmful to the offender and thus harmful to society as a whole. Consequently, state intervention in the offender's life should be minimal.

ASSUMPTIONS

The Minimum Intervention Model assumes:

1. that the criminal sanctions apply only to actions that harm others and not to actions that harm oneself;
2. that the purpose of the system should be accomplished with minimal interference with the freedom of the individual;
3. that we do not know how to treat criminal behaviour or rehabilitate offenders effectively;
4. that we do not have the right to treat offenders coercively.

FEATURES

General

The criminal justice system is characterized by "passive" law enforcement and minimum coercion. Offenders are sentenced not on the basis of individual or social needs or punishment but rather with an assurance that, whatever the reason, it has been done equitably and that the state has intervened to the minimal extent.

Sanctions

Criminal justice intervention is only a last resort, when all other alternatives have failed or are considered inappropriate. This approach minimizes entry into the criminal justice system with only the most serious offenders coming under the control of criminal justice agencies.

Prison sentences are short since a short term of imprisonment is considered to be less harmful to the individual and constitutes minimal interference.

Programmes

Emphasis is on the development and use of community-based alternatives since they are considered to represent the least restrictive intervention in the offender's life and, ultimately, the least harmful to both the offender and society.

IMPLICATIONS FOR CRIMINAL JUSTICE/CORRECTIONS

General

Fewer offenders come under the control of the criminal justice system because of a decriminalization of victimless and petty economic offences and shifts to other forms of intervention (diversion).

The emphasis on community-based corrections implies greater community tolerance of criminal justice matters.

Imprisonment is only a last resort since it represents maximum interference in the offender's life and is used in cases where he is obviously harmful to others or is a persistent offender.

Capital punishment is abolished.

Human Resources

This model emphasizes community policing and thus requires substantial law enforcement resources.

With its emphasis on the rights of the offender, the model places a heavy reliance on the legal profession, especially defence lawyers, and assumes a knowledge of such rights by criminal justice personnel.

With its emphasis on community-based alternatives, the model implies the need for significant numbers of social/behavioural science professionals and volunteers.

Such a system, emphasizing "prison as a last resort", requires limited institutional personnel and a shift in resources from the institution to the community.

Offender/Inmate Profile

Only the most serious and/or persistent offenders come under the control of the criminal justice system.

IMPACT ON THE CORRECTIONAL SERVICE OF CANADA

The prison system is composed of small institutions characterized by a high degree of independence, and a laissez-faire attitude towards inmates.

System Goals

The basic goal is to provide humane incarceration at low cost where inmates may live in reasonable comfort and safety without being seen as in need of treatment. This recognizes that coerced change is ineffective and perhaps inappropriate and that only self-made change is viable.

This system is designed to minimize the negative consequences of incarceration and thus to reduce the danger to the individual and the community.

System Means

The means of achieving the system goals are through the use of small, manageable "institutions", with a wide range of options for confinement (e.g. prison colonies, house arrest, localized institutions).

Relationship Among Institutions

The relationships between institutions are minimal.

Where possible, an offender is assigned to an "institution" based on its proximity to his community.

The principal function of the central administration is to provide broad policy statements, humanitarian constraints, and effective monitoring to ensure minimum intervention.

Inmate Careers Through System

Since inmate placement or confinement is not based on a career/ treatment plan, the need for inmate movement between institutions is negligible and transfers are contrary to the principle of minimum intervention.

There are various levels of security but, respecting the principle of minimum intervention, most inmates will initially be placed in the least restrictive environment. However, this practice must be tempered by the recognition that many inmates will be violent offenders or extreme recidivists.

Role of Staff

The philosophy of minimum intervention results in limited treatment resources.

The warden exercises ultimate control within the broad parameters outlined by the central authority and relies on his own initiative, and that of his staff and inmates, in developing resources from the external community.

Staff roles are a blending of the traditional supervisory/counselling functions but respecting the principle of minimum intervention. However, as the level of security increases, the supervisory role predominates.

Inmate/Staff Relationships

Inmates and staff play a significant role in the government of the institution.

Advantages

The limited use of incarceration reduces correctional costs.

In that this model assumes that treatment programs are both irrelevant and wasteful, it permits an economical prison system.

With the onus on the institutional warden to meet resource requirements, the utilization of existing community resources (e.g. hospitals, schools) perhaps based on reciprocal arrangements, is probable and represents further cost savings.

The operations of a prison system at minimal cost may illicit positive public response in that the resources allocated to prisons and thus inmates can be viewed more favourably relative to other social problems (old age, poverty, housing) as well as the victims of criminal offences.

This model emphasizes inmate responsibility through the potential for their significant role in institutional government and, as a result, enhances the dignity of the inmate.

This model places a high value on protecting the rights of the inmate.

The practice of confining inmates close to their homes enhances the opportunity to maintain family and community ties.

Disadvantages

Security may be inadequate for community protection since the system initially imposes the least restrictive environment on the inmate and thus increases the risk to the community.

This model has the potential for community backlash. If this occurs the available resources of the correctional system might then be inadequate to deal with such a situation at that time.

A laissez-faire attitude toward inmates may result in a hierarchical prison community dominated by "wheels" and providing little protection for those considered weak or undesirable. Furthermore, with initial inmate placement in the least restrictive environment, some inmates may not be adequately protected.

The provision of services for inmates is limited, thus overlooking those who may require some form of assistance or treatment.

Evaluative research may be negligible.

MODEL NO. 4 - SHARED RESPONSIBILITY

PHILOSOPHY

The offender is regarded as accountable for his crime.

However, society shares responsibility for the causes and incidence of crime and has a resulting obligation to all its members, including the offender and his victim.

ASSUMPTIONS

The Shared Responsibility Model assumes:

1. that the offender exercises control over his actions; that is, it borrows from the free will model of man;
2. that crime is a product of interaction between the offender and the community/victim;
3. that society is obligated to protect its members from the threat of criminal activity with due recognition of the rights of all citizens;
4. that the individual citizen has the responsibility to prevent crime by taking action to protect himself and his property and by participating in the development and implementation of criminal justice policy.

FEATURES

General

There is recognition of individual and group rights and duties (women, inmates, etc.).

In that the community is responsible for safeguarding the rights of all its members, attention is directed toward crime prevention strategies.

Sanctions

Sanctions are based on the degree of responsibility, recognizing the interactional nature of many offences.

Recognizing the responsibility of the offender and the rights of all citizens, there is a wide variety of community alternatives available which emphasize restitution and victim compensation.

In view of the recognition of individual volition, dispositions for treatment purposes are limited to offenders considered mentally ill.

As a result, sentences aim at reducing the damage caused by the offender, denunciation (which includes deterrence), incapacitation and restoring the offender's capacity to act in a socially responsible manner.

Programmes

Community programs, emphasizing reparation and compensation, are prevalent.

Institutional programmes are based on an opportunities model and assist the offender's preparation for return to society. There is little emphasis on imposed therapy.

IMPLICATIONS FOR CRIMINAL JUSTICE/CORRECTIONS

General

There is a blur of criminal and civil law, recognizing the principle of shared responsibility in offence situations.

Because of the emphasis on individual rights and duties and societal responsibility, quality of life issues (especially rights violations) assume considerable significance and result in a redefinition of serious offences. Further, this emphasis promotes willingness to lay charges in such cases (e.g. exploitation, spouse abuse). The result is a more democratic criminal justice system with representation from all levels of the social strata.

At the same time, however, self-regulating professions exist as alternate control systems.

There is a considerable interest in victimology and prevention since the victim plays a role either in regard to his involvement in the offence or in the requirement for restitution.

Human Resources

This model, with its emphasis on the rights and duties of the offender and the victim, places a heavy reliance on the legal profession and particularly the judiciary.

With a prevalence of community programs, there is significant reliance on volunteers and professionals, particularly with conciliatory/mediation skills.

Offender/Inmate Profile

All crimes are prosecuted if prosecution serves a useful purpose. The offender population is more representative of the social strata.

Respecting the emphasis on both inmate and community/victim rights, prison sentences, if any for minor offences, are short; for serious or repeat offences - long.

IMPACT ON THE CORRECTIONAL SERVICE OF CANADA

The prison system is characterized by the availability of opportunities designed to facilitate the progressive reintegration of inmates into the community.

The defining characteristic of any institution is the type and number of opportunities available to inmates.

System Goals

The system is designed to facilitate inmate responsibility; that is, to restore the offender's capacity to act in a socially responsible manner.

System Means

The system of facilitating inmate responsibility is one of incentives and rewards. There is a high level of community involvement within institutions through the use of volunteers in many aspects of institutional life including grievance procedures and prison committees.

These rewards include increasing opportunities to regulate one's time in the institutional setting, contact with the community and remuneration.

The system is a gradual reintegration system which represents an opportunity for the inmate to demonstrate responsibility and, for the system, an opportunity to evaluate the inmates' readiness for reintegration.

Wherever feasible, the inmate participates in all decisions affecting his progress.

Relationship Between Institutions

The system is responsive to both inmate and community needs. The inmate is given the choice of transfer from institutions with limited opportunities to those with greater opportunities. However, this may be offset by his desire to remain close to the community, recognizing the highly functional interdependence between the inmate, the institution and the community.

Inmate Careers Through System

The typical inmate's career is characterized by the opportunity for movement through the system - from situations of "limited opportunity" to "maximum opportunity" and eventually to the community under supervision. This still recognizes the need for various levels of security. Thus "opportunities" are a matter of degree and kind. Movement through the system depends on the inmate's demonstrated acceptance of responsibility and willingness to move, within the appropriate security parameters.

Role of Staff

The emphasis placed on the roles of instructors, foremen, shop supervisors and managers is equal to that of security and clinical resources. In fact, staff members may be required to perform a variety of functions.

There is a heavy reliance on community resources, i.e. volunteers, and thus a substantial need for staff resources during periods of high community involvement (e.g. evenings and weekends) for the management of volunteers.

Inmate/Staff Relationships

The model requires substantial interaction between staff, inmates and the larger community.

Advantages

The inmates' participation in decisions affecting his progress enhances his sense of responsibility. In addition, his involvement, and the community's involvement in institutional affairs, prohibits the arbitrary use of authority by prison administrators and staff.

This model provides considerable opportunity for inmates to perform community services.

The reciprocal relationship between the institution and the community may promote a better informed and more accepting public.

The inmate who demonstrates a willingness to participate in programs is never totally removed from contact with the community, thus avoiding the shock accompanied by an abrupt return.

The model may facilitate the adjustment of inmates serving long sentences since it provides for a meaningful relationship with the community.

Disadvantages

Conditions for inmates who choose to remain in "limited opportunity" situations are characterized by minimal staff involvement and such inmates may be released from such a situation directly to the community.

A shared responsibility system may be a complex system to administer in view of the liaison, arbitration and mediation functions vis-à-vis institutional staff, inmates and the community.

The wide variety of institutions, technical resources and the administrative complexity of the system could result in high prison costs.

This system may be subject to considerable litigation.

With considerable institution-community interaction, security considerations may be significant and result in substantial manpower requirements.

The model assumes participation and co-operation by the local community. If this does not occur, it would create problems for the correctional system since, by that time, there would be diminished governmental resources and, consequently, the system might be incapable of dealing with the demand for services.

EVALUATION OF MODELS

In its preliminary evaluation of the models, the Committee recognizes that the models are "pure" and that any existing reality will be a combination of these models. Furthermore, it is recognized that a particular model may only be appropriate for certain types of offenders.

Methodology

Each Committee member was asked to answer a series of specific written questions and add his/her rationale for the responses.

The responses and comments were then discussed at a Committee meeting until consensus was reached on what the individual responses represent collectively. In this respect, the collective response is not an average. Rather, it is group consensus on how the nine individual responses should be depicted in summary.

Each model was evaluated on three different areas:

- the extent to which it meets the basic purposes of criminal justice;
- the extent to which it requires community participation and promotes the offender's presence in the community;
- the resource demands required.

Responses were recorded on a scale of 0-5 and have been categorized as Low (0-1), Medium (2-3) and High (4-5).

The bar graphs represent the consensual scores resulting from Committee discussion. Each bar graph is accompanied by an illustration indicating the degree of variance and consensus from individual Committee members.

The Committee wishes to determine the extent to which each model is acceptable to various interest groups.

In this respect, we will be seeking comment on the models from specific interest groups representing a sample of criminal justice agencies and associations.

A: To What Extent Does the Model Meet the Basic Purposes of Criminal Justice?

It is generally assumed that the basic purpose of criminal justice is to protect all members of society from harmful conduct. It is further recognized that both general and specific deterrence constitute a contribution to that end.

It was also acknowledged that despite its efforts to protect and deter, the criminal justice system must also protect the rights of the accused and the offender/inmate.

Each model, then, can be seen as offering safeguards, to some degree, to both society and the offender.

The Minimum Intervention Model scores "high" on its emphasis on the protection of the rights of the accused and offender/inmate but "low" on its emphasis on protecting society and on deterrence, both general and specific.

The other three models are closely grouped with Retribution and Shared Responsibility both scoring in the "medium" to "high" range on the protection of society, deterrence and the protection of the rights of the accused and offender/inmate.

Rehabilitation is rated slightly lower with all responses being in the "medium" range.

The Retribution and Shared Responsibility models appear to offer the best balance between protection, deterrence and the protection of the rights of the accused and offender/inmate.

1. To what extent does the model meet the basic purposes of criminal justice?

MODEL 1 – Retribution

	0	1	2	3	4	5
Protection of Society:	X	X	XXX	XXX	X	
General Deterrence:	X		X	X	XXX	XXX
Specific Deterrence:	X	X	XXXXX	X		X
Protection – Accused Rights:	X		XX	X	XXXX	X
Protection – Offender/ Inmate Rights:	X	X	XX	XXX	XX	

MODEL 2 – Treatment and Rehabilitation

	0	1	2	3	4	5
Protection of Society:		X	XXX	XXX	XX	
General Deterrence:			XXXXX	X	XX	X
Specific Deterrence:			XXX	XX	XXX	
Protection – Accused Rights:	XX	XX	XX	XXX		
Protection – Offender/ Inmate Rights:	X	XX	XXX	XXX		

MODEL 3 – Minimum Intervention

0 1 2 3 4 5

Protection of Society:

X	XXXX	X	XXX		
---	------	---	-----	--	--

General Deterrence:

X	XXXXXX		X	X	
---	--------	--	---	---	--

Specific Deterrence:

X	XXXXX	X	X	X	
---	-------	---	---	---	--

Protection – Accused Rights:

		X	X	XX	XXXXX
--	--	---	---	----	-------

Protection – Offender/
Inmate Rights:

			XX	XXXX	XXX
--	--	--	----	------	-----

MODEL 4 – Shared Responsibility

0 1 2 3 4 5

Protection of Society:

		XX	XXX	XXX	X
--	--	----	-----	-----	---

General Deterrence:

		XX	XXXXX	X	X
--	--	----	-------	---	---

Specific Deterrence:

	X	XXX	XX	XX	X
--	---	-----	----	----	---

Protection – Accused Rights:

			XXXXXX	XX	X
--	--	--	--------	----	---

Protection – Offender/
Inmate Rights:

			XXXXX	XXX	X
--	--	--	-------	-----	---

B: To What Extent Does the Model Require Community Participation and Promote the Offender's Presence in the Community?

Any criminal justice or corrections model requires some community resources and involvement since many offenders receive non-custodial dispositions; and other, regardless of their crimes, are eventually released to the community.

The Retribution Model scores "high" on the extent to which incarceration is used (i.e.: minimal community resources necessary); Minimum Intervention "low", Shared Responsibility and Rehabilitation "medium".

The Shared Responsibility and Rehabilitation models are considered to require greater community participation than the others.

The role of federal corrections is greatest in the Retribution Model, lowest in Minimum Intervention and medium in Rehabilitation and Shared Responsibility.

SECTION B: COMMUNITY

3. To what extent does the model require community participation and offender's presence in community?

MODEL 1 – Retribution

0 1 2 3 4 5

Require/Recognize
Community Involvement:

XXXXX	XXXX				
-------	------	--	--	--	--

Probation Service:

XX	XXX	XX	XX		
----	-----	----	----	--	--

Incarceration:

X		X		XXXX	XXX
---	--	---	--	------	-----

Conditional Release Functions:

X	XXX	X	XXXX		
---	-----	---	------	--	--

Federal Correctional Role:

XX				XX	XXXXX
----	--	--	--	----	-------

MODEL 2 – Treatment and
Rehabilitation

0 1 2 3 4 5

Require/Recognize
Community Involvement:

	X	X	XXX	XXXX	
--	---	---	-----	------	--

Probation Service:

			X	XXXXX	XXX
--	--	--	---	-------	-----

Incarceration:

X	X	X	XX	XXX	X
---	---	---	----	-----	---

Conditional Release Functions:

				XXXXX	XXXX
--	--	--	--	-------	------

Federal Correctional Role:

		X	XXXX	XX	XX
--	--	---	------	----	----

MODEL 3 – Minimum Intervention

0 1 2 3 4 5

Require/Recognize
Community Involvement:

X	XXX	XX	X	XX	
---	-----	----	---	----	--

Probation Service:

		XXX		XXXX	XX
--	--	-----	--	------	----

Incarceration:

XX	XXXXX		XX		
----	-------	--	----	--	--

Conditional Release Functions:

	XXX	X	XX	X	XX
--	-----	---	----	---	----

Federal Correctional Role:

XX	XXXX	XX	X		
----	------	----	---	--	--

MODEL 4 – Shared Responsibility

0 1 2 3 4 5

Require/Recognize
Community Involvement:

			X	XXXX	XXXX
--	--	--	---	------	------

Probation Service:

			X	XXXXX	XX
--	--	--	---	-------	----

Incarceration:

		XXX	XXX	XXX	
--	--	-----	-----	-----	--

Conditional Release Functions:

			XXXXXX		XXX
--	--	--	--------	--	-----

Federal Correctional Role:

X	X	X	XXX	XX	X
---	---	---	-----	----	---

C: To What Extent Does the Model Require Substantial Resources?

With the current pressure to reduce government spending, resource requirements are becoming an increasingly critical consideration affecting any new direction and/or programmes in corrections.

The Minimum Intervention Model stands out as the least expensive system to operate, scoring "low" in all areas.

At the other extreme, the Treatment and Rehabilitation Model was viewed as the most expensive scoring "high" in each of the five areas.

The Shared Responsibility Model scored "medium to high" and Retribution "medium".

4. To what extent does the model require substantial resources?

MODEL 1 – Retribution

0 1 2 3 4 5

Government Expenditures:

X			XXX	XXXX	X
---	--	--	-----	------	---

Human Resources:

X	X	XX	XX	XX	X
---	---	----	----	----	---

Professional (Non-Custodial) Resources:

XX	XXXX	XXX			
----	------	-----	--	--	--

Correctional Facilities Resources:

X		XX		XX	XXXX
---	--	----	--	----	------

Program/Opportunities Resources:

XX	XX	XXXX	X		
----	----	------	---	--	--

MODEL 2 – Treatment and Rehabilitation

0 1 2 3 4 5

Government Expenditures:

				XX	XXXXXXXX
--	--	--	--	----	----------

Human Resources:

				XX	XXXXXXXX
--	--	--	--	----	----------

Professional (Non-Custodial) Resources:

				X	XXXXXXXX
--	--	--	--	---	----------

Correctional Facilities Resources:

			X	XXX	XXXXX
--	--	--	---	-----	-------

Program/Opportunities Resources:

				XXXX	XXXXX
--	--	--	--	------	-------

MODEL 3 – Minimum Intervention

0 1 2 3 4 5

Government Expenditures:

X	XXXXX	XX			X

Human Resources:

X	XXXXXX	X			X

Professional (Non-Custodial) Resources:

	XXXXXX	X	X		X

Correctional Facilities Resources:

X	XXXXXXXX		X		

Program/Opportunities Resources:

X	XXXXXX			X	X

MODEL 4 – Shared Responsibility

0 1 2 3 4 5

Government Expenditures:

		X	XXXXX	X	XX

Human Resources:

		X	XXX	XXX	XX

Professional (Non-Custodial) Resources:

		X	XX	XXX	XXX

Correctional Facilities Resources:

	X		XXXXX	XX	X

Program/Opportunities Resources:

		X	X	XXX	XXXX

FORECASTS

The Committee has forecasted a number of probable developments in criminal justice and corrections.

These forecasts should be regarded as tentative until the Committee can further assess them in the context of probable changes in the broader Canadian socio-cultural milieu.

Each of the following statements is, in itself, a forecast. However, we have grouped them into those that we consider "major" and those that, although forecasts in their own right, may be regarded as obvious consequences of a major forecast.

We note that the fact that a forecast was made independently and, at the same time, can be logically derived from others, may represent a greater likelihood of its occurrence.

FORECAST 1

There will be an increased emphasis on, and awareness of, both individual and collective rights of citizens (as evidenced by the activities of the Joint Committee on the Constitution of Canada).

This forecast has a number of implications for criminal justice/corrections:

- a. The scope of justice, both criminal and civil, formal and informal, will increase.
- b. There will be more state intervention in quality of life issues, as citizens demand protection/action in areas that have recently surfaced as harmful to society as a whole.
 - There will be a period of uncertainty about which type of behaviour will be criminalized, which will be dealt with in civil courts, by administrative measures or mediation, and which measures, sanctions, compensations and incentives will be used.
- c. There will be a move to decriminalize victimless and status offences.
- d. As rights become a focal concern there will be an open defiance of the law in areas where it is believed that the state has acted unjustly or has no right to intervene.
- e. There will be increased unionism in general, including among correctional personnel - at least in part in response to an increase in the rights of the offender.
 - Both correctional unions and inmate associations will have increasing impact on correctional programmes.
 - Correctional management groups may become unionized.
- f. Attention to the rights issue will bring greater awareness and growth to the women's movement.
 - In criminal justice matters, there will be a greater willingness on the part of women and the criminal justice system to bring criminal charges in offences specifically related to abuse of women.
 - There will be more women employed at all levels of the criminal justice system.
- g. There will be increased emphasis on services to victims of crime and, as a result, increased competition for the criminal justice dollar.

- h. The concern for the rights of all citizens will lead to an increased emphasis on due process and legal safeguards through the system.

FORECAST 2

Individuals and collectivities, including the offender, victim, community and the criminal justice system, will be held accountable.

A number of implications follow:

- a. Recognizing the interactional nature of many offences, there will be a reinterpretation of the victim's role in crime with a consequent blurring of absolute guilt and innocence.
- b. Acknowledging the blur of pure guilt/innocence, the types of sanctions that result will be a mix of criminal, civil and administrative remedies.
- c. Since the individual is considered to be responsible for his actions and since the state is held more accountable, in having failed in its duty to protect its members, there will be an increase in both restitution and compensation.
- d. The concept of community responsibility for crime will lead to an increased emphasis on preventive measures and on the "maintenance of peace". This implies an increased allocation of resources to law enforcement and other preventive agencies, possibly at correctional expense.
- e. As the community is held in part responsible, there will be a greater emphasis on its responsibility for the application of preventive and correctional measures.
- f. There will be a general move to hold juveniles more responsible for their behaviour. However, because of the history of juvenile treatment in Canada, there will remain inconsistencies in how children are dealt with and the age limit will remain disparate.
- g. The system will be held more accountable and managers/decision makers will be called upon to justify cost/effectiveness by goal attainment thus necessitating evaluative techniques.
- h. With the abandonment of the policy that all inmates require treatment, the need for mass rehabilitation programmes is lessened. However, effective treatment programmes will be available for those offenders who are clearly diagnosed as being in need of, or who ask for, treatment.
- i. The prison will provide an environment conducive to the inmate developing and exercising responsibility.
- j. The role of correctional managers will become increasingly complex with greater sophistication required to deal with the ramifications of individual and collective rights.

FORECAST 3

Geographical communities and special interest groups (e.g. Natives) will assume a greater responsibility for the solution of social problems, including some responsibility for the administration of criminal justice and corrections.

Implications:

- a. Crime will be regarded as only one of many social problems and thus require a social services/corrections response.
- b. Corrections will maintain the current thrust toward community corrections, with attempts to deal with the majority of offenders through community-based dispositions.
- c. Certain communities, such as Natives, will assume greater responsibility for developing alternatives to the criminal justice system, preventive programmes and alternatives to corrections.
- d. There will be more local control of correctional services.

FORECAST 4

Inflation, increasing costs and greater competition for government financial resources will force a re-evaluation of current services and the development of more economic alternatives.

Implications:

- a. Economic considerations will force corrections to increasingly justify its expenditures in competition with other criminal justice services and with services outside the criminal justice field.
- b. The anticipated high cost of incarceration will force the criminal justice system to develop what appear to be more economic means of handling offenders.
- c. The value of rehabilitative programmes will be questioned, with those not considered cost-effective being curtailed. Emphasis will be placed on services and production in the interests of self-sufficiency.
- d. As costs rise, there will be fewer resources available for institutions and inmates will be denied programmes and certain amenities. These events could produce crises.
- e. Correctional administration will require management skills in programme evaluation and in the development, implementation and management of change.

FORECAST 5

There will be an increased sophistication in certain types of crime (e.g. theft of information, computer crimes, commercial fraud).

Implications:

- a. Law enforcement will require sophisticated detection practices resulting in increased law enforcement costs.
- b. It will become necessary for the judiciary to adjudicate complex cases and this may result in the employment of experts as judicial assistants.
- c. Civil and administrative processes will be substituted for criminal proceedings against corporations.

HIGHLIGHTS OF BRIEFS RECEIVED

Twenty-nine responses to the Committee's invitation to submit briefs were received. The responding agencies represent a wide cross section of the criminal justice system and groups external to the system.

The following is a summary of the major issues highlighted in the briefs. The issues reflect either concerns expressed about the current criminal justice system or proposals for future action.

This summary is followed by a list of factors, as identified in the briefs, that are considered likely to impact on the criminal justice system in the future.

The Committee wishes to emphasize that only the most frequently cited concerns, proposals and factors are mentioned here, but that all will be considered in our deliberations.

Furthermore, the views expressed in this section are not necessarily those of the Committee. In fact, it should be noted that where different respondents present conflicting views on an issue, both have been expressed.

ISSUES RAISED IN BRIEFS

1. Criminal Code

There is a need for a fundamental review of the Criminal Code with consideration given to decriminalization of "victimless" crimes. However, such a consideration should recognize the possibility of provincial "criminalization" of such offences.

2. Federal/Provincial Jurisdiction

The jurisdictional split is outdated, fosters inequalities in services to offenders, and results in conflicting philosophies in Canadian corrections.

3. Sentencing

Prison sentences in Canada are too long and mandatory minimum sentences are unfair, unrealistic and serve only to guarantee the use of imprisonment.

Alternatives to incarceration do not necessarily reduce prison populations. Rather, they serve to expand the criminal justice network.

The sentencing proposals of the Law Reform Commission, particularly relating to hospital orders, should be studied.

There should be:

- articulated reasons for sentences;
- increased range of dispositions available to the Court, including more alternatives to imprisonment;
- removal of mandatory minimum sentences;
- decreased sentence lengths for non-violent offences; and
- increased sentence lengths for certain violent acts (e.g. terrorism).

4. Criminal Justice/Corrections Philosophy

There is a need for a coherent philosophy in corrections since the lack of specified aims regarding the functions of confinement hinders resource planning.

However, the briefs fail to indicate consensus on what the guiding principles/aims for corrections should be.

5. Community

There is limited community involvement in all areas of corrections. There is a need to increase public participation in all aspects of criminal justice.

Public education programmes on penal objectives and operations are proposed as a means of reducing the gap between the penal system and the community and to increase public participation.

There is a need for a policy regarding the involvement of the private sector in corrections with a view to increased privatization of correctional services.

6. Prisons

The major emphasis in the briefs was on the penal system, its operations, programmes, staff, inmates and release procedures.

There was considerable consensus on the need for the following:

- effective drug/alcohol programmes;
- more programmes and services for Native and women offenders;
- recognition of special offender groups;
- improved staff training and development.

Some respondents expressed the view that prisons are "destructive failures" and should be abolished. Most briefs, however, expressed the following concerns and proposals regarding the current operation:

a) Admissions

There was no consensus regarding a possible growth or decline in prison admissions over the next several decades.

b) Facilities

The size of future institutions should be limited to 300-400 inmates, with living units of 40-50. Such facilities should replicate the community as much as possible. In its future construction, CSC should consider designs that de-emphasize the obvious signs of confinement.

The prison for women should be closed and replaced by regional womens' prisons.

Co-correctional facilities should be established.

A penal colony concept - to house violent recidivists - should be studied.

The recommendations of the Chalke Report, concerning the building of regional psychiatric centres, should be implemented.

Minimum security institutions receive insufficient attention and thus tend to be under-utilized. The living conditions of these institutions should be improved and a viable incentive scheme to attract inmates to these institutions should be developed.

There is a lack of release centers for Native and female offenders.

There is a need to build a separate facility for long-term inmates.

c) Operations

Initial placement of inmates should be at the lowest security level possible.

CSC should adopt the Canadian standards and accreditation scheme to be developed by the Canadian Association for the Prevention of Crime.

Participatory management - involving all staff levels and inmates - should be introduced in institutions. This would result in the early identification of problems and is one way to "normalize" institutions.

A fair and just grievance procedure should be introduced in institutions, similar to that in the Labour Code of Canada.

d) Programmes

The goals of all CSC programmes should be articulated.

A family/conjugal visiting programme should be recognized and encouraged as an important correctional measure.

There is a need for flexible and varied programmes, based on the "opportunities model" - educational, vocational, occupational programmes, to meet the needs of all classes of offenders with idleness for recalcitrants. The inmate should be given the opportunity to make his own decisions with respect to his future.

There is a lack of viable drug/alcohol programmes in CSC. An integrated multi-service approach should be implemented for the large numbers of inmates, especially women and Natives, with drug and alcohol problems.

CSC should establish an industrial prison concept with a goal of self-sufficiency for prison industries.

A life styles management programme should be adopted for "hard-core" inmates.

Institutional programmes for "normal" inmates should be specifically oriented towards the inmate's reintegration.

There is a need to review/amend the living unit concept, since it appears to be falling into neglect with several institutions considering its abolition.

All future CSC programme implementation should take regional differences into consideration.

e) Staff

The present overemphasis on security impedes the development of human relations skills. Specifically, staff training should include courses in:

- Native sensitivity;
- non-violent conflict resolution techniques, and
- awareness of learning disabilities.

There is a need to establish a career plan for CSC staff similar to the RCMP model, with appropriate incentives and provision for upgrading of line staff.

CSC should initiate a staff exchange programme among institutions.

CSC should encourage the hiring of minorities (i.e. women, Natives, handicapped).

Social work staff should not be involved in security aspects of institutions.

f) Inmates

Inmates' rights should be recognized and articulated. These should include the right to vote and the right to psychiatric services.

Classification procedures should give greater emphasis to individual differences among offenders.

There should be equitable services for all inmates with due concern for special groups. The following were identified as special offender groups:

i) Mentally Ill/Disabled Inmates

Mentally disordered inmates must be identified since they require special programmes and services both in prison and while under supervision in the community.

A Federal Health Center should be built.

Regional psychiatric centers, using the facility at Saskatoon as a model, should be constructed.

ii) Women Inmates

There is insufficient attention given to facilities, programmes and services for the female inmate. The Prison for Women should be closed and regional facilities should be used to house female inmates.

Viable programmes and services such as marketable skills training and child care services should be instituted. The maintenance of family ties should be emphasized.

More women should be hired in all staff levels of CSC, and particularly at the management levels.

iii) Native Inmates

Native inmates should be recognized as a culturally distinct group requiring their own facilities, programmes and services.

Native institutions/release centers should be established and operated by Natives.

CSC should attempt to encourage more Native involvement in corrections, particularly through the hiring of Native staff in all CSC operations.

iv) Sex Offenders

Sex offenders are also a distinct group requiring special programmes and approaches.

v) Violent Offenders

Dangerous offenders receive too much attention to the detriment of the general inmate population. This type of offender requires separate facilities and a different management approach than other inmates.

vi) Long-Term Inmates

The long-term inmate should be separated from the general inmate population, in "normalized" conditions, with career programme plans.

vii) Segregated Inmates

Segregation practices and their impact on offenders should be studied.

viii) Political Prisoners

CSC should consider management strategies for future inmates identified as "political prisoners".

g) Release

Mandatory supervision should be abolished. There should be an increase in the use of parole.

Parole criteria should be less restrictive.

Parole officers should be used as service brokers as opposed to their present counselling or supervisory role.

The sentencing court should be consulted in parole applications.

There is a need to study means of de-institutionalizing inmates as a first major step in decreasing the use of imprisonment.

FACTORS LIKELY TO IMPACT ON THE CORRECTIONAL SERVICE OF CANADA

External Factors	Impact
1. Increasing government expenditures and costs.	<ul style="list-style-type: none"> • forces an emphasis on self-sufficiency in prison operations. • forces a greater use of alternatives to incarceration. • forces increased accountability of public expenditures by correctional administrators. • forces restraint in critical services in the community. Public psychiatric facilities are being decreased, which will affect CSC caseload (i.e. more mentally ill in prisons).
2. A shift in public opinion to conservatism.	<ul style="list-style-type: none"> • impedes penal reform.
3. Regional differences across Canada will continue.	<ul style="list-style-type: none"> • inhibits the development and maintenance of national policies, including staffing.
4. Increasing racial/ethnic tensions and conflicts in urban centres.	<ul style="list-style-type: none"> • affects CSC admissions, with possibly more minorities incarcerated.
5. The increase in life expectancy and the declining birth rate.	<ul style="list-style-type: none"> • long term effect on CSC admissions as crime, especially violent crime, is most predominate among youth.
6. The Native population is not declining at the same rate as the general Canadian population.	<ul style="list-style-type: none"> • continued increase in the number of Native offenders and inmates.
7. Rising unemployment among women, and the continued employment of women in low paying jobs with high susceptibility to displacement through technological change.	<ul style="list-style-type: none"> • increase in economic-based crimes committed by women (i.e. crimes of need).

Internal Factors

Impact

1. Legislative changes.	
a) decriminalization.	<ul style="list-style-type: none"> • decreases the criminal contacts which facilitate entry into crime and will decrease federal admissions in long term.
b) change in sentencing policy for mentally disordered offenders.	<ul style="list-style-type: none"> • affects CSC admissions and facilities planning with possible decrease in emotionally disturbed inmates.
2. Increased emphasis on alternatives to incarceration.	<ul style="list-style-type: none"> • decreases the number of property, fraud and minor assault offenders in the federal prison system. • leaves prisons with a higher proportion of dangerous/long-term inmates. • expansion of the criminal justice net. • affects the distribution of the criminal justice dollar.
3. Minimal funding for alternatives to incarceration.	<ul style="list-style-type: none"> • prohibits the effectiveness of alternatives, resulting in an increase in prison populations.
4. Entrenched staff unionism, with increasing power of unions.	<ul style="list-style-type: none"> • affects the development and implementation of policies, programs and services as unions demand more input in these areas.
5. Drug and alcohol problems in society will increase.	<ul style="list-style-type: none"> • affects CSC admissions, facilities planning and inmate programmes.
6. Increasing number of political prisoners (terrorists).	<ul style="list-style-type: none"> • impact not specified.
7. Increasing number of inmates.	<ul style="list-style-type: none"> • may result in over-crowding.
8. Changing nature of prisoners.	<ul style="list-style-type: none"> • increased violence in institutions with resulting increase in protective custody numbers.

9. Increase in number of long-term/dangerous inmates.
- results in a more violent prison environment and an increase in the number of protective custody inmates.
10. De-institutionalization of mental patients and their subsequent redefinition as offenders.
- results in increased numbers of mentally disturbed inmates.
11. An increase in the use of mandatory supervision.
- results in a decrease in number of inmates paroled.
 - results in a redefinition of the parole officer as a "surveillance officer".
 - results in over-crowding and, possibly, prison disturbances.
12. Changes in parole criteria.
- result in CSC programmes having little relevance for staff and inmates.
13. Changes in penal law.
- result in greater emphasis on inmates' rights.
 - increase in court intervention in prison operations.
14. Halfway houses will become institutionalized.
- impact not specified.
15. A decrease in, or maintenance of, the present parole rate.
- increases the number of inmates.

FUTURE DIRECTIONS

The Committee has planned the following tasks for its future meetings:

- Evaluation of those aspects of the criminal justice models which address specifically the "Impact on The Correctional Service of Canada".
- Determination of interest group responses as to the acceptability of each of the four models.
- Elaboration and evaluation of the Committee forecasts, as well as the development of additional forecasts, based on
 - (a) information obtained from briefs; and
 - (b) the examination of additional criminal justice factors and factors external to, but likely to impact on, criminal justice/corrections.
- Superimposition of the forecasts on the current reality to determine the direction of change, on various time horizons, vis-à-vis the criminal justice models.
- Development of a set of scenarios outlining alternative plausible futures for corrections.

MEMBERS - STRATEGIC PLANNING COMMITTEE

Dr. Jim Vantour, Ph.D.

Chairman, Strategic Planning Committee, Special Advisor to the Deputy Commissioner, Policy and Planning, The Correctional Service of Canada.

Dr. Vantour is on leave from his position as Associate Professor, Sociology, and Coordinator of the Criminology and Corrections Program, Carleton University.

He was Assistant Director of the Senate of Canada's Examination of the Parole System (1974), Chairman of the Solicitor General's Study Group on Dissociation (1975) and Advisor to the Service on dissociation matters.

He is the author of a number of government reports on parole and dissociation.

Dr. Marie-Andrée Bertrand, D. Crim.

Professor, School of Criminology, Université de Montréal.

Dr. Bertrand has a distinguished academic career and is recognized for her contributions to the areas of female criminality and theoretical aspects of deviance and social control.

She has served as a member of several criminal justice related commissions including the Commission on Emotional and Learning Disorders in Children (1966) and the LeDain Commission (1973).

Dr. Bertrand has written several books on female criminality, has published extensively in professional journals and is a former editor of the *Canadian Journal of Criminology*.

Mr. John W. Braithwaite, M.S.W.

Deputy Commissioner, Communications, The Correctional Service of Canada.

Mr. Braithwaite's long affiliation with Canadian corrections includes extensive institutional experience in the British Columbia system as well as a number of senior positions in federal corrections.

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He is a member of various national and international correctional organizations and is Past President of the American Correctional Association.

He has published several articles in Canadian and American corrections journals.

Mr. Allen F. Breed, B.A.

Director, National Institute of Corrections, U.S. Department of Justice.

Mr. Breed is a recognized authority in the fields of juvenile and criminal justice. He was State Director, Department of the Youth Authority, California and Chairman of the Youth Authority Board.

He serves on numerous criminal justice commissions and is a consultant to many Federal and State criminal justice agencies.

Mr. Breed lectures on correctional management and juvenile justice and has published widely in leading journals.

Dr. Tadeusz Grygier, Dip. Pol. Sci. and Ec., LL.M., Ph.D.

Professor Emeritus, University of Ottawa.

Dr. Grygier is an internationally known scholar in the field of criminal justice. He has made a significant contribution to criminological theory through his research and writing and has had extensive practical experience in criminal justice, which includes serving as an advisory to the Deputy Commissioner, Policy and Planning, The Correctional Service of Canada.

He is a member of a number of national and international scientific societies.

Judge René J. Marin, LL.B., LL.D. (Hon.)

Ontario County and District Court Judge and Local Judge, High Court of Justice for Ontario.

Judge Marin has served on several national criminal justice related commissions including the Law Reform Commission of Canada (1971), the Task Force on Selection and Training of Policemen (1973) and as Chairman of the Commission of Inquiry Relating to Public Complaints, Internal Discipline and Grievance Procedure within the R.C.M.P.

He serves in an advisory capacity to several university organizations, is a member of numerous municipal, judicial and cultural boards and has published widely in law and criminology journals.

Mr. W.T. McGrath, M.S.W.

Executive Director, Canadian Association for the Prevention of Crime.

Mr. McGrath has had a long association with Canadian criminal justice and corrections. He has been a member of various task forces including the Canadian Committee on Corrections (1969), the Commission of Inquiry into Disturbances at Kingston Penitentiary (1971) and the Working Group on Maximum Security Penitentiaries (1971).

Mr. Tony Sheridan, M.S.W.

Deputy Commissioner of Corrections, British Columbia. Mr. Sheridan has had extensive experience in the British Columbia correctional system.

He is a member and past executive officer of a number of criminal justice associations, was a lecturer in the School of Social Work, U.B.C. (1969- 1972), and has contributed to Canadian correctional literature.

Mr. Sydney Shoom, M.S.W.

Regional Director, Institutional Programmes (Eastern Region) Ontario Ministry of Correctional Services.

Mr. Shoom has extensive community and institutional experience in the Ontario and Saskatchewan corrections systems.

He has published numerous papers on various areas in corrections including female criminality, counselling and Canadian penal history.

Research Assistant: Cathy J. Gillis, M.C.A.

APPENDIX B

PUBLICATIONS

A number of background documents on criminal justice in selected countries are being prepared for the Committee's information. At the request of the Commissioner of Corrections, these reports are being published and distributed to criminal justice agencies, CSC personnel and provincial corrections departments.

Those currently available are:

- Report No. 1. Sweden
- Report No. 2. Norway
- Report No. 3. Denmark
- Report No. 4. Finland
- Report No. 5. Netherlands

The following will be distributed in the near future:

- Report No. 6. England
- Report No. 7. West Germany
- Report No. 8. United States

APPENDIX C

THE STRATEGIC PLANNING COMMITTEE

INVITATION TO SUBMIT BRIEFS ON
"FACTORS AFFECTING THE LONG-TERM FUTURE OF
THE CORRECTIONAL SERVICE OF CANADA"

AN ADVISORY GROUP TO THE CORRECTIONAL SERVICE OF CANADA

BACKGROUND

In May, 1979, The Correctional Service of Canada established the Strategic Planning Committee to assist the Service in its long-term planning.

The Correctional Service of Canada (CSC) is basically responsible for the management and administration of sentences of imprisonment of two years or more.

The Strategic Planning Committee is a "futures think tank" - an advisory group consisting of individuals with diverse backgrounds in criminal justice in Canada and abroad.

COMMITTEE MANDATE

The Committee's task is to assist The Correctional Service of Canada in proactive planning by estimating the probability of future events and conditions in criminal justice and related fields and analysing their impact on CSC on various time horizons up to 15-20 years.

REQUESTS FOR BRIEFS

We invite interested organizations and individuals to assist us in:

1. Identifying factors/issues, both within the Criminal Justice System and external to it, which may directly affect CSC.

Some suggestions include changes in the criminal law, criminal justice trends in other countries, Canadian population trends and technological developments.

Respondents should feel free to consider other factors.

2. Determining the manner in which such factors/issues will impact on CSC.

In addition to groups involved principally in criminal justice areas, we recognize that many organizations not specifically or exclusively involved in criminal justice may wish to assist us. Such groups may choose to consider only the future of their interest area and perhaps leave to the Committee the task of interpreting the impact on CSC.

The Committee will acknowledge receipt of briefs but does not anticipate hearings/meetings with participating organizations.

Briefs will be used in the Committee's deliberations and in the preparation of its Annual Reports.

TIME SCHEDULE

The deadline for submissions is May 31, 1980.

Briefs should be submitted to:

Dr. J.A. Vantour,
Chairman,
Strategic Planning Committee,
340 Laurier Avenue West,
Room 1050,
Ottawa, Ontario.
K1A 0P9

APPENDIX D

ORGANIZATIONS AND INDIVIDUALS SUBMITTING BRIEFS

The Committee wishes to thank the following organizations and individuals for their contribution:

Alberta Association of Social Workers
 Alcoholism and Drug Addiction Research Foundation, Ontario
 Alcoholism and Drug Dependency Commission, New Brunswick
 Association des Services de Réhabilitation Sociale
 Canadian Advisory Council on the Status of Women
 Canadian Association for Children with Learning Disabilities
 Canadian Association of Elizabeth Fry Societies
 Canadian Human Rights Commission
 Canadian Psychiatric Association
 Commission des services juridiques, Province de Québec
 Department of Justice, Government of Yukon
 Deputy Attorney General, Province of Alberta
 Elizabeth Fry Society of New Brunswick
 Prof. John H. Hylton, Human Justice Services Programme, University of Regina
 Manitoba Medical Association, Canadian Medical Association
 Native Clan Organization Inc.
 Native Counselling Services of Alberta
 New Brunswick Police Commission
 Nova Scotia Commission on Drug Dependency

Office of the Ombudsman, New Brunswick
 Probation Officers' Association of New Brunswick
 Quaker Committee on Jails and Justice
 Prof. Cyril Greenland, School of Social Work, McMaster University
 Unison Society of Cape Breton
 Dr. Justin Ciale, Dr. Tony J. Juliani, University of Ottawa, Department of Criminology
 Dr. J. LaPlante, University of Ottawa, Department of Criminology
 Prof. C.K. Talbot, Dr. C.H.S. Jayewardene, University of Ottawa, Department of Criminology

APPENDIX E

COMMITTEE PRESENTATIONS

During the past year, the Chairman presented papers on the Committee's findings at the following meetings:

- Saskatchewan Corrections Division Quarterly Management Meeting, June 3-5, 1980, Waskesiu, Saskatchewan.
- Seminar on Criminal Justice Futures (Sponsored by the Ontario Provincial Secretariat for Justice and the Solicitor General of Canada), July 25, 1980, Toronto, Ontario.
- Meeting of the Federal-Provincial Heads of Corrections, November 5-6, 1980, Halifax, Nova Scotia.

These opportunities to exchange views on "the future of corrections" are important to the Committee's task and we are grateful to the above groups.

END