

THE UNIVERSITY OF MANITOBA

SCHOOL OF SOCIAL WORK

The Program Planning Process: An  
Exploratory Descriptive Study of  
Program Development in the Field  
of Corrections

A Thesis Submitted in Partial  
Fulfillment of the Requirements  
for the Degree of Master of  
Social Work.

By

John D. Linklater

November 1976

THE PROGRAM PLANNING PROCESS: AN  
EXPLORATORY DESCRIPTIVE STUDY OF  
PROGRAM DEVELOPMENT IN THE FIELD  
OF CORRECTIONS

by  
JOHN D. LINKLATER

A dissertation submitted to the Faculty of Graduate Studies of  
the University of Manitoba in partial fulfillment of the requirements  
of the degree of

MASTER OF SOCIAL WORK

© 1977

Permission has been granted to the LIBRARY OF THE UNIVER-  
SITY OF MANITOBA to lend or sell copies of this dissertation, to  
the NATIONAL LIBRARY OF CANADA to microfilm this  
dissertation and to lend or sell copies of the film, and UNIVERSITY  
MICROFILMS to publish an abstract of this dissertation.

The author reserves other publication rights, and neither the  
dissertation nor extensive extracts from it may be printed or other-  
wise reproduced without the author's written permission.

## ABSTRACT

This is an exploratory descriptive study in which the researcher examined the process by which a new program was planned and introduced to the criminal justice system. The new program, known as the Native Clan Organization, was introduced as a demonstration project funded by the Ministry of the Solicitor General.

The Native Clan is an organization which provides a number of services such as counselling and referral, recreational activities and halfway home facilities to native inmates and ex-inmates from both federal and provincial institutions.

Using a standardized interview guide composed largely of open ended questions, the researcher interviewed eleven respondents chosen from among the residents and staff of the Native Clan as well as from representatives of the Ministry of the Solicitor General. The responses obtained from the use of the interview guide as well as documentation made available to the researcher were analyzed subjectively and interpretations were made which led to the development of general conclusions regarding the program planning process.

A specific paradigm for program planning is suggested by the researcher who emphasizes that although the paradigm contains the essential components for rational planning of new programs the process can be repetitive or even cyclic in its nature.

## TABLE OF CONTENTS

ABSTRACT .....	ii
CHAPTER	
I INTRODUCTION .....	1
II THEORETICAL FRAMEWORK .....	3
Developing a Conceptual Framework .....	15
Definitions .....	26
Organizational Context .....	24
III METHODOLOGY .....	25
Sources of Data .....	29
General Methodological Procedures .....	30
Method of Data Presentation and Analysis ....	31
Assumptions and Limitations .....	33
IV PRESENTATION & DISCUSSION OF FINDINGS .....	35
Introduction .....	35
Data Presentation .....	35
Discussion of Findings .....	72
Summary .....	92
V CONCLUSIONS .....	95

## CHAPTER I

### Introduction

In recent years a growing share of our national resources have been assigned to the development of programs for meeting social needs. Funds for education, health services, correctional services, income maintenance and related programs are expanding rapidly at all levels of government.

Coinciding with this mass distribution of government funds is a small but growing body of organizational literature which has as its focus the development of program planning paradigms. These paradigms represent theoretical conceptualizations of the process by which organizations develop new programs in response to internal and external stimuli.

This thesis takes the form of an exploratory case study in which the writer examines the process of planning and communication which occurred in the development of a new program in a federal government department. More specifically in the late 1960's and early 1970's the native inmates at a federal government institution, Stony Mountain Penitentiary, began to express their dissatisfaction with services and programs existing inside and outside of the institution. A general unrest developed which led to an exchange of dialogue between the native inmates and federal government officials. This dialogue led eventually to the creation of an innovative, community centered program known as the Native Clan Organization.

The purpose of this study is twofold:

1. To describe the program planning process as it occurred in the development of the Native Clan Organization.
2. To provide a descriptive analysis of the process as it relates to the paradigm used to collect data.

## CHAPTER II

### Theoretical Framework

The purpose of this chapter is to provide an overview of that organizational literature which addresses itself to the program planning process. Following this discussion a theoretical paradigm of the program planning process is introduced by the writer.

Planning, as it is commonly understood is a "relatively systematic method which men use to solve problems"<sup>2</sup>. This definition is of course highly abstract. Within a dynamic organization composed of large, complex units, operating in the face of many forces restricting flexibility, the planning function becomes critical. Since the consequence of any decision has a broad and often drastic impact, management, through its planning function, must try for the optimal course of action.

A great deal of the planning literature stresses the relationship of organization theory and management practice in specific situations. This contingency view depends on a body of knowledge and research endeavors that focus on interrelationships among key variables and subsystems in organizations. In other words the contingency theorists focus upon the end result of a change or the response of an organization to a particular set of conditions.



Given this set of conditions an attempt is made to identify a particular response which, if implemented, would maximize the effectiveness of the organization's functioning. Among the contributions that contingency theorists have made is their view that organizations are not static in nature but are in fact dynamic, changing systems. They have expounded on the need for organizations to change internally and be responsive to the demands of the changing external environment. They do this in the context of the open systems approach to organizations. Lawrence and Lorsch describe the contingency view in the following way:

"During the past few years there has been evident a new trend in the study of organizational phenomena. Underlying this new approach is the idea that the internal functioning of organizations must be consistent with demands of the organization task, technology or external environment and the needs of its members if the organization is to be effective. Rather than searching for the panacea of the one best way to organize under all conditions investigators have more and more tended to examine the functioning of organizations in relation to the needs of their particular members and the external pressures facing them. Basically this approach seems to be leading to the development of a 'contingency' theory of organization with the appropriate internal states and processes of the organization contingent upon external requirements and member needs."<sup>3</sup>

Kast and Rosenzweig, in the context of General Systems Theory describe the contingency view as follows:

"The contingency view of organizations and their management suggests that an organization is a system composed of subsystems and delineated by identifiable boundaries from its environmental suprasystem. The contingency view seeks to understand the interrelationships within and among subsystems as well as between the organization and its environment and to define patterns of relationships or configurations of variables. It emphasizes the multivariate nature of organizations and attempts to understand how organizations operate under varying conditions and in specific circumstances. Contingency views are ultimately directed toward suggesting organizational designs and managerial actions most appropriate for specific situations."<sup>4</sup>

Although the perspectives are somewhat different, these two descriptions, as well as the writings of other contingency theorists, stress that organizations represent open systems. Katz and Kahn<sup>5</sup> provide a detailed outline of this concept as it applies to organizations. The essential elements of the open systems model which are of importance here include the interdependence of the subsystems which comprise the larger organizational system and the concept that open systems exchange information, energy or material with their environment.

The key difference between the contingency theorists and the bulk of organizational literature is the type of question which each attempts to answer. The traditional theorist asks "What is the best way to organize, lead, decide for all situations?" The contingency theorist asks "What is the best way to organize, lead, decide given these specific contingencies?" It is this interdependence of organizational subsystems and the interaction between the organization and the environment under specific conditions which provides the foundation upon which the contingency theorists construct organizational theory.

Differences also exist within the small group of contingency theorists. Burns and Stalker for instance suggest "organic" and "mechanistic"<sup>6</sup> management systems which are contingent upon the rate of environmental change. Under stable conditions the mechanistic type of organization structure characterized by a rigid hierarchy of authority and centralized decision making is more efficient. Under changing environmental conditions, the organic form of organizational structure is most efficient. It is characterized by a less rigid hierarchy of authority and a more decentralized decision making process.

Thompson focuses on environmental uncertainty as the key variable to which an effective organizational structure must be sensitive. "Uncertainty appears as the fundamental problem for complex organizations, and coping with uncertainty, is the essence of the administrative process."<sup>7</sup> He states that uncertainties stem from:

1. generalized uncertainty or lack of cause/effect understanding in the culture at large.
2. contingency, in which the outcomes of organizational action are in part determined by the actions of elements of the environment.
3. internal uncertainty arising from the interdependence of components of the organization.<sup>8</sup>

Lawrence and Lorsch also focus on environmental uncertainty as the key variable to which an organizational structure must be sensitive. They hold to the principle that there is no one best managerial style for all departments in an organization. In developing a model for organizational design, the key concept subscribed to is sensitivity to the extra organizational environment. This model provides a framework based on the demands of the organizations environment and the optimum organizational characteristics required to operate effectively in that environment. There are four environmental demands which the authors put forth:

1. The major competitive issue;
2. Certainty of knowledge;
3. Diversity of environmental characteristics;
4. Required interdependence of activities.<sup>9</sup>

Their model is based on the assumption that all organizations have two characteristics which allow them to survive:

1. As systems become large they differentiate into parts and the functionings of these separate parts must be integrated if the entire system is to be viable;

2. Adaptation to the outside environment is essential.

The first characteristic has two important elements:

differentiation and integration. Differentiation means that the components of an organization are highly differentiated from one another. Each component has different organizational patterns, different systems for decision making, different channels of communication and different attitudes and time orientation from other components which work with a different set of environmental pressures. This is true simply because each component must be highly adapted to its particular task and be able to react quickly to changes in its environment. It is worth noting that differentiation contrasts with decentralization which generally refers to the delegation of decision making powers. Differentiation refers to the complete adaptation of an organizational unit to the requirements of the environment within which it works. As organizations deal with their external environments they become segmented into units, each of which has as its major task the problem of dealing with a part of the conditions outside the firm.

Integration is the process by which the differentiated units with their own inputs, goals and outputs link together

in order to accomplish the overall organizational goals. Integration is basically a conflict resolution process. The problem encountered by the integrating function is how to resolve specific conflicts without expecting conflict to disappear. Conflict is an integral part of this model because differentiation and integration are antagonistic concepts. The more differentiation there is, the more differences there are, the more conflicts arise; the more conflicts that exist, the more difficult and complex becomes the process of integration.

Johnson, Kast and Rosenzweig address themselves to the problem of applying the concepts of differentiation and integration to organizational design. They state that the concept of differentiation and integration involves "differentiating the necessary activities of an organization both horizontally and vertically - dividing up the work into doable tasks. At the same time attention must be given to co-ordinating these activities and integrating the results into a meaningful composite result. The fundamental purpose is objective accomplishment".<sup>10</sup> In applying these concepts to organizational design they suggest that:

"1. Units which have similar orientations and tasks should be grouped together. (They can reinforce each other's common concern and the arrangement will simplify the coordinating task of the manager.)

2. Units required to integrate the activities closely should be grouped together. (The common manager can coordinate them through the formal hierarchy.)"<sup>11</sup>

The second step is then to design a means of integration for the basic structure. It is suggested that special means should be built into the organization in such a way that they facilitate the interaction of integrators with functional specialists who have the relevant knowledge to contribute to joint decisions. In brief the authors suggest that the differentiation and integration of activities are the key dimensions to consider in tailoring the design of an organization.

The organizational structure then, must be sensitive to a number of factors if it is to be responsive to changing environmental and internal forces. The organization adapts to these changing requirements through planning. The planning process is considered to be the vehicle for accomplishment of systems change. Without planning the organization would be slow to change and would not adapt to changing environmental forces.

A variety of conceptual models for the program planning process have been developed in organizational literature. Hage and Aiken suggest four stages in the process of planned organizational change:

1. Evaluation - this represents the beginning of the change process at which point the organizational decision makers determine that either the organization is not accomplishing its present goals as effectively or efficiently as possible, or when decision makers alter or amend the goals of the organization.
2. Initiation - the point at which the decision makers have decided to add to, modify or delete a program or activity in the organization.
3. Implementation - the transition from an idea to a theoretical concept and on to a reality within the organization.
4. Routinization - the time when the organization decision makers decide whether or not the program is meeting the need for which it was designed and therefore should, or should not be, institutionalized. With this decision, if it is to retain the program, comes the development of procedures for the long term incorporation of this program or activity into the system ....rules, procedures, job descriptions. The decision to standardize a program marks the beginning of this routinization stage.<sup>12</sup>

Mann and Neff also referring to social change in organizations, suggest five phases of the change process which are similar to those of Hage and Aiken:



1. The state of the organization before the change. This is a description of the organization in its "steady state" when operations are relatively normal and management is keeping the organization in equilibrium.
2. The recognition of the need for change. This is an interval during which technological, economic or other events are perceived by some or all members of the organization as so disquieting or dissatisfying as to motivate research for new, more satisfying arrangements.
3. Planning for the change - this involves clarifying the problems and defining objectives, developing and reviewing alternative courses of action, determining strategy and tactics and identifying and developing needed skills.
4. Taking the Action Steps to make the change - in this phase action is taken to execute the change plan, methods for assessing how the change is proceeding are devised and used periodically, the change is replanned, and new action steps are taken.
5. Stabilizing the Change - this deals with the actions which must be taken to consolidate and reinforce the patterns of behaviour and expectations which are required under the new system and thus to develop a new equilibrium for the system.<sup>13</sup>

If we compare the framework which Hage and Aiken suggest with that of Mann and Neff, we find that they are saying essentially the same things. What the latter researchers define in two phases, the state of the organization before change and the recognition of the need for change, the former

researchers combined into one stage, the evaluation stage.

Alfred J. Kahn in "Studies in Social Policy and Planning" states that the total planning process involves:

1. A variety of preliminary explorations, including efforts to clarify the right to plan, to create a planning unit.....
2. Definition of the planning task, both following upon and leading to reality assessments and inventories, value analysis and choosing;
3. Policy formulation on the basis of empirical exploration; further value probing and choice, definition of the system; consideration of relevant functions; choice of boundaries; assessment... of costs....
4. Programing - as including a wide range of issues from administrative structuring and manpower assignment to budgeting and time-planning, and including feedback for policy review in light of programming realities;
5. A system of reporting, evaluation, and formal feedback."<sup>14</sup>

In his companion volume entitled the "Theory and Practise of Social Planning" Kahn describes planning as a process in evolution. He makes a distinction between planning and programing, the latter being primarily concerned with the delivery of service and being only one stage of the total planning process. The total process requires broad and comprehensive support from various specialists including policy analysts, program developers, administration specialists, measurement people, budgeters and enablers, negotiators or

bargainers. He emphasizes the role of the enablers stating that they may be involved in one or all phases of the planning process. Kahn states "Where there is unity, one would expect a staff balanced with expertise from all three realms: economic, physical, social. In practise the emphasis is in favor of economists, whose discipline and method tend to set the conceptual framework for...planning."<sup>15</sup> He argues convincingly against a monopoly by any discipline at any level of the planning process.

Kast and Rosenzweig state that the concept of planned change assumes that the organization can identify gaps between current conditions and desired conditions on a variety of dimensions including effectiveness, efficiency, and participant satisfaction. They have developed the following conceptual framework within which organizations typically respond when confronted with apparent gaps:

1. Problem sensing - Recognizing the need for change.

This awareness may stem from a variety of sources, the most important of which is the formal organizational process of introspection, critique and follow-up.

2. Problem definition - problems are defined in a way which identifies a gap between a current condition and a desired condition on some relevant dimension.

3. Problem solving - this phase involves generating alternatives, evaluating them and choosing a future course of action. Tentative action steps should be identified and checked for feasibility. Performance measures should be established (quantitative and/or qualitative) so that the results of the

planned change can be evaluated at a later date.

4. Implementation of change - in this stage action steps are taken to transform the plan to a reality.

5. Organization renewal - in this phase there is a follow-up appraisal of action results against the plan. This process may lead to no action if the system is on target or to a new cycle of planned change if a problem is sensed.<sup>16</sup>

Each of the four conceptual models of the program planning and process presented above assumes the open systems model of planned change. The fundamental purpose of the planning activity is objective accomplishment. The elements contained in each model very closely resemble one another. Differences in each paradigm reflect not so much a variance in the ordering of the process as they do a preference for specific labels in each stage. Differences are also found in the activities included in each stage and this in turn causes some variance in the number of steps involved in each model.

#### DEVELOPING A CONCEPTUAL FRAMEWORK

In conceptualizing a framework within which to study the program planning process it was determined that each of the four models presented above should be synthesized so that the essential elements of each would be included in the model used for study.

The model presented below represents a synthesized version of the paradigms presented in Table I.<sup>17</sup> The conceptual framework included the following six stages:

1. Identification - the initial phase of the planning process in which specific problems or needs are identified.
2. Informal Planning - a period of reflection in which various ideas are exchanged on an informal basis. Various courses of action are discussed and preferences are verbalized.
3. Formulation and Statement of Objectives - a selection of choices, embodying some estimate of feasibility and the specification of goals and objectives.
4. Formal Planning - action steps are taken toward the development of a specific program format including the search for financial, physical and human resources. The end product is a formal program proposal.
5. Implementation - the action plan is operationalized.
6. Stabilization - the ongoing operation of the program in which there is a continuous attempt to achieve and maintain equilibrium.

This simplified schema should not be viewed as a rigid hierarchy of steps but rather as a "process in evolution".<sup>18</sup> Kahn makes it clear that planning is a continuous process and not a series of single steps. What follows reveals how this particular model evolved.

TABLE I

PROGRAM PLANNING PARADIGMS

HAGE and AIKEN	MANN and NEFF	KAST and ROSENZWEIG	KAHN
<p>1. EVALUATION - of whether or not the organization is accomplishing its goals.</p> <p>2. INITIATION - by adding to, modifying or deleting a program activity.</p> <p>3. IMPLEMENTATION - the transition from a plan to a reality.</p> <p>4. ROUTINIZATION - based on evaluation, determine whether program should be institutionalized.</p>	<p>1. STATE OF ORGANIZATION BEFORE THE CHANGE - a description of the organization in its steady state.</p> <p>2. RECOGNITION OF NEED - new and more satisfying arrangements are deemed necessary.</p> <p>3. PLANNING FOR THE CHANGE - clarifying problems, defining objectives and reviewing alternative courses of action.</p> <p>4. ACTION STEPS - action is taken to execute the change plan. Includes assessment, replanning and new action steps.</p> <p>5. STABILIZING THE CHANGE - consolidation and reinforcement of patterns of behaviour. Achieve a new equilibrium.</p>	<p>1. PROBLEM SENSING - Recognizing the need for change.</p> <p>2. PROBLEM DEFINITION - identify gaps between current conditions and desired conditions.</p> <p>3. PROBLEM SOLVING - generate alternatives, evaluate them and design future courses of action. Develop evaluation component.</p> <p>4. IMPLEMENTATION OF CHANGE - action steps are taken to transform the plan to a reality.</p> <p>5. ORGANIZATION RENEWAL - follow up appraisal of plan and organizational self evaluation on a formal, regular basis.</p>	<p>1. PRELIMINARY EXPLORATION - includes clarification of right to plan and to create a planning unit.</p> <p>2. DEFINITION - of the planning task.</p> <p>3. POLICY FORMULATION - includes value probing, consideration of relevant functions, choice of boundaries.</p> <p>4. PROGRAMMING - administrative structuring, manpower assignment, budgeting.</p> <p>5. EVALUATION - a system of reporting and formal feedback.</p>

1. Identification - Virtually all of the theorists suggest that the initial phase of the program planning process involves the recognition or identification of factors which indicate that the organization is not accomplishing its stated objectives. In attempting to conceptualize this phase, Hage and Aiken state that this is the period when it is recognized that the organization is not accomplishing its present goals as effectively or efficiently as possible. They suggest that this is an evaluative period during which time decision makers decide whether to amend or alter the goals of the organization. Mann and Neff divide this phase into two parts. The first involves a description of the organization in its steady state while the second is the identification of the need for change. Kast and Rosenzweig on the other hand suggest that problem sensing, that is, recognizing the need for a change, is a result of formal processes which organizations develop to evaluate themselves in an ongoing basis. Kahn indicates that the first phase of planning involves a variety of preliminary explorations of relevant facts. In all cases it is implied, if not formally stated, that the organization is subject to some form of disequilibrium which either leads to or is a direct result of the identification of specific needs.

2. Informal Planning - The program planning process as described by most theorists appears to take into account only that type of change which Bennis refers to as planned change. Kahn suggests that there is a period in the planning process during which various ideas are exchanged and preferences expressed. This is, in effect, a period of reflection during which time people talk informally about the problems or needs identified in the first phase. Mann and Neff give partial recognition to this phase when they identify a period of time during which decision makers determine that there is a need for research in order to provide new and more satisfying arrangements within the context of the organization. However it is Bennis' conception of unplanned change that prompts this writer to include a separate stage of planning during which time participants in the planning process discuss, on an informal basis the impact of the needs identified in the first phase.

3. Formulation and Statement of Objectives - There appears to be consensus among the researchers that there is a well defined period of time during which planners formulate specific objectives that must be achieved in order to regain equilibrium within the system. In essence this phase reflects the first series of choices made by the planners. The selection of these choices embodies some estimate of feasibility, for the assumption is almost always made, even if implicitly, that it



can be achieved. Major objectives and goals are defined in such a manner that they are consistent with the more general goals of the organization. Mann and Neff include this activity with such other activities as the determination of strategy, identifying and developing needed skills, manpower allocation, etc. It is suggested by this writer however that a distinction must be made between those activities which will influence the structure of the program and those activities which are designed to enunciate the purpose of the program. The logical sequence of events would seem to be that a determination is made regarding the specific purposes for which a program is being designed and that steps would then be taken to structure the program in such a manner that the objectives of the program might best be achieved.

4. Formal Planning - It is in this phase that the details of scale, staging (programming over time) and staffing are worked out. The entire field of administration becomes relevant. Manpower planning, finances, service integration and resource development are included. This phase should be "flexible enough to pose options and to permit alterations to meet unforeseen contingencies".<sup>19</sup> Each of the four theorists described previously include a formal planning stage in their paradigms. In all cases there is clear recognition given to the existence of a particular stage in the planning process during which formal plans are enunciated and preparation is made to implement the plan.

5. Implementation - Hage and Aiken state that this is the phase in which the program becomes operational. That is, there occurs a transition from concept to reality. This phase usually involves some type of feedback mechanism to assess how the change is proceeding and to allow for the introduction of appropriate alterations to the change. Techniques of implementation are vital and may include consultation with resource people, staff briefings, training sessions and literature distribution. The implementation phase is a very complex process requiring a great deal of skill. Although all of the theorists give recognition to the importance of this phase, very little is written about the actual implementation process itself.

6. Stabilization - Mann and Neff state that in this final phase actions are taken to consolidate and reinforce the patterns of behaviour and expectations which are required under the new system and thus to develop a new equilibrium. This phase can be conceptualized as the ongoing operation of the program. Changes in needs, objectives, budget, roles and activities of staff and clients, physical resources, numbers of staff, screening and admission procedures and changes in management priorities are examined, as are the actions and responses to these changes.

Implicit in this phase is the evaluation component. That is the organizational decision makers make an effort to assess the program in terms of its effectiveness and efficiency in achieving its goals. Kahn adds a note of caution here when he states "Unrealistic fadism about evaluation often results in legislative and bureaucratic mandating of research designs in connection with all program innovation. While the intent may be admirable, the fact remains that measurement of effectiveness requires extreme clarity about the input (the program being tested), control of extraneous factors (in the research sense), and clarity about criteria for effectiveness".<sup>20</sup> He goes on to state that it can be unrealistic and even disastrous to mandate formal evaluation where the real need is for an initial period of program development characterized by considerable trial and error.

This then constitutes the conceptual framework within which the Native Clan Organization has been studied. Table II represents a summarized version of the program planning paradigm as developed by this writer.

TABLE II

## THEORETICAL PARADIGM OF THE PROGRAM PLANNING PROCESS

## PHASE I

Identification - the initial phase of the planning process in which specific problems or needs are identified.

## PHASE II

Planning - Informal - a period of reflection in which various ideas are exchanged on an informal basis. Various courses of action are discussed, Preferences are verbalized.

## PHASE III

Formulation and Statement of Objectives - a selection of choices, embodying some estimate of feasibility and the specification of goals and objectives.

## PHASE IV

Planning - Formal - action steps are taken toward the development of a specific program format including the search for financial, physical and human resources. The end product should be a formal program proposal.

## PHASE V

Implementation - the action plan is operationalized.

## PHASE VI

Stabilization - the ongoing operation of the program in which there is a continuous attempt to achieve and maintain an equilibrium with the organization of which it is a part.

## CHAPTER III

### Methodology

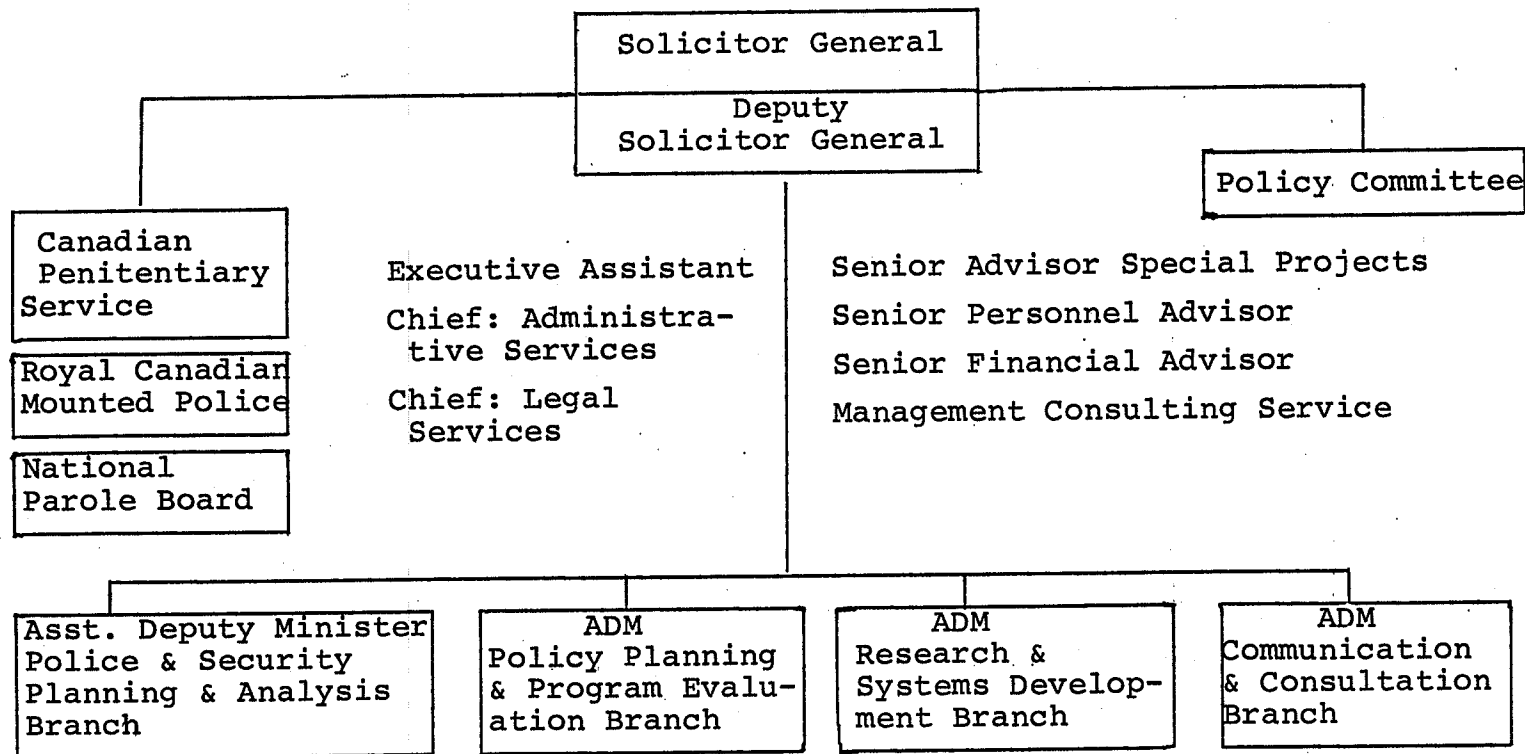
This chapter includes a detailed description of:

- I The Organizational Context of the Study
- II The Sources of Data
- III General Methodological Procedures
- IV The Method of Data Presentation and Analysis

#### ORGANIZATIONAL CONTEXT OF THE STUDY

Although the Native Clan Organization developed as a result of the efforts of a group of people located primarily in Winnipeg, the program planning process directly involved officials at various levels of the Federal government. The Chart presented below demonstrates the organizational context within which the program planning process must be viewed:

ORGANIZATION CHART - SECRETARIAT OF THE MINISTRY OF THE SOLICITOR GENERAL



The following definitions will be essential to an understanding of the conceptual framework within which this thesis is presented:

- a. Program planning process - a process for the accomplishment of systems change which seeks to maximize the effectiveness of the organization in accordance with its objectives.
- b. Parole - "Authority granted under this (Parole) Act to an inmate to be at large during his term of imprisonment".<sup>21</sup>
- c. Resident (Inmate) - "A person who is under a sentence of imprisonment imposed pursuant to an Act of Parliament of Canada or imposed for criminal contempt of court but does not include a child within the meaning of the Juvenile Delinquents Act who is under sentence of imprisonment for an offense known as delinquency."<sup>22</sup>
- d. Parole Supervisor - "A person charged with the guidance and supervision of a paroled inmate."<sup>23</sup>
- e. Mandatory Supervision - "Where an inmate to whom parole was not granted is released from imprisonment, prior to the expiration of his sentence according to law, as a result of remission, including earned remission, and the term of such remission exceeds sixty days, he shall, notwithstanding any other act, be subject to Mandatory Supervision commencing upon his release and continuing for the duration of such remission".<sup>24</sup>

A brief summary of the Ministry's role is also necessary to a complete understanding of the program planning process.

In 1966 Parliament assigned to the Ministry of the Solicitor General responsibility for the Royal Canadian Mounted Police, the Canadian Penitentiary Service and the National Parole Board. The National Parole Board has two arms, the actual board which makes parole decisions and the National Parole Service which functions at the community level. The heads of these three agencies, who have responsibility for administration and programs in their areas, report directly to the Solicitor General.

The Canadian Penitentiary Service receives inmates directly from the courts and is responsible for the administration of sentences of two years or more. Its 54 maximum, medium and minimum security institutions located in eight Canadian provinces provide the full range of treatment and specialized training to help the inmate rehabilitate himself.

The National Parole Board determines whether parole should be granted to inmates, convicted under federal law.

The National Parole Service is dedicated to assisting the offender in becoming a responsible law-abiding member of the community, while it ensures public protection. The Service is responsible for the investigation and preparation of cases for the Board. It is responsible for the supervision



of parolees and for the supervision of inmates, who are not selected for parole but are released on mandatory supervision to serve their remission period in the community.

The development and coordination of Ministry policy is the responsibility of a Secretariat that reports to the Deputy Solicitor General. The Secretariat has four branches, each headed by an Assistant Deputy Minister. The branch which is of most interest to this study is the Communication and Consultation Branch. This branch is responsible for the Ministry's internal and external communications. It fulfills its role through broadly based consultations, demonstration projects, Task Force studies and reviews of provincial correctional services. Perhaps most important for the application of research, it funds and encourages a wide variety of innovative action projects on crime prevention.<sup>25</sup>

The Native Clan's proposal for funding then, required the coordinated efforts of the Canadian Penitentiary Service, the National Parole Board, the National Parole Service and the Communication and Consultation Branch of the Ministry of the Solicitor General. The Communication and Consultation Branch was in turn responsible to the Deputy Solicitor General and final funding authority lay with the Treasury Board.

## II SOURCES OF DATA

Two sources of data were utilized in conducting the study. These were:

1. Documentation, including various memos and minutes, which were made available to the researcher by the Native Clan Organization, the National Parole Service and the Consultation department of the Ministry of the Solicitor General.
2. Interviews of subjects known by the researcher to have been actively involved in the planning process. The respondents included:
  - a. The Chairman of the Board of Directors of the Native Clan Organization.
  - b. The Director of the Native Clan Organization.
  - c. The former Director of the Native Clan Organization.
  - d. The Senior counsellor and parole supervisor of the Native Clan Organization.
  - e. A former liason worker and parole supervisor employed by the Native Clan Organization.
  - f. A former planner and liaison counsellor with the Native Clan Organization.
  - g. A former resident and planner.
  - h. The District Director of the National Parole Service in Winnipeg.

- i. A regional consultant with the Ministry of the Solicitor General.
- j. An assistant Classification Officer in the Penitentiary Service.
- k. A supervisor of Classification in the Penitentiary Service.

Each of the above respondents was selected either on the basis of the writer's personal knowledge of their involvement in the program planning process or because they were recommended to the writer by other interviewees.

### III GENERAL METHODOLOGICAL PROCEDURES

1. Documentation - a considerable amount of file material was made available to the researcher. This material was chronologically indexed and analyzed by the researcher in order to factually document the stages of the planning process. Since much of the material is of a confidential nature, reference is only made to the fact that documentation exists to support particular activities which occurred in the planning process. The actual documentation is not included in the study.

2. The Standardized Interview Guide - The program planning paradigm developed in Chapter II was used as the basis for the standardized interview guide contained in Appendix A. Six phases of planning were examined: identification of needs, informal planning, formulation and statement of objectives,

formal planning, implementation and stabilization. Questions relating to each phase of planning arose from two sources:

a. A review of existing literature on the program planning process. Since existing paradigms were arrived at deductively, it was possible to identify specific problem areas for further investigation.

b. Extensive use was made of a questionnaire previously developed by a federal government task force of which this researcher was a member. This questionnaire was administered by the task force to approximately two hundred and twenty-five respondents and was designed to elicit information regarding program development in the field of corrections.

Each subject was given the same introduction to the questionnaire (see Appendix B). Each respondent was asked to respond to all questions to the best of his ability. Interviews ranged from one hour to over three hours in length and were recorded on a standard cassette recorder.

#### IV METHOD OF DATA PRESENTATION AND ANALYSIS

1. Documentation - All documents including letters, memos and formal proposals were chronologically indexed in such a manner that the date of writing, name and position of sender, name of receiver and subject matter were readily available to the researcher. This indexing procedure was used to allow the researcher to locate specific information for each of the stages of the planning process.

This information was used in conjunction with data received from the interviews in order to clarify discrepancies or to provide additional information where required.

2. The Standardized Interview Guide - As stated previously each of the eleven interviews was recorded on a standard cassette recorder and subsequently transcribed. It was anticipated that very little documentation would exist for the first two stages since by definition there is an informality which almost precludes the recording of data or information. Consequently virtually all data for the first two stages were obtained from the transcribed interviews. Data for the latter four stages were obtained from both the interviews and the document analysis. Recognition was given to the fact that responses to the questionnaire would vary according to the respondent's degree of involvement in the planning process, the degree of accuracy in recalling events and the extent to which the respondent was kept informed of events as the program planning process evolved. Each stage of the planning process was described separately according to the data available from the interviews and from the documents. Any differences in data obtained from the interviews were noted in the discussion.

Following the description of each stage the researcher recorded observations about the events in that stage in terms of the theoretical paradigm.

Finally an overall analysis of the events as they occurred in the program planning process was undertaken. It was possible to identify specific time sequences in the process and to identify areas of overlap and/or omission.

The thesis concludes with the presentation of various problem areas experienced in this research which will require further investigation.

#### ASSUMPTIONS

The researcher is prepared to make the following assumptions with respect to this study:

- a. The use of personal interviews with a standardized interview guide is regarded as an adequate method of gathering data considering the exploratory nature of this study.
- b. The respondents selected are considered to be the most knowledgeable individuals with respect to the subject matter of this study.

It is assumed that each respondent answered all questions to the best of his knowledge and ability and that to this extent the answers may be regarded as true and valid.

#### LIMITATIONS

The study has the following limitations which were taken into consideration in the problem-formulation stage of the research:

- a. It will not be possible within this study to evaluate the success of the Native Clan Organization in relation to other rehabilitative programs.
- b. It will not be possible to evaluate the relative merits of the program planning process in this case study.
- c. It will not be possible to evaluate the Native Clan Organization in terms of whether or not it is meeting its stated objectives.
- d. There will be no evaluation of community acceptance or attitude toward the program.
- e. It will not be possible to assess the adequacy of resources in relation to the Native Clan Organization.
- f. There is no assurance that the relationship between two variables found in a given study will be found in other studies.
- g. A hypothesis based upon a single case study is likely to be unrelated to other knowledge or theory. (see footnote 1)

Given these limitations it must also be recognized that intensive case studies are a particularly fruitful method for stimulating insights and suggesting hypotheses for future research into the subject.

## CHAPTER IV

## Presentation and Discussion of Findings

INTRODUCTION

This chapter consists of three parts. The first part consists of a narrative account of the program planning process as it occurred in the development of the Native Clan program. The second part consists of a stage by stage analysis of events and the concluding part consists of a summary of the entire process, with a comment on the usefulness of our theoretical paradigm.

PART I - DATA PRESENTATIONStage I Identification

In September, 1971, a letter arrived at the offices of the Manitoba Metis Federation which had been written by representatives of the Indian and Metis Brotherhood Organization (I.M.B.O.) in Stony Mountain Penitentiary. In the letter a number of concerns of the native inmates of the institution were specified.<sup>26</sup> It was claimed that native inmates were being discriminated against by the National Parole Board in terms of the number of paroles granted to native inmates as compared to the number being granted to non-native inmates. It was stated that the native inmates were not able to participate in institutional rehabilitative programs because of language barriers, illiteracy and cultural barriers.



The letter further claimed that neither the National Parole Board nor the Canadian Penitentiary Service were responsive to these needs and that as a result the native inmate was poorly prepared for release either on parole or at the end of sentence. This in turn resulted in a high recidivism for the native inmate as compared to the non-native inmate. Other concerns expressed in the letter included limited contact with relatives and friends on reserves, a lack of release facilities in either urban or rural settings, relatively few releases on temporary absence as compared with the non-native population and a lack of native counsellors in the institution and in the National Parole Service with whom the native inmate might better be able to relate.

Although the letter was not documented with statistics, the concerns that were expressed aroused the interest of one × representative of the Manitoba Metis Federation (M.M.F.) who decided to accept the invitation to meet with the Indian and Metis Brotherhood Organization in order to determine whether the claims could be substantiated. During the course of that meeting, in October, 1971, the M.M.F. representative became convinced that the concerns that had been expressed were legitimate and that "something had to be done".<sup>27</sup> He was aware however that no efforts had been undertaken to document the validity of the native inmates' concerns and that no

concerted effort had been made to enlist the support of either institutional or parole personnel in the development of a program or programs that might be of assistance to the native inmate in alleviating some or all of their concerns.

After hearing the inmates reiterate their concerns and after listening to their demands for more native staff in the institution and for some form of release facility for natives who were released from prison, the M.M.F. representative agreed to help them, although he was uncertain what he would do or how he would do it. He also pledged that whatever action was undertaken would only be done after full consultation with the native inmates themselves.

## Stage II Informal Planning

According to the M.M.F. representative's own account his initial concern was to obtain some form of statistical support for the claims being made by the native inmates. He therefore sought the assistance of the Director of the Community Corrections Centre (a federal day release centre located in Winnipeg). The Director provided a statistical breakdown of the inmate population at the Community Corrections Centre from November, 1968, to September 30, 1971 (see Appendix C). With these statistics in hand the M.M.F. representative set out to secure support in principle from a number of people for what he now saw as the need for an "all native"<sup>28</sup> community

release centre located in Winnipeg. He met individually with the Director of Stony Mountain Institution, the District Representative of the National Parole Service, representatives from the Manitoba Indian Brotherhood, the Department of Indian Affairs and the provincial department of Health and Social Development. In each case the objective was to inform each organization of the immediacy of the needs of the native inmates and to elicit support in principle for the development of a halfway home in Winnipeg to be operated by and for natives exclusively. The statistic which he pressed most forcefully in support of his position was that only fifteen per cent of the non-native population at the Community Corrections Centre "got into trouble", forty-two and one-half per cent of the native residents encountered similar difficulties (Appendix C). Although the M.M.F. representative made no attempt to validate his belief that a halfway home run by natives would significantly reduce the high incidence of recidivism among natives, his idea was well accepted by everyone he talked to. He received unanimous approval to pursue the development of such a program and was encouraged to develop a proposal for funding from the Department of the Solicitor General.

Prior to developing such a proposal, and in keeping with his promise to consult with the native inmates, the Manitoba Metis Federation representative arranged another meeting in October, 1971, at the institution which included

each of the departmental representatives he had spoken to.

The purpose of that meeting was to:

1. Explain to the natives what actions had been taken since the previous meeting and to ensure that the direction in which he was moving was consistent with the native inmates' expectations.
2. To obtain an open declaration of support for the halfway home concept from each department head, that is, the Director of the institution, the District Representative of the National Parole Service, the representatives from the federal Department of Indian Affairs and the provincial Department of Health and Social Development and the representative from the Manitoba Indian Brotherhood.
3. To encourage all participants at the meeting to elaborate further on needs and/or programs which they felt should be emphasized.<sup>29</sup>

The first two objectives were readily accomplished with each of the department heads espousing their support for the development of a program, a halfway home in particular. The third objective of the meeting brought forth a number of suggestions including the hiring of native counsellors to work in the institution; hiring of native liaison workers to assist native inmates in maintaining contact with family and friends; and developing educational and vocational training programs in the institution which were specifically tailored to the needs of the native inmate.<sup>30</sup>

Although each suggestion was briefly discussed, only two were given serious consideration. These were the proposal for an all native halfway home and the suggestion that liaison workers be hired.

The idea of hiring liaison workers was considered to be important for two reasons:

1. Native inmates were, in many instances, virtually deprived of contact with relatives and friends. It was felt that a liaison worker would be in a position to assist family members to visit relatives in the institution and to provide escort for those native inmates who were granted temporary absences to visit in the community.
2. It was felt that a proposal for the hiring of possibly two liaison workers would be economically acceptable to the Department of the Solicitor General and therefore might be implemented in a relatively short time.

The idea of a halfway home for natives was also given serious consideration. It was felt that such a facility would enhance both pre-release planning and community adjustment following release. One of the primary considerations was that native inmates who were released to Winnipeg frequently entered unstable living environments and, if they were from remote communities, were unable to cope with an unfamiliar urban environment.

As a result of this meeting the M.M.F. representative was encouraged, by all who were present, to develop a proposal for funding for the halfway home and to attempt to obtain funding for a liaison worker.

A short time following this meeting the M.M.F. representative met with the Deputy Commissioner of Penitentiaries. They briefly discussed the concept of a liaison worker and the Deputy Commissioner made it known that funds were available in his department for such a program if it was requested. Following this meeting, the M.M.F. representative approached the Manitoba Indian Brotherhood with the suggestion that two of their representatives work with two representatives from the Manitoba Metis Federation in a combined effort to meet the needs of all native inmates regardless of treaty status.<sup>31</sup> It was felt that this demonstration of solidarity between the groups would provide additional impetus to any requests that were made for funding. This informal agreement between the M.M.F. and M.I.B., in November 1971, was the basis for the formation of a new organization, the Native Clan Organization, although it was not formally incorporated until some time later. Immediately thereafter a letter was drafted by the M.I.B. and M.M.F. requesting funds for the establishment of a halfway home in Winnipeg. This letter, or "application for grant", as it was called, was signed by the President of the Manitoba Indian Brotherhood and the President of the Manitoba Metis

Federation. The application for funding of a native community release centre was based on the intent of the proposed Native Clan Organization "to house and assist at least twenty personnel at a time, with the intentions of utilizing the facilities available to ex-inmates as a drop-in centre".<sup>32</sup> The release centre was to be "temporarily restricted to the Native inmates of Manitoba Penal Institutions, until such time as it is well established and could absorb Native inmates from .....Provincial Gaols".<sup>32</sup> The application did not elaborate further upon the purpose of the program. A rough estimate of costs was included<sup>34</sup> and projected staffing requirements were delineated. The positions included a superintendent responsible for the organization and administration of the program; an administrator responsible for the day to day administration of the program; three counsellors, a psychologist, a clerk and house parents who were to be responsible for cooking and house maintenance. The application was written by the M.M.F. representative without assistance from anyone who had participated in the planning thus far and was submitted without further consultation.

While waiting for a reply to the application the M.M.F. and M.I.B. hired a liaison worker, whose salary was to be paid by the two organizations. A letter, dated December 6, 1971, was then sent to the Department of the Solicitor General requesting that the Department reimburse these costs until such time as the position could be absorbed into the staff requirements of the proposed halfway home. A job description



of the liaison worker's position was enclosed with the letter (Appendix D).

On February 2, 1972, a reply was received from the Solicitor General's Department with regard to the submission for funding a halfway house which stipulated that although the submission was "most appropriate" it had to be further developed through "direct discussion and negotiation" with the District Representative of the National Parole Service, representatives from Stony Mountain Penitentiary and a representative from the Correctional Consultation Centre in Ottawa.<sup>35</sup>

On February 16, 1972 the Director of the Corrections Consultation Centre met with representatives of the M.M.F. and M.I.B., the Penitentiary Service, Parole Service and Provincial Department of Health and Social Development. The submission made to the Department of the Solicitor General by the two native organizations was discussed and it was decided "that a working committee should be established to develop a comprehensive plan for a demonstration project related to the particular needs of persons of native origin during and following incarceration in provincial and federal institutions in Manitoba."<sup>36</sup> This decision was consistent with the procedures of the Consultation Centre. Guidelines established by the Consultation Centre indicate that there should be involvement of all concerned agencies and government departments in the development of program proposals. (see Appendix F).



### Stage III Formulation and Statement of Objectives

With the decision to establish a formal working committee, or planning committee as it came to be called, formal planning for the development of the demonstration project began. Members of the planning committee included:

1. The Manitoba Metis Federation representative (incumbent Chairman of the Native Clan Organization).
2. The liaison worker hired by the Native Clan Organization.
3. The Director of Corrections for the Province of Manitoba.
4. The Director of the Community Correctional Centre in Winnipeg.
5. An assistant Classification Officer of native origin from Stony Mountain Institution.
6. The District Representative of the National Parole Service.
7. The Assistant District Representative of the National Parole Service.
8. An assistant Parole Officer of native origin.
9. A representative from the federal department of Indian Affairs.

One of the tasks undertaken by the planning committee was to define the objectives of the proposed Native Clan Organization. The initial stated objectives included:

- "1. To develop programs to reduce the high rate of incarceration and recidivism among native people in Manitoba.
2. To promote greater involvement of native persons and organizations in the field of corrections.

3. To promote and develop a better understanding of native people (particularly those in conflict with the law) by government and private agencies involved in the justice and correctional systems.
4. To promote better understanding among native people concerning their rights before the law and how to utilize the legal and correctional services available.
5. To develop programs within correctional institutions in Manitoba to assist native persons toward a more positive adjustment in the community following release.
6. To relate the needs of the individual in a correctional institution to the family and community to which he will return. To develop approaches whereby the individual in trouble and his family are prepared to cope with the problems created by separation through incarceration.
7. To develop programs of counsel and referral whereby community resources in the fields of education, training, employment, housing and other social services may be more readily available for utilization by native persons during and after periods of incarceration." 38

The objectives, as stated above were arrived at only after considerable "battling, arguing and pounding the tables"<sup>39</sup> with disagreement centering on what the focus of the program should be (i.e. a halfway home or a more broadly based program). Although all decisions were made by the planning committee as a whole, two people, the Manitoba Metis Federation representative and the representative from the Consultation Centre, were identified as having considerably more influence than the others. They disagreed at some length with each other with regard to the scope of the proposed program.

The Manitoba Metis Federation representative felt that the development of the Native Clan proposal should be restricted to a halfway home while the Consultation Centre representative argued strongly for a more broadly based program that would include the objectives as outlined above. The Manitoba Metis Federation representative stated that the more broadly based program was only agreed to because the end result would be the establishment of a halfway home in Winnipeg. Throughout this process of formulating objectives, the M.M.F. representative communicated with the Indian and Metis Brotherhood Organization in the institution, sharing with them the progress that was being made by the planning committee. The I.M.B.O. in turn was responsible for communicating these general developments to the native inmate population.

#### Stage IV Formal Planning

The planning committee continued to meet through February and March, 1972. Their activities included the consideration of such topics as the kinds of services that would be provided by the halfway home program, the number and kinds of staff required to operate the program, cost estimates, possible sources of funds, the roles and activities to be undertaken by prospective staff and clients, the effect that the program might have on other programs in operation,

procedures that should be followed in implementing the program and evaluation procedures. Minutes of these meetings were not kept although a synopsis of a few of the meetings was made available to the researcher.

In general terms the planning committee agreed that the demonstration project should include:

- development of special programs for inmates of native origin within the correctional institutions.
- programs of counselling and release planning. Co-ordination and referral to community resources upon release.
- the establishment of a halfway house for native persons released in Winnipeg.
- provision of liaison services for both provincial and federal institutions.
- co-ordination of the activities of Indian organizations in the field of corrections. 40

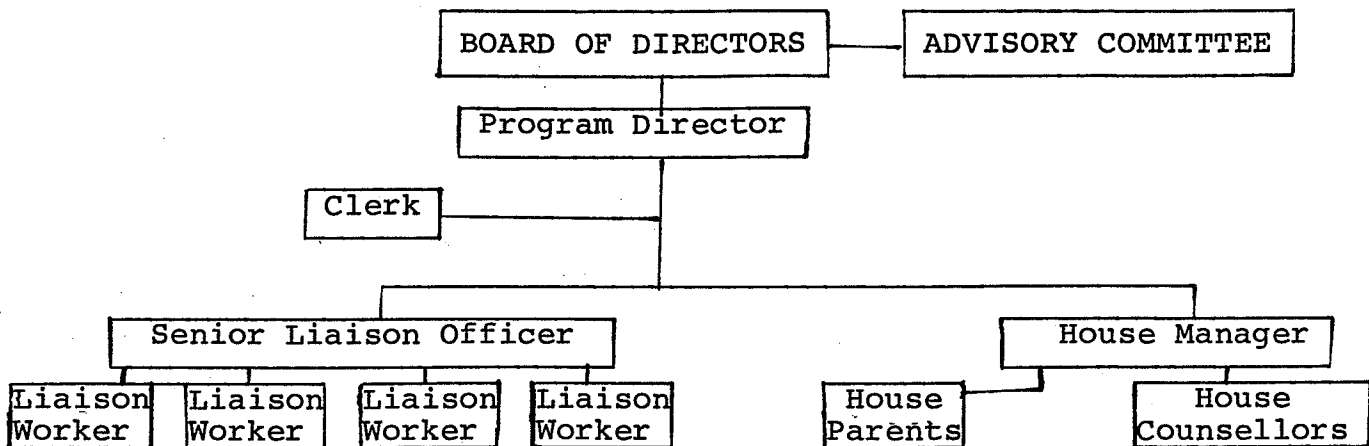
Staffing requirements were also developed as follows:

1. There would be a Board of Directors composed of two representatives from the Manitoba Indian Brotherhood, two representatives from the Manitoba Metis Federation, one representative from the Department of Indian Affairs, and one from the Department of Health and Social Development, one representative from the Department of the Solicitor General and one ex-inmate.
2. An advisory committee to the Board of Directors should be formed and was to include representatives from police, Parole Service, Penitentiary Service, Provincial Health and Social Development, the judiciary, court communicators, a lawyer, University of Manitoba Indian and Metis Association, Winnipeg Native Council, Winnipeg Native Club, Indian and Metis Friendship Centre, Community Welfare Planning Council, Rehabilitative Services, John Howard Society and the United Church Halfway Homes.
3. A project director who would have overall responsibility for the total program.
4. A house manager responsible for the administration of the program.

5. House parents responsible for the care and operation of the halfway house.
6. A program worker to establish counselling and referral programs for residents of the halfway house.
7. A clerk to be responsible for records and accounting.
8. A senior liaison worker to be responsible for the development of a liaison program within the institution, communication between inmates and their home communities and development of counselling and release planning activities.
9. Two liaison workers to work out of the federal institution, one concentrating on communication and relations between inmates and rural families and the other concentrating on program counselling and release planning with inmates planning to reside in Winnipeg on release.
10. Two similar liaison positions were planned for the provincial institution. 41

The planning committee consulted with a representative from the United Church Halfway Homes in order to determine what effect if any the proposed program would have on existing homes in Winnipeg. Although it was not expected that there would be any major effect on the residency rates of the United Church operation, it was stressed that there must be coordination and co-operation between all groups relating to the aftercare of ex-inmates.

The planning committee also addressed itself to the formal structure of the program, both in an administrative sense and in a physical sense. The administrative structure as developed by the planning committee took the following form: <sup>42</sup>



In terms of the physical requirements of the home, the planning committee recognized the need for office space to accommodate the program director and his clerk typist. The home was visualized as a large home that would accommodate twenty residents with additional space for counselling and recreation. It was anticipated that a home would be found in central Winnipeg but not in what is referred to as the core area.

Little documentation was available to indicate the content of discussion concerning the proposed budget for the program. However the initial proposal for funding, dated April 19, 1972, provides the following information:

TABLE III  
CAPITAL COST OF PROJECT

10	Desks and Chairs	\$ 1,000.00
2	Typewriters	360.00
2	Refrigerators	350.00
1	Stove	200.00
12	Filing Cabinets	720.00
	House Furnishings	6,600.00
2	Secretarial Desks	200.00
4	Vehicles	12,000.00
		<hr/>
		\$21,430.00

Note: Vehicles were required to transport Native Clann Staff and inmates to and from the Penitentiary which is located 32 miles outside the city limits.

TABLE IV  
OPERATION & MAINTENANCE FOR ONE YEAR

Salaries	\$102,500.00
Telephone Rental	3,200.00
Equipment Repairs	200.00
House Repairs	500.00
Cleaning Supplies	700.00
Printing & Office Supplies	800.00
Vehicle Operation	3,000.00
Utilities	3,000.00
Office Rent	1,800.00
Linen Rental	800.00
House Rent	12,000.00
Food Costs	11,680.00
Travel for Northern Liaison	10,000.00
General Travel	3,000.00
	<hr/>
	\$153,180.00

TABLE V  
PROJECTED SALARIES

Project Director	\$ 12,000.00
Senior Liaison Worker	10,500.00
4 Liaison Workers	38,000.00
House Manager	10,500.00
House Counsellor	9,500.00
House Parents	9,000.00
Clerk	7,000.00
Typist	6,000.00
	<hr/>
	\$102,500.00

The budget, as stipulated in the proposal of April 19, 1972 was representative of costs anticipated for a one year period of time. However, the request for funding was for a period of three years at the end of which time it was anticipated that "new methods and and programs will (have been) developed which, when evaluated through the project, may be incorporated into the operating programs of governmental and private agencies in the corrections field".<sup>43</sup> Possible sources of

revenue for the proposed project were discussed and are represented in the following table:

TABLE VI  
SUMMARY OF PROJECTED REVENUE

Per Diem Rate	\$ 65,700.00
Provincial Government	19,000.00
Solicitor General	19,000.00
Indian Affairs	20,500.00
Private Agencies	68,550.00
	<hr/>
	\$192,750.00

TABLE VII  
SUMMARY OF PROJECTED COSTS

Capital Costs	21,430.00
Salaries	102,500.00
Operations & Maintenance	51,300.00
10% Contingency Factor	17,520.00
	<hr/>
	\$192,750.00

On March 13, 1972 the planning committee met to review the drafts of the proposal prior to making a submission for funding. The Chairman of the Native Clan Organization was given the task of rewriting the drafts into the final form. At that meeting it was decided that the Consultation Centre representative, who only sat with the planning committee on occasion, should be asked to come from Ottawa to review the proposal prior to making a formal submission.



On March 29, 1972 the Chairman of the Native Clan Organization telephoned the Assistant District Representative of the National Parole Service to state that he did not see the need for further discussion with the Consultation Centre and that he wished to proceed with the formation of the Board of Directors immediately and have the Board sign the proposal as it was at that time.<sup>44</sup> Although this raised some concerns about "short-circuiting the consultation process"<sup>45</sup> the Board of Directors was formed (from members of the planning committee) and the proposal was signed by all the board members except those who were representatives of the Solicitor General's department (ex-officio members). The proposal was submitted to the Associate Deputy Commissioner of Penitentiaries on April 19, 1972.

On May 9, 1972 a letter, outlining specific concerns regarding the proposal of April 19, 1972 was sent to the District Representative of the National Parole Service from the Consultation Centre. The concerns were expressed as follows:

- "1. The brief as presented does not adequately present a broad perspective. The pilot project should indicate the sociological implications to facilitate the participation of the Indian and Metis people in the correctional process. This is to distinguish the proposal from a half-way house which is considered much more narrow in scope.
2. There is a need to present the problem in brief with a clear statement of objectives referring to previous work such as the Indians and the Law report. In short, the evolving organization should be briefly described in regard to what it is, and what is its purpose by way of service.

3. Considerable stress was placed in the McCaskill report on the need for having staff on reserves. This question should be clarified if an alternate proposal is being developed, and should be enunciated in the brief in more detail.
4. Concern is expressed for the present limited financial position of Departmental Headquarters concerning innovative program resources. The Departmental position should be considered in regard to:
  - i) a broad program involving federal and provincial cost sharing, or
  - ii) a federal program which could be implemented with a broader follow-up involving the provinces, as well as community resources. The provincial and private sector involvement in this planning procedures should be elaborated upon.
5. It is agreed that a Penitentiary Service representative should be included at the Advisory Committee level, and it is felt, however that any Departmental representation on the Board would amount to a conflict of interest...and, therefore should not be authorized. A suggestion is made to develop the project in phases and the start of such a program could be made in the hiring of a project director.
6. It is suggested that any submission to this Department (i.e. the Consultation Centre) should be concise and should not be any more than five or six pages in total."

No immediate response was made to the letter since it was felt that the planning committee should meet with the Consultation Centre representative to obtain more feedback on steps that had to be taken to rewrite the proposal. While waiting for this meeting to take place, the Chairman of the Board of Directors began to solicit funds from the Provincial Department of Health and Social Development, the United Way, the Winnipeg Foundation and the Department of Indian Affairs.

The meeting with the Consultation Centre representative took place on June 14, 1972. The proposal was discussed at some length and the concerns outlined previously were reiterated. The need for a more concise statement of purpose was emphasized and the need to present the program as something more than a halfway home was expressed. The latter concern appears to have arisen from a desire, on the part of the Department of the Solicitor General, to include in the program some aspect that would be of benefit to natives who live on reserves.

It was also felt that there should be some firm indication from private agencies and the provincial government that they would share in the funding of the project. Consultation Centre guidelines specify that the provinces must cost share all demonstration projects. Finally the topics of implementation and evaluation were discussed. The Consultation Centre felt that it would be advisable that the steps in the implementation process be delineated in the proposal and that some indication given that an evaluative component would be built into the program.

The revision of the proposal was left largely in the hands of the Chairman of the Native Clan Organization.

It is not clear why this was so but two possible reasons come immediately to mind:

1. The Chairman of the Board had been carrying the ball, so to speak, since the inception of the idea of the Native Clan. It was customary for him to accept these tasks.
2. All other prominent members of the Board had other duties, unrelated to the task at hand, which would have made it impractical for them to become involved in task oriented activities other than Board meetings.

The Chairman of the Native Clan Organization attempted to integrate each of the concerns that had been expressed into the new proposal and, on July 4, 1972 the revised copy was submitted to the Department of the Solicitor General (Appendix E).

The events that followed this final submission did not require any further "planning" as such and they are therefore presented below in summary form:

1. In July, 1972 the Department of the Solicitor General entered into a contract agreement with the Native Clan Organization for the services of the liaison worker who had, until that time, been paid by the Manitoba Metis Federation and the Manitoba Indian Brotherhood.
2. On August 23, 1972 the Solicitor General entered into a contract agreement with the Native Clan Organization in which the Native Clan agreed to provide food and shelter to inmates released on temporary absence, parole or mandatory supervision for the sum of \$10.00 per person per day to be paid by the Solicitor General.
3. In August, 1972 the provincial government provided funds in the amount of \$19,000 for the hiring of liaison workers to work out of the Provincial Gaol. In the same month the Winnipeg Foundation agreed to pay the cost of furnishing the proposed home.

4. On March 1, 1973 the Solicitor General entered into a contract agreement with the Native Clan Organization under the following terms:

- "- The Native Clan Organization agrees to select and appoint a Project Director who shall organize and develop special programs and activities to facilitate the Native ex-inmates' return to and adjustment in the community;
- The Native Clan Organization agrees that the programs and activities to be developed shall include a residential house operation; the utilization of existing community resources for socialization, education, vocational training, and employment opportunities; the involvement of Native Communities whenever and wherever possible; the establishment of a program advisory committee in the Federal institution in the Province, and, where possible, in the Provincial Institutions;
- This contract shall terminate after one year from the date the Project Director is appointed. The Solicitor General may, however, in his absolute discretion, terminate this contract at any time upon sixty days written notice.
- The Native Clan Organization agrees to provide progress reports every three months and to submit a final report to the Department by April 30, 1974...which shall include, in addition to the development of programs and activities, a financial statement on the expenditure of funds provided by the Department;
- ...the Department agrees to pay the Native Clan Organization of Manitoba \$4,000 on being informed of the name of the person selected and appointed as the Project Director; to pay \$1,800 per month thereafter for twelve months; to pay \$4,400 on receipt of a final report suitable for publication..." 46

On March 12, 1973 the Project Director was hired and the contract came into effect. The activities that followed constitute the next phase of the planning process.

## Stage V Implementation

The Project Director, a former working associate of the Chairman of the Board of the Native Clan organization, was assigned primary responsibility for implementing the proposed program. According to the Project Director's own account, he was given a copy of the proposal which had been submitted on July 4, 1972 and was told to "implement the program".<sup>47</sup> He was given no further instruction other than to be told that he would be given whatever assistance he required by the Chairman of the Board.

After familiarizing himself with the proposal, the Project Director identified three tasks which he felt were priorities. The tasks were:

1. To locate a home in Winnipeg that would most closely approximate the description contained within the proposal.
2. To initiate the first meeting of the Advisory Committee as required under the terms of the contract.
3. To hire house parents and liaison counsellors.

To accomplish the first task, the Project Director secured information from the City of Winnipeg regarding zoning regulations and fire and health regulations. With this information in hand the search for a home began. Newspaper advertisements were the primary source referred to. Numerous homes were visited and within approximately one month a suitable 17-room, three storey home was found in a quiet residential area on the bank of the Assiniboine River.

The Project Director had the option of renting or buying within the limits set by the budget. The home that was selected was for sale only but it was too expensive for the Native Clan to purchase. The Project Director therefore approached an investor who purchased the home and leased it to the Native Clan with an option to buy for \$775.00 per month.<sup>45</sup>

To accomplish the second task the Project Director sent out letters to each person who had indicated an interest in sitting as a member of the Advisory Committee, requesting that they attend a meeting on May 25, 1973.<sup>49</sup> Letters were sent to the Winnipeg City Police, the judiciary, the office of the court communicators, a lawyer, the University of Manitoba Indian and Metis Association, the Winnipeg Native Council, the Winnipeg Native Club, the Indian and Metis Friendship Centre, the Community Welfare Planning Council, the John Howard Society, the National Parole Service and the Canadian Penitentiary Service. Minutes of the first Advisory Committee meeting held on May 25, 1973 indicate that attendance was poor. The National Parole Service, the Canadian Penitentiary Service and the John Howard Society were represented. The meeting consisted largely of the presentation of activity reports by the Project Director and two liaison counsellors, both of whom were working out of the penitentiary. (Note: one of the liaison workers who had been hired by the Manitoba Metis Federation and Manitoba Indian Brotherhood in December, 1971 was, by the time of this meeting working for the Native Clan Organization).

The third task of the Project Director, the hiring of staff, had been initiated prior to the meeting of the Advisory Committee. As stated above, two liaison counsellors had come on staff, one an ex-inmate and the other a former associate of the Project Director. Newspaper advertisements were not effective in attracting applicants for the position of house parents and in fact house parents were not hired until approximately one month following the opening of the home. One other person was taken on staff early in March, 1973. This was a native Parole Officer who was seconded from the National Parole Service. This staff member was to act as a "Counsellor Supervisor" responsible for supervising "persons who are on parole or who are released from prison under mandatory supervision".<sup>50</sup> It was anticipated that this staff person would also act as a resource person to other staff members who were not familiar with parole and penitentiary procedures. A long range objective in seconding a parole officer was to eventually develop a system whereby counsellors at the Native Clan might become qualified to act as supervisors of parolees. (note: It is not clear from the documentation nor the interviews where or when this idea was conceived.)

Paralleling the activities of the Project Director were steps being taken by the District Representative of the National Parole Service and the Chairman of the Board of Directors of the Native Clan to ensure that various community



groups were informed about the development of the program and aware of the services it would provide. The Chairman of the Board of Directors met weekly with the Manitoba Indian Brotherhood and the Manitoba Metis Federation with this purpose in mind. Similarly, he maintained close contact with the Native inmates in Stony Mountain. The District Representative of the National Parole Service met with the same groups, explaining to them how native inmates would benefit from the program in terms of parole.

The Chairman of the Board indicated that a conscious attempt was made to avoid publicizing the program except with the native groups and agencies in the criminal justice system such as the John Howard Society and the United Church Halfway Homes. He felt that a low profile would have to be maintained throughout the implementation process and for an unforeseen period of time after the program was established to avoid the possibility of an adverse public reaction, particularly in the community in which the halfway home was to be located. That is, there was some apprehension on the part of the Chairman of the Board of Directors that the public may become fearful of having fifteen to twenty natives, particularly natives with criminal records, living in close proximity with "middle class white society".<sup>51</sup>

The Native Clan formally opened the doors to the halfway home on July 1, 1973, four months after the hiring of a Project Director. During the implementation process, two liaison workers, a clerk-typist and a counsellor supervisor had come on staff. No formal training of staff was undertaken. Each liaison worker was provided with a job description and subsequently taken to the penitentiary where they were introduced to staff and inmates. The liaison counsellors were then expected, under the guidance of the Project Director, to meet with as many native inmates as possible on an individual basis, with a view to assisting them in the development of temporary absence and release planning. The Parole Officer on staff fulfilled a similar function at the provincial gaol.

In undertaking all of the above activities, the Project Director was working within the confines of a budget well below that which was developed by the planning committee. Funding sources at the time of implementation as identified in minutes of a Board meeting dated September 26, 1973 are contained in the following Table:

TABLE VIII

## SOURCES OF FUNDING AS OF SEPTEMBER 26, 1973

Solicitor General's Department	\$ 30,000
Province of Manitoba	19,000
Canadian Penitentiary Service (Liaison Workers)	35,600
Winnipeg Foundation	10,146
Indian Affairs	10,500
United Way	23,000
United Church	2,100
	<hr/>
	\$ 130,346

The original request had been for \$192,750.

Despite a difference of over \$60,000, none of the people interviewed indicated that the implementation process was adversely affected. Nor was any information made available to indicate where budget cuts were required. However it is evident that at this stage of the planning process, there were fewer staff than had been planned and this would certainly have reduced the effect of the deficit in funding. More specifically, in the implementation phase, the total staff complement consisted of two liaison counsellors, a clerk-typist and a project director. The Parole Officer was salaried by the National Parole Service. The original plan had stipulated that a Senior Liaison Officer, four liaison workers, house parents, a house manager and a house counsellor would be required. All of these positions were filled at varying stages after the halfway home was opened.

Attempts to identify specific monitoring and evaluative techniques in this stage were unsuccessful. It was stated by the Project Director that he attempted to secure information from the Consultation Centre with regard to a means whereby his activities might be evaluated but no answer was forthcoming. He stated that monitoring of staff activities during the implementation stage was his responsibility and was accomplished primarily by means of informal meetings with the liaison counsellors. The Board of Directors was not involved in the implementation phase in any meaningful way. That is, the Board only learned of activities that had been undertaken

after the fact.<sup>52</sup> The Chairman of the Board of Directors was the only Board member actively involved in providing leadership to the Project Director.

With the opening of the halfway home on July 1, 1973 we now proceed to the final stage of the program planning process.

#### Stage VI Stabilization

Having developed to the stage at which it was accepting native inmates as residents in the halfway home, the Native Clan Organization entered the stabilization stage of the planning process. This stage is presented under five headings:

1. Needs and Objectives
  2. Roles and Activities of Staff and Clients
  3. Staff Training
  4. Financial Considerations
  5. Evaluation
- 
1. Needs and Objectives

Although it was not specified in previous stages of the planning process, there was not an expectation on the part of the planners that all of the needs of the native inmate or ex-inmate as specified in the proposal would be met

by the Native Clan Organization. Several of these people interviewed, including the Chairman of the Board of Directors, the District Representative and Assistant District Representative of the National Parole Service, indicated that only over an extended period of time would the needs of the client become increasingly fulfilled by the organization. The Chairman of the Board of Directors in particular made it clear that once the program was operational the primary objective was to attract enough clients to the home so that the home would justify itself. The final program proposal and the objectives contained therein were not given any significant consideration. The home was, in effect, simply a place where clients could obtain room and board at very reasonable rates. Supervision and counselling was minimal. There were no screening procedures whereby applicants to the home might be assessed for suitability and/or motivation.<sup>53</sup>

After a period of about one year, the Native Clan staff became aware that some form of selection criteria must be developed if the home was to be effective in providing a stable living environment for its clients.<sup>54</sup> Staff members of the Native Clan freely admit that their inexperience in counselling techniques and the lack of screening procedures led to several disruptions in the home and the abuse of the home by some clients. As the staff became experienced in interviewing techniques and counselling techniques and as they

began to assess prospective clients the disruptions and abuses in the home became less frequent. The staff in turn was to a large extent freed from the necessity of dealing with crisis situations and began to concentrate its energy in the development of programs both within the home and in the provincial and federal institutions, which enabled them to meet more of the needs of their clients. More will be said with regard to program development later.

In general terms there appears not to have been any change in the perception of the needs or objectives of the clients on the part of the Native Clan staff. Each person interviewed by the researcher indicated that the needs and objectives as presented in the proposal were, as far as possible, complete. Although it is not a purpose of this thesis to evaluate the Native Clan in terms of how well it recognizes needs and carries out objectives, it is useful to document the activities which were being carried out at this time. Staff worked in two areas: institutions and the halfway home. The activities in which they engaged in each setting were as follows:

A. Institutions

1. Personal counselling
2. Assistance and supervision on temporary absences
3. Processing applications for residency in the halfway home
4. Arranging family visits
5. Providing personal assistance regarding education and employment preparatory to release
6. Referrals and follow-up
7. Community involvement

## B. Halfway Home Activities

1. Shelter
2. Food Services
3. Temporary Financial Assistance
4. Group Counselling
5. Vocational Counselling and Referral
6. Employment Counselling and Referral
7. Social Re-orientation
8. Recreation

(See Appendix F for a complete description of each of the above activities - from a report dated June 1, 1974)

The ability of the Native Clan to fulfil its objectives has gradually increased in the three years since it opened the halfway home. It would be extremely difficult to make a more precise statement with regard to the meeting of specific objectives since the Native Clan Organization did not make any formal attempt to assess itself in this regard in the initial phases of its operation.

### 2. Roles and Activities of Staff and Clients

The Native Clan has grown significantly in terms of the number of staff it employs. There are now eighteen full-time staff employed by the organization. These include a Director, a Senior Counsellor, the house parents, an administrative clerk, a clerk typist and liaison counsellors who work out of Stony Mountain Penitentiary, Headingly gaol and the various courts in Winnipeg. A bus driver is also employed to transport staff, inmates and their families between the gaols, courts and halfway home.

As the staff of the Native Clan increased so did the activities in which they engaged. Their roles have expanded to include not only individual pre-release planning in the institutions and accompanying inmates on temporary absences but also the following:

- a) Group counselling and individual counselling is provided for all residents of the home. Weekly discussions are held in the home which are usually concerned with alcohol education and the development of various life skills. Individual counselling is available at all times and may be initiated by either staff or clients.
- b) Vocational and employment counselling are provided on an ongoing basis. Referrals are made to appropriate social agencies as required.
- c) A social orientation program is available for those inmates who originally come from remote northern communities. This program is coordinated with penitentiary and parole staff and usually involves some form of gradual release from the penitentiary in which the inmate visits the halfway home, meets other residents and is "introduced" to Winnipeg gradually.
- d) Parole supervision is provided by Native Clan staff who are in turn accountable to the National Parole Service for maintaining the standards of supervision required by the Parole Act. Only those staff members who have undergone a training period with the National Parole Service may be designated as parole supervisors.
- e) A program of organized sport is provided which includes hockey, baseball, bowling etc. Informal recreational activities are also encouraged and includes dart tournaments, ping pong tournaments, picnics, swimming outings, hobbies, crafts, etc. An attempt is made to encourage residents to participate in activities which are culturally meaningful to them such as pow wows, singing and dancing.
- f) The Native Clan staff have also initiated a program whereby referrals are made to the home by the courts. Staff members attend court sessions on a daily basis and encourage the placement of Natives, who are on remand or on bail, in their halfway home.
- g) Finally, all staff members are encouraged to develop creative program ideas and submit them to the Director for consideration and discussion. One idea that has been put forward is that of opening other homes in northern Manitoba. To this end the Native Clan purchased a home in The Pas, Manitoba but, because of community resistance in that area, it has not been opened. Another creative concept that has been developed is that of a wilderness camp for native juveniles. This program is still in the planning stages. 56



With this obvious increase in staff and program activity, client participation also increased. In most instances clients are encouraged but not required to take part in those activities which have some interest or meaning for them. All clients are expected to either seek regular employment or to engage in some form of vocational or educational training. Where a client is experiencing a particular problem such as alcoholism or difficulties with his family, he is strongly encouraged to seek help either from those programs which are available in the home or from an outside source.

Clients are also encouraged to meet among themselves regularly to discuss their preceptions of the Native Clan and to formulate and present any ideas or problems they have with regard to the operation of the home and its programs. Clients are also invited to attend weekly staff meetings, bringing with them their ideas and concerns.

Despite the growth in staff and client related activities, communications within the organization have remained quite informal with the exception of the weekly staff meetings. The Director and the Senior counsellor are available at all times for consultation with staff or clients. There is also easy access to the Chairman of the Board of Directors, who has an office in the same location as the administrative staff of the Native Clan. This is not meant to imply, however, that the Board of Directors plays a significant role in the operation of the organization. In fact the criticism has been made that although the Chairman of the Board of Directors plays a key role in the administration of the organization, the Board of Directos is only informed ex post facto of key decisions

made by the Chairman.<sup>57</sup> Those persons who raised this criticism expressed the opinion that for this reason the Board of Directors was not able to fulfill its role effectively in directing the overall operations of the organization.

### 3. Staff Training

As stated previously, when the program was initially implemented there was no staff training made available to staff members. Since then an active effort has been made to involve the staff in counsellor training sessions through a program sponsored by the Department of Colleges and University Affairs. Staff are also encouraged to attend university with a view to obtaining a basic understanding of criminology, psychology and sociology. Finally efforts have been made to involve the Native Clan staff in a short term training program with the National Parole Service in order that they might become qualified as parole supervisors.

### 4. Financial Considerations

Current information regarding budget estimates was not made available to the researcher. However, the following information was made available for the year ending March 31, 1975 and provides some indication of the sources of funding since July 1973.

TABLE IX

#### SOURCES OF FUNDING FOR YEAR ENDING MARCH 31, 1975

Canadian Penitentiary Service	\$ 18,600
Solicitor General's Department	35,000
Province of Manitoba	22,000
National Parole Service (per diem)	46,000
National Parole Service (fee for service)	4,500
Temporary Absence (per diem)	2,400
United Way	13,000
Other (unspecified)	2,400
	<hr/>
	\$143,900

In comparing these sources of funds with those contained in Table VIII, it is apparent that the Native Clan has moved away from the concept of "block grants" in the private sector and has moved toward the concept of providing a service to government for a fee. Discussions with Native Clan personnel reveal that this has been a conscious attempt on the part of the organization to become a self-sustaining operation that is not caught up in a yearly search for funds.<sup>58</sup> It was anticipated by the people interviewed that although all grants as such would be terminated by the summer of 1976 (including block grants from the Solicitor General's Department and the United Way), the Native Clan Organization would be able to sustain itself on the basis of fee for service and per diem rates.

#### 5. Evaluation

As has been pointed out previously, efforts were undertaken in both the planning and implementation phases to obtain assistance from the Consultation Centre in the development of an evaluative component. Although the Consultation Centre acknowledged that an evaluation component was necessary, no action was taken to develop it.<sup>59</sup> A considerable amount of concern was expressed by the Chairman of the Board of Directors in this regard. He stated that the only "reporting mechanism" utilized by the Native Clan was in the form of quarterly reports to the Solicitor General's Department (with copies to other funding bodies) and there was never any formal feedback in response to these reports. Consequently the Native Clan never received any information in terms of either its contribution to the correctional system or as a follow up appraisal of its degree of success in meeting its stated objectives.<sup>6</sup>

Despite these apparent shortcomings, the Native Clan staff have developed an awareness of those areas of the program that need to be strengthened. Additional steps that might be taken to increase program effectiveness as suggested by the respondents included:

1. That more stringent criteria for screening prospective residents must be developed by the organization.
2. That residents be made more accountable to both staff and other residents for undesirable behaviour.
3. That all liaison counsellors be required to participate in the parole supervision program offered by the National Parole Service.
4. That there is a need to develop and strengthen relationships between the Native Clan staff and other social agencies, especially in the Criminal Justice System.
5. That line staff in the Native Clan be made more accountable to their immediate superiors.
6. That more stringent criteria be developed for assessing applicants for liaison positions.
7. That the Board of Directors assume a more responsible role in the administration of the program.

It is significant to note then that despite the lack of a formal evaluative procedure, an informal evaluation appears to be taking place in that staff and administrators alike recognize weaknesses in the program. It must be stated however, that the funding bodies neither solicited nor received information that might have been valuable in assessing the program and that the onus has always rested with the Native Clan to recognize areas of the program that need strengthening and to take appropriate action.<sup>6</sup>

## PART II DISCUSSION OF FINDINGS

### Stage I Identification

All of the theorists mentioned in Chapter II suggest that the initial phase of the program planning process involves the recognition or identification of factors which indicate that the organization is not accomplishing its stated objectives. One of the objectives of the Canadian Penitentiary Service is, as stated previously, to provide a full range of treatment and specialized training to help the inmate rehabilitate himself. Our data suggest that the native population of Stony Mountain Penitentiary did not feel that this objective was being accomplished. They therefore drew up a list of grievances and sent them to the Manitoba Metis Federation, asking that a representative from that organization meet with them to discuss the grievances and to discover what action the Manitoba Metis Federation might take on behalf of the native inmates.

None of the concerns expressed by the native inmates was substantiated with statistics. Specific solutions to the problems being expressed were not identified. Nor were solutions forthcoming during the meeting with the Manitoba Metis Federation representative. Rather, a number of alternatives were generated and a commitment was received from the representative to assist the native inmates in some unspecified manner.

The process of identifying needs was, in this case, one of problem sensing, as described by Kast and Rosenzweig.<sup>62</sup> That is, a general awareness developed, among the native inmates, that the organization was not meeting their needs. In the terminology of Kast and Rosenzweig a gap was identified between a current condition and a desired condition. The response on the part of the Manitoba Metis Federation representative in attempting to gather statistical data in support of the native inmates' claims and his efforts to obtain support from key organizational personnel is consistent with Kahn's conceptualization of the initial phase of the planning process. That is the M.M.F. representative conducted a "variety of preliminary explorations including efforts to clarify the right to plan, to create a planning unit..."<sup>63</sup> By successfully completing this task, the M.M.F. representative made it possible for the informal planning phase to begin.

In analyzing the identification stage of the program planning process it was difficult to assign a particular time at which planning began. Although we know that a letter was sent to the Manitoba Metis Federation outlining the concerns of the native inmates, we do not know how long the native inmates were involved in assessing their situation prior to this date. We do know that the Indian and Metis Brotherhood Organization (I.M.B.O.) was formed some four years prior to the letter of September, 1971 and we can assume that the organization was formed in response to the particular needs of the Indian and Metis.

However, it is beyond the scope of this thesis to analyze the activities of the I.M.B.O. during this four year period (i.e. from 1967 - 1971). Similarly we have not attempted to identify changes in government policy toward Indian and Metis groups in the community during this period. Yet we are aware that the government was meeting with Indian groups during this time and was encouraging native communities to elaborate upon their needs and to make suggestions with regard to how government might become more responsive to their needs.<sup>64</sup> There is some indication then that the external environment influenced the readiness or willingness of both the organization (i.e. the Department of the Solicitor General) and a group outside of the organization (the Manitoba Metis Federation) to respond to the needs of the native inmate.

The issue of native people and the law had not been seriously addressed until the autumn of 1964 at which time discussions were initiated by the Department of Indian Affairs with the Canadian Corrections Association. The discussions related to special legal problems the Indian people of Canada were meeting, as reflected in a high frequency of appearances in court, jail committals and recidivism. These discussions led to the passing of a resolution, in December, 1964, suggesting that a broader study be undertaken of the administration of justice as it relates to Indian people. A national study was therefore undertaken, under the chairmanship of Dr. Gilbert C. Monture. In August, 1967 the Monture report, Indians and

the Law, was published and a number of significant recommendations were made (Appendix H).

The report was tabled in the House of Commons on October 24, 1967. On the initiative of the Minister of Indian Affairs and Northern Development an interdepartmental committee, composed of representatives of the Departments of Justice, National Health and Welfare, the Secretary of State, Solicitor General and Indian Affairs and Northern Development was established to examine the recommendations made in the Monture Report, and to determine what action might be taken to facilitate, where desirable, the implementation of the recommendations.<sup>66</sup>

The consensus of opinion of the members of the workgroup and virtually all correctional staff consulted was that "the past and present record in relation to the native offender, is not synonymous with success. There is an overall need for more experimentation coupled with careful evaluation of all programs, but especially those dealing with offenders of native ancestry".<sup>67</sup> It is apparent then that circumstances would mitigate in favour of the idea of the Native Clan Organization.

The informal planning phase as we have described it is a period during which various ideas are exchanged and preferences expressed. A plan is almost invariably a product of some degree of creative thinking. The creative thinking



process is stimulated by the existence of a problem which must be solved or an objective that must be ascertained.

In our study of the Native Clan, the Manitoba Metis Federation representative had been confronted with the problems of the native inmate. He did not know what the solution(s) to these problems might be nor did he know how valid the complaints were. However, having been confronted with the problem, he engaged in activities which were designed to inform others about the problem, elicit various ideas and preferences that might offer a solution to the problem and also to gather both statistical and moral support for any further planning activities in which he might engage. More precisely, the activities that the M.M.F. representative undertook in this stage included:

1. Gathering statistical evidence to support the claim that inmates who were released to the community experienced a higher recidivism rate than non-native inmates.
2. Visiting key figures in the Department of the Solicitor General and elsewhere, explaining to them the problems of Native inmates and asking for their support for further planning to resolve the problems.
3. Calling together the key figures mentioned above to a meeting with the Native inmates, encouraging an open expression of ideas and preferences and encouraging the group to narrow their preferences to one or two possible alternatives. In carrying out this activity the M.M.F. representative was also obtaining tacit approval from all who were in attendance for any further planning activities in which he might engage.

It has already been pointed out that the concept of an all native halfway home had been developed prior to the

calling together of the key figures mentioned above. It is perhaps worth speculating here on just how open the expression of ideas was at this meeting. It seems quite likely that the M.M.F. representative would have perceived the political expediency involved in inviting government representatives to respond openly to the native inmates with regard to the halfway home suggestion. If this was the case, then the "informality" of this phase was not so much characterized by a free expression of ideas as it was by a discourse which was directed by the MMF representative to achieve preconceived goals -- that is a commitment from the government representatives that they would support the development of a halfway home. This type of hidden agenda is not discussed in organizational theory on program planning but, in this instance at least, there is the very real possibility that political factors were influential in this particular stage of the planning process.

The M.M.F. representative carried out two other actions in this stage which might also be termed political in the sense that they were designed to influence key decision makers in Ottawa to respond favourably to a request for funding. The two actions which were undertaken were:

1. Amalgamating the influence of a treaty indian organization, the Manitoba Indian Brotherhood with a non-treaty organization, the Manitoba Metis Federation, to form a single organization, the Native Clan, which would act on behalf of all native inmates regardless of treaty status.
2. Taking positive steps to hire a liaison worker as an employee of the Native Clan Organization and then asking the government to pick up the cost as part of an as yet undeveloped proposal.

This demonstration of leadership ability and creative thinking must also be viewed as an important part of the informal planning stage. This is particularly so in that the key planner was not a person who was well established in or well known to the organization (the Ministry of the Solicitor General) that would be most affected by the introduction of the new program.

Although he represented two native organizations that were known in Ottawa, neither the M.I.B. nor the M.M.F. had, until that time, actively supported any of the concerns being expressed by native inmates. In fact neither organization had, until this time, responded to the concerns of the Indian and Metis Brotherhood Organization in the penitentiary. Consequently the issue of credibility had to be dealt with prior to making a formal request for funding.

This process of gathering supports, exchanging ideas, expressing preferences, delineating alternatives and demonstrating creative and leadership ability is not taken into account by most of the planning theorists described in Chapter II. Kahn and Mann and Neff do give partial recognition to these activities but they do not differentiate them as constituting a separate stage in the program planning process. In this case a very definite time period encompassing these activities can be identified, beginning with the first involvement of the M.M.F. representative and ending with the formation of a formal planning committee some three months later.

The activities which occurred during this three month time frame are distinctive from the preceding stage in that there occurred a generation of ideas in response to the identification of needs. The activities are distinct from those in the following stage in that there is no evidence that each of the alternatives were explored in depth nor that any comprehensive planning was involved in terms of the far reaching effects of the alternatives selected.

It is also important to recognize that in this stage there is an opportunity for planners to engage in activities that are not so much designed to encourage the development of alternatives as they are to obtain formal commitments to goals that are already perceived to be desirable by key planners. It is perhaps not too strong to suggest that it is in this phase that under the table agreements are made or hidden strategies are developed. Whatever the course of events though, the appearance of full participation by all interested parties is maintained and the opportunity does exist for participants to put forward ideas which they feel are appropriate at that stage.

### Stage III Formulation and Statement of Objectives

The process of formulating objectives was undertaken by a planning committee which was formed, as was pointed out previously, at the request of the Ministry of the Solicitor General. In our analysis of the preceding stage it was

pointed out that an indepth analysis of alternatives was not undertaken until after the formation of this committee. It was only in the context of defining objectives that alternative program directions were considered. This is consistent with our concept of this stage in that this is in effect the first series of choices made by the planners. Each of the objectives had to be within the realm of feasibility, and acceptable to the Ministry of the Solicitor General.

The setting of objectives must be regarded as central to the purpose of the proposed new program. We have observed that there was spirited discussion among planning committee members in the formulation of objectives. This discussion served to identify which of two diverging paths the proposed program would follow. That is, the program would either be simply a halfway home or it would be a much more elaborate program that would serve a much broader purpose such as developing special programs for native inmates, coordinating the activities of Indian organizations in the field of corrections, etc. It is suggested here that only when such conflicting points of view are resolved, can further planning take place for the development of a program. In this particular case study the more broadly based program was selected since it was felt that this would be more consistent with the overall goals of the Ministry of the Solicitor General.

This is not to suggest that the halfway home was inconsistent with the expectations of those who wanted the more broadly based program. Indeed the halfway home was never an issue. Rather the issue revolved around how many other services would be provided by the Native Clan Organization. The native planners felt that if they were to obtain any concessions from government, they would have to insist strongly that they be given the one thing that was most important to them -- the all native halfway home. There was a fear that if this point was not strongly pushed, then it would be lost in the bureaucratic shuffle and the Native Clan may find itself locked into providing services which it considered to be of secondary importance.

#### Stage IV Formal Planning

The formal planning phase is characterized by those activities which Mann and Neff refer to as "planning for change". That is problems and objectives are reviewed and revised.

In capsule form the following activities were undertaken by the planning committee in this stage:

1. Organizational policy considerations of the Ministry of the Solicitor General were undertaken. In the light of specific objectives set, broad guidelines were established to assist those responsible for preparing the plan. It was determined that the program would take the form of a demonstration project over a three year period. This policy determination was important to the planners since it provided:

(a) a commitment from the organization to support the plan over a specific period of time (provided of course that the plan met the expectations of the organization during that period of time).

and

(b) a specific time frame within which the planners could project the various phases of development of the program.

2. Budget considerations were undertaken including personnel requirements, capital expenditures and operations and maintenance.
3. A determination was made with regard to the size of the project. That is, staff requirements, anticipated numbers of clients to be served and physical requirements such as office space and the size of the halfway home were decided upon.
4. Possible sources of community support were identified both in terms of financial support and in terms of the provision of ancillary services such as through Manpower, Welfare, etc..
5. Efforts were made to secure the cooperation of other agencies in the criminal justice system such as the police, the courts, the John Howard Society and the United Church Halfway Homes and a decision was made to form an advisory committee composed of various interested groups.
6. The roles and activities of potential staff were defined as was the role of the Board of Directors.
7. The role expectations for potential clients were defined.
8. It was determined that assistance would be required in providing an ongoing assessment or evaluation of the project.
9. Finally a project proposal was drafted and submitted to the organization for funding.

This stage of planning then is characterized by deliberate task oriented activities carried out by a readily identifiable group of planners. The tasks were subject to analysis by the planning committee itself as well as by a coordinating-consultative body (the Consultation Centre). It should be noted that although the Consultation Centre representative was identified by the respondents as a member of the planning committee, his role appears to have been that of a consultant in that he only attended meetings when asked to do so. Further, the Consultation Centre representative had the responsibility of ensuring that the program proposal met the departmental requirements of the Solicitor General.<sup>69</sup> It must be noted here, however, that the Consultation Centre representative was based in Ottawa and provided consultative services throughout the country. Because of commitments elsewhere and because he was the only representative of the Consultation Centre at that time, his input in the planning process was limited.

Kahn has stated that the planning process should not be conceived of as a linear or deductive process.<sup>70</sup> It is a process that is subject to review and reconsideration on an ongoing basis. This element of planning is demonstrated in our case study in that the submission made by the planning committee (in effect by the Board of Directors) on April 19, 1972 received a number of criticisms from the Consultation Centre as described previously, and the planning committee had to make a number of



revisions in the proposal. This process of acquiring feedback and re-evaluating steps already taken in the planning process is an integral part of planning and, in this case, appears to have been the means by which the organization (the Solicitor General's Department) ensured that the program would be in line with Departmental policies.

Another aspect of this phase of the planning process cannot be overlooked. The actual impetus to plan began not within the Ministry of the Solicitor General, but outside of it. Yet once the planning had begun, the actual control over what was an acceptable plan lay in the hands of the Consultation Centre, a branch of the Ministry of the Solicitor General. This issue of control should not be lightly treated since without Consultation Centre approval, there would be only the slightest possibility of obtaining funds for a halfway home. At the same time one must recognize that the actual planning group consisted of a mix of government and non-government representatives. Consequently there was also a degree of control exerted by government within the planning group itself. This dual control, in the one instance over the right to fund and in the other over the planning process itself, ensured that the Native Clan program would be consistent with departmental policy.

Johnson, Kast and Rosenzweig have pointed out that planning is an integrative activity which should seek to maximize the total effectiveness of the system.<sup>71</sup> Frequently

in complex organizations, planning is carried out by specialized functional or staff groups. This was not the case in this instance. Although the planning committee did include representatives from the Solicitor General's department, other people from outside of the organizational system were also included. With the possible exception of the Consultation Centre representative, none of the planners appear to have had a specialized knowledge of the program planning process in that their primary occupations were not related to program planning as such. The planning committee was, in effect, a heterogeneous mix of various people in the correctional system and outside of it who shared a common interest in the welfare of native inmates. It was this common interest that brought the group together rather than specialized capabilities in program planning. It was in effect a coming together of producers and consumers of service.

Again it is possible to identify a specific time frame within which the activities in this stage were carried out. That is, the first formal planning activities began with the creation of a planning committee on February 16, 1972. Deliberate task oriented activities were carried out which led to a final program proposal on July 4, 1972. At this point the planning committee was to all intents and purposes dissolved although it was later reconvened as a Board of Directors.

For a period of almost five months then a readily identifiable group of individuals carried out tasks which we have referred to as formal planning activities.

#### Stage V Implementation

The implementation phase, as we have described it is the period of time encompassed by the formal acceptance of the proposal by means of a contract and the point at which the program becomes operational. In the case of the Native Clan, these dates were easily identified. The activities engaged in during this period of time were primarily directed toward the implementation of the plan as described in the final proposal.

We will look at this four month period of time only from the point of view of its impact upon the planning process.

The activities that were undertaken included:

1. Assigning responsibility for implementing the plan.
2. Recruiting staff to carry out the program.
3. Locating a suitable community based residence.
4. Developing evaluation procedures.
5. Informing interested parties, including funding bodies, other agencies and potential clients of progress being made in operationalizing the program.
6. Seeking expert guidance when necessary.

Each of the above activities was performed by two people, one from the planning committee and one newly hired person who had no previous knowledge of the planning process.

It was the responsibility of the former planning committee member to inform the new staff person of all that had gone into the planning of the program and to give general guidelines to be followed in the implementation process. Hage and Aiken have pointed out that techniques of implementation are vital and require a great deal of skill. The skill or leadership provided in this phase came not from previous experience in implementing programs but from a knowledge of all that had gone before in the planning process and a clear conception of the tasks that would have to be undertaken to operationalize this specific program.

Some of the task described are sequential (e.g. hiring a project director who then recruits staff and then provides them with leadership or training) and some are simultaneous (while staff are recruited, hired and trained, the community is involved through the process of recruitment as well as through the use of other agency representatives as resource people in the implementation process). Our data indicates for example that the Director of the United Church Halfway Homes was called upon to assist in locating a suitable residence.

There is no documentation available which suggests that either the planning committee or the Consultation Centre was involved in the implementation process. We have already indicated that the planning committee (Board of Directors) was only informed about implementation proceedings after the fact. Certainly the Board of Directors was not regarded as a

source of expert guidance despite a long involvement in the planning process. Similarly the Consultation Centre was only approached for guidance in terms of developing an evaluation procedure. The Consultation Centre did not respond to this request. Nor is there any documentation available to suggest that the Consultation Centre had any wish to become involved in the implementation process. Two well informed groups, then, ceased to function in the planning process following the final submission for funding.

The reasons for this are not clear. But one must look back to earlier phases of the planning process for the answer. It will be recalled that the formation of the planning group, the scheduling of meetings of the planning group, the chairing of planning group meetings, the writing of proposals, etc., all fell fairly consistently into the hands of the M.M.F. representative. Any input that planning group members had in the process occurred only during meetings. When approval for funding was given, the planning committee ceased to meet. In fact the planning committee had by this time become the Board of Directors and the Chairman of the Board of Directors was the M.M.E. representative who by this time was so used to organizing and planning that he simply called together the Board of Directors to let them know what he had been doing. This dysfunctional aspect of the Board of Directors was an artifact of the members former, relatively inactive roles, on the planning committee.

The activities engaged in by the Project Director in consultation with the Chairman of the Board of Directors were primarily geared toward the structuring of the program to the point at which it was possible to begin providing a service. This stage of planning encompassed approximately four months, culminating in the opening of the halfway home on July 1, 1973.

#### Stage VI Stabilization

The concept of routinization or stabilization implies that steps are taken to develop a new equilibrium for the system. Actions are taken to consolidate and reinforce patterns of behaviour and expectations that are required to ensure that the program does what it is supposed to do. Also implicit in this phase, according to the theorists, is an evaluation component.

In the case of the Native Clan, our <sup>research</sup> findings suggest that this stage was characterized by a growth in staff; increased program activities for clients; the development of staff training programs; the search for community supports; the development of relationships with other social service agencies; and the development of credibility within the criminal justice system. Budgeting and manpower assignment were major tasks of the administrators. A system of reporting to the funding bodies was developed in the form of quarterly reports.

The activities described above suggest that this was a period of growth and change rather than a period in which some form of equilibrium was sought. The major thrust of the program was not to "consolidate and reinforce patterns of behaviour". The concept of stabilization then must be seriously questioned. Certainly the notion of a static equilibrium must be challenged in these circumstances. The activities described above are strongly reminiscent of a new cycle of planned change. All activities up to this point have been geared toward the acquisition of financial and human resources and not toward the provision of service to inmates and parolees. Planning for service delivery had been largely an exercise on paper up to this time. After the home opened and staff were hired, the primary concern was to begin to offer a service. Initially this included room and board for released offenders and some counselling services for inmates who had not yet been released. Within a year however the program included personal counselling for residents in the home and for inmates; assistance and supervision on Temporary Absences; processing applicants for the halfway home; arranging family visits for inmates from reserves; education, employment and alcohol counselling; referrals to other social agencies; and developing and maintaining relationships with other native organizations.<sup>72</sup> This stage is in fact the beginning of an ongoing process in which needs are identified and new program activities are designed and implemented.

The word, stabilization, implies rigidity and a resistance to change. Given the development of program activities described above, and the expansion of staff from two liaison counsellors in the beginning to eighteen now, and the continuing development of programs in new areas (the Native Clan now has several workers who attend court daily to ensure that natives are aware of their rights in the criminal justice system) it is almost superfluous to suggest that the Native Clan is attempting to reach the point where change is minimized. Rather this stage might best be regarded as simply the post implementation stage consisting of ongoing operations, replanning and evaluation.

A word of caution is necessary with regard to evaluation. A specific evaluation mechanism was not utilized by the Native Clan nor by the funding bodies. A formalized feedback mechanism was developed however in the use of quarterly and annual reports. There is no evidence to suggest that this was not acceptable to the funding bodies. In fact it has already been pointed out that an evaluation of the program was never sought by the funding bodies.

Something must also be said about the apparently ineffective role of the Board of Directors since the Native Clan became operational. It will be recalled that the Membership of the Board of Directors was the same as for the



planning committee. It is apparent that throughout the planning process, the M.M.F. representative was the most influential member of the planning committee. We have said that this was largely due to the fact that other committee members were not free, because of other commitments, to participate more actively in planning the program. With the implementation of the program, the planners became Board members and the M.M.F. representative became the Chairman of the Board. The Board members remained a relatively passive group while the Chairman of the Board retained his active and aggressive involvement in the operation of the program. It is very likely that some of the difficulties described previously, such as in the implementation process or in the early operation of the program, might have been avoided if the Board had been more actively involved. Certainly in terms of the ongoing operation, it would be advantageous to utilize the Board members to the fullest extent.

### PART III SUMMARY

In reviewing the overall program planning process, it is apparent that there exist certain natural stages through which the Native Clan developed. In assessing the suitability of our theoretical paradigm as a reflection of the actual process these natural stages have some importance. This is

particularly so in as much as the theoretical paradigm employed to gather data was derived deductively rather than inductively. The following natural stages have been identified by the researcher as being as closely representative of the actual process as possible.

#### Stage I Identification

This stage encompasses a period of time and a cluster of tasks which focus primarily on the recognition of unmet needs.

#### Stage II Informal Planning

This second stage encompasses a period of time and a cluster of tasks which have as their focus an exchange of ideas and an expression of alternatives by which the needs identified in the previous stage might be satisfied. There is also an opportunity in this stage to informally set goals and gather necessary supports for those goals while giving the appearance of being receptive to new ideas.

#### Stage III Formal Planning

The third stage of the program planning process begins with the formation of a formal planning body and encompasses a series of task oriented activities which include a selection of choices, the specification of goals and objectives and the development of a specific program format, including the search for financial, physical and human resources.

#### Stage IV Implementation

This is the stage in which the plan is translated from a concept to a reality. It is in this stage that the adequacy of planning is put to its first test. A well designed plan that allows for contingency factors will greatly facilitate the implementation process.

#### Stage V Stabilization

This phase can be more properly referred to as the post-implementation period. It includes all those activities which are a part of the ongoing operation of the program as well as new planning activities and the development of evaluative and/or feedback mechanisms.

The above paradigm more accurately reflects the program planning process in this instance than does the paradigm used to collect data. This paradigm differs from our initial one only in so far as the setting of objectives is identified as a part of the formal planning stage. The reason for this change is simply that no attempt was made to set objectives until after the formation of a formal planning committee.

## CHAPTER V

## CONCLUSIONS

This thesis represents a beginning effort at conceptualizing the program planning process. Derived from both theory and practice the model described previously can provide guidelines for further study into the subject. The model or paradigm should not be regarded as a "recipe" for program development but rather as an analytic tool which provides a framework for thinking about program development, not only in government departments but in smaller organizations such as social work agencies.

Assuming that a paradigm of program planning is developed on the basis of many more case studies than just this one, it is imperative to understand the uses that such a model might be put to:

1. The paradigm can assist the administrator or planner to classify programs according to their stage of development. This will help to ensure that essential tasks or activities are not omitted or ignored.
2. It can assist in the development of guidelines or standards regarding the length of time required to complete each stage. This in turn will allow for the projections of a time frame within which the overall program may be expected to develop.

3. It encourages the delineation of evaluative criteria for each phase thus allowing for more effective program development.
4. Knowledge of all that has gone before will allow for the identification of those factors that will influence program implementation.
5. Such a model will allow for the study and analysis of earlier as well as existing programs, thereby contributing to additional knowledge of program development.

#### FACTORS INFLUENCING THE PLANNING PROCESS

A number of factors can be identified which influenced the program planning process. These factors included the political climate, correctional trends and philosophies, the established need for the program, the degree of support from external agencies and the internal milieu. It is probable that these factors will to a greater or lesser degree influence the development of other programs.

##### A. The Political Climate

The initiation of the Native Clan Organization was favorably influenced by the contemporary political climate. The native movement was very much to the fore and the study, *Indians and the Law*, which had been published in 1967 under the auspices of the Canadian Corrections Association was still of current interest.<sup>73</sup> In 1968 the Departments of Justice, National Health and Welfare, the Secretary of State, the Solicitor General and Indian Affairs and Northern Development

agreed to form an Inter-Departmental Committee to examine the recommendations made in the Indians and the Law survey. The report of that work group, released in May 1969, supported the Indians and the Law recommendations with some modification. The significant fact that must be included here is that the interdepartmental work group recognized that although native inmates had the same right to program opportunities, they were denied access because of an inability of the system to recognize the special cultural, educational and vocational needs of the native. Several recommendations were made which were to resolve this problem to some extent.<sup>74</sup>

A more global view of the political climate is provided by simply looking at the several literary references to Native People and the Law.<sup>75</sup> The point to be made is that the political climate in Canada was ripe for a proposal such as that put forward by the Native Clan Organization.

#### B. Correctional Trends and Philosophies

Canada, for several years, has espoused that rehabilitation is the primary thrust of the correctional system. An emphasis on community corrections, that is, the belief that successful rehabilitation cannot occur in institutions operated in isolation from the community environment, was prevalent in the late sixties and early seventies. Community Correctional Centres, operated by the Canadian Penitentiary Service and

community release centres (halfway homes) operated by private agencies were common in most cities in Canada. In 1969 the Report of the Canadian Committee on Corrections stated "It is recommended that government recognize the need for a partnership with the voluntary agencies; that this partnership involve a major direct service function on the part of the voluntary agencies in relation to the government correctional services..."<sup>76</sup> In 1969 then, the trend in corrections was toward more community involvement in the criminal justice process and this trend favorably influenced the receptivity of government officials to the Native Clan proposal.

C. The Established Need for the Program

It has already been pointed out that very little was done to document the need for an all native community based program. A superficial attempt was made to gather data which "proved" that the recidivism rate for natives was higher in a particular community correctional centre than it was for non-natives. No research was undertaken to explore the reasons for this higher recidivism rate. Rather an assumption was made that if native inmates were treated by native staff, the recidivism rate would decline. This "natives for natives" concept was not questioned and support was given for the planning process to go ahead. One can only speculate on the reasons for this decision:

i - It may be that the political climate was such that any program pertaining to natives received consideration.

ii - It may be that the Ministry of the Solicitor General felt that the delay that would be caused in researching the natives for natives concept would be longer than and more expensive than actually testing the concept in the field. It should be noted though that if this was the case no attempt was ever made to collect data from the project that would resolve the issue.

iii - There is the possibility that the Ministry of the Solicitor General saw in the development of the Native Clan program an opportunity to develop a comprehensive program that would provide a service to remote reserves as well as a large urban centre. By insisting that the native planners broaden the scope of the proposed program the government was recognizing that (a) reserves were inadequately served by the Ministry of the Solicitor General, and (b) that it was preferable to encourage community groups to provide needed services rather than having government intervene directly.

D. The Degree of Support from External Agencies and the Internal Milieu

The program planners received support from the provincial government, the legal profession, the United Church, the John Howard Society and other external agencies including the judiciary and the police. Because the program was to be community based, support from all of these agencies was essential.



Similarly, there was a need for strong support from those who worked within the Ministry of the Solicitor General. It would have been pointless to hire liaison officers if prison officials did not want them in the prison. The halfway home would surely have failed if the parole service did not recommend that inmates be released to that particular home. Strong support was given to the planners by both the District Representative of the National Parole Service, who was on the planning committee from the beginning and from the Director of the prison, who appointed a classification officer to sit on the committee. This type of internal support was an essential component to the planning process.

Despite the effort of planners to ensure that all steps in the planning process were adhered to, there are some obvious weak points which should perhaps be delineated here. These include:

1. An apparent lack of solid data to support the need for the program. It is likely that funding was agreed to because it was politically expedient to do so.
2. In the formal planning stage, government personnel engaged in the planning process with a different set of objectives than the native planners. We have already suggested that the reason for this was that the government saw an opportunity to encourage a private group of citizens to develop an all

encompassing program for natives rather than having government intervene directly. The native planners, although fairly represented on the planning committee (five white and four native), agreed to the government objectives because in their view that was the only way an all native halfway home could be achieved.

The fact that the planners had different sets of objectives in mind should not be regarded as necessarily unhealthy. In this case the program eventually did expand to the point where it now exceeds original expectations. The point that must be made is that where objectives do differ planners must openly deal with the differences. In this case the differences were not resolved satisfactorily. A compromise was not agreed to. The potential for introducing a very unstable program in such a case is very high. That this did not occur is apparently due primarily to the leadership capabilities of the Chairman of the Board of Directors and his senior staff.

3. The role of individual members of the planning committee was not well defined. Consequently one person assumed all of the responsibility for drafting proposals and securing the necessary supports. It would not be difficult to conceive of the planning committee as an advisory group to a single planner, the M.M.F. representative. The potential for disaster in such a case is obvious. The M.M.F. representative,

frustrated by the need for revisions of the proposal, eventually made a decision to submit one of the revisions without consulting with the rest of the planning group. Concern was expressed by government representatives that the consultation process was being short circuited. Again the situation resolved itself when government asked for one final abbreviated proposal. Two conclusions can be drawn from this illustration. One is that in the development of a program proposal, the contribution that is to be made by each planner should be clearly delineated. Secondly it is apparent from this example that planners must be forewarned of delays that are bound to occur in the planning process in order to avoid unnecessary frustration and impatience.

4. Responsibility for the implementation of the program was given to a newly hired project director who had not been involved in the planning process to that point. This factor, combined with our previous observations that the Board of Directors was relatively passive, may have resulted in the development of a program which could not carry out its expected functions. Again it was only the skillful leadership of the Chairman and the project director which resulted in a viable program being introduced. Ideally the Board of Directors and the Project Director should have met and mapped an implementation plan of action with specific tasks and target dates being delineated.

5. In the post implementation period the Board of Directors remained very passive, giving token approval to activities which had already been undertaken by the Native Clan staff. It goes without saying that a strong Board of Directors is highly desirable in such a case, particularly in assisting senior project staff in the selection of new staff and development of relations with other agencies.

The Native Clan Organization has established itself as a viable and meaningful program in the field of corrections. It is one of the few all native programs in Canada which has survived more than one or two years. The success of the Native Clan is due in part to the aggressive leadership of the Chairman of the Board of Directors. But its success is also due to careful and thorough program planning. We have tried not to present the program planning paradigm in a very rigid manner. We have suggested that the lines which delineate the end of one stage and the beginning of another are blurred and that it is likely that what occurred in one stage may have to be redone in another. The essential point to be made is that there are clearly identifiable tasks which must be undertaken in planning a new program and that there is a rational degree of order in carrying out those tasks.

APPENDIX A

APPENDIX A

INTERVIEW GUIDE

AREA OF CONCERN	INFORMATION REQUIRED	EXAMPLES
1. Identification	<p>1. What situation existed in the institution that brought about the recognition of unmet needs or problems?</p> <p>2. What needs were defined as requiring some response from the organization?</p> <p>3. When were these problems or needs identified?</p> <p>4. Who identified the needs? Why did they become involved?</p> <p>5. How were the needs identified?</p>	<p>1.</p> <p>2. a) client needs b) personnel needs c) organizational needs d) political needs e) community needs f) initiator needs</p> <p>NOTE: needs will vary with statuses and roles of members</p> <p>3.</p> <p>4. a) clients b) staff c) public d) experts</p> <p>5. a) personal experience and observation b) comparison c) survey d) literature review e) consultation</p>

AREA OF CONCERN	INFORMATION REQUIRED	EXAMPLES
2. Planning - Informal	<ol style="list-style-type: none"> <li>1. What was the initial response to the needs that were recognized?</li> <li>2. Who responded and when?</li> <li>3. How did the people identified above respond?</li> <li>4. What alternatives were considered in approaching the identified needs?</li> <li>5. What considerations were given to each alternative?</li> <li>6. What techniques were used to examine the alternatives?</li> <li>7. How much time was involved in the examination of alternatives?</li> <li>8. Who was involved in the selection or rejection of alternatives?</li> <li>9. What were the reasons for the choice of the adopted alternative?</li> </ol>	<ol style="list-style-type: none"> <li>1.</li> <li>2.</li> <li>3. Reactions <ul style="list-style-type: none"> <li>- mature</li> <li>- ways of expression</li> <li>- immediate or delayed</li> </ul> </li> <li>4. Include all actions considered</li> <li>5.</li> <li>6. a) Pilot projects b) Literature review c) consultation</li> <li>7.</li> <li>8. a) clients (inmates) b) field staff c) managers d) consultants</li> <li>9. a) political feasibility b) autocratic decision c) economic viability d) best means of meeting unmet needs</li> </ol>

AREA OF CONCERN	INFORMATION REQUIRED	EXAMPLES	
3. Formulation and Statement of Objectives	1. What were the initial stated objectives of the program?	1.	
	2. a) What alternative objectives were examined? b) What considerations were given to each alternative objective? c) What were the reasons for the choice of the adopted objectives?	2.	c) operational vs general
	3. Who participated in the formulation of the objectives?	3.	
	4. What techniques were used to formulate objectives?	4.	a) autocratic b) consultation - how and with whom c) brainstorming d) other
	5. Who made the final decision on the objectives?	5.	
	6. Over what period of time were the objectives formulated? a) when were the initial objectives first stated b) in what form were the objectives first stated?	6.	b) i - in legislation ii - in a proposal iii - in a directive
	7. Were you informed about the objectives? By whom?	7.	
	8. Was there a process for sharing the stated objectives? Describe.	8.	



AREA OF CONCERN	INFORMATION REQUIRED	EXAMPLES	DATA SOURCE
4. Planning - Formal	1. What considerations were given to effects on and of existing:	1.	
	a) legislation	a) i Federal ii Provincial iii Municipal	a) i Can. Pen. Act ii Parole Act
	b) organizational policy	b) of Solicitor General of CPS of NPS	b) check Procedure Manuals, Commissioners Directives, Divisional Instructions, Standing Orders, etc.
	2. What budgetary considerations were undertaken re:	2.	
	a) Personnel		
	requirements:		
	i Administrative Personnel	i Program Director	
	ii Program Personnel	ii Field staff - counsellors, liaison workers, etc.	
	iii Security Personnel		
	iv Other Personnel		
	v Recruitment		
	vi Training/Development	vi For improving skills within the program	
	vii Career Development	vii for upward mobility	
	b) Capital Expenditures	b) purchase of land and construction of facilities, rent, equipment	
	c) Community resource development	c) e.g. use of other community agencies to provide a service	
	3. Were there short and long term considerations in each of the budget areas described in 2 above?	3.	

AREA OF CONCERN	INFORMATION REQUIRED	EXAMPLES	DATA SOURCE
4. (Cont'd)	4. Who was involved in the development of budgetary considerations?	4. Government personnel, organization personnel, others	
	5. What was the projected budget?	5. Planning stage budget as opposed to operational budget eventually approved	
	a) Who was approached for funding?		
	b) Where was funding obtained?		
	6. What considerations were given to:		
	a) clientele to be involved	a) native inmates only, treaty or non-treaty	
	b) acceptance of prospective program by clientele		
	c) screening or admission procedures	c) i.e. who qualifies to enter the program as a client.	
	d) roles and activities of clients	d) attend group therapy - individual counselling - education program - job training	
	e) other client considerations?		
	7. Were prospective clients involved in the above considerations? How?	7.	
	8. Who else was involved in client related considerations? How?	8.	
	9. What considerations were given to staff:	9.	
	a) acceptance of program		
	b) demands on time		
	c) roles and activities		
	d) training necessary		
	e) other		

AREA OF CONCERN	INFORMATION REQUIRED	EXAMPLES	DATA SOURCE
4.(Cont'd)	10. Who was involved in the above considerations and how?		
	11. What considerations were given to community resources? a) who was involved in these considerations? b) how were they involved? c) what effect did these considerations have on the planning of the program?	11. service clubs, volunteer organizations, self-help groups	
	12. What considerations were given to agencies in the criminal justice system? a) who was involved in these considerations? b) how were they involved? c) what effect did these considerations have on the planning process? d) what roles and activities did you expect the stated agencies in the CJS to plan?	12. e.g. police, courts, John Howard Society, Legal Aid	
	13. Were the effects on and of other programs in operation considered? a) who was involved in these considerations? b) how were they involved? c) what effect did these considerations have on the planning process? d) were the effects on and of the roles and activities of staff in other programs considered?	13. e.g. other programs run by the organization such as the TA program	
	14. Was a research or evaluative component planned into the program? Describe.	14.	

AREA OF CONCERN	INFORMATION REQUIRED	EXAMPLES	DATA SOURCE
5. Implementation	<ol style="list-style-type: none"> <li>1. What was the time lapse between the day of implementation and the time the final program proposal was accepted (i.e. end of formal planning phase)?               <ol style="list-style-type: none"> <li>a) were there delays?</li> <li>b) what were they?</li> <li>c) dates if possible</li> </ol> </li> <li>2. Who was involved in the implementation of the program?</li> <li>3. Who sanctioned the program?</li> <li>4. What techniques were used to implement the program?</li> <li>5. What leadership was provided and who provided it?</li> <li>6. a) What was done to develop:               <ol style="list-style-type: none"> <li>i) understanding of the program</li> <li>ii) acceptance of the program</li> </ol> </li> <li>b) To whom was this directed?</li> <li>7. What was the budget at the time of implementation?</li> <li>8. Were the roles assigned to staff and clients the same as those indicated in the final proposal?</li> </ol>	<ol style="list-style-type: none"> <li>1.</li> <li>2. were they different people than the planners?</li> <li>3.</li> <li>4. a) consultation b) training sessions c) literature distribution</li> <li>5.</li> <li>6.</li> <li>7. Note differences from budget in final proposal</li> <li>8.</li> </ol>	

AREA OF CONCERN	INFORMATION REQUIRED	EXAMPLES	DATA SOURCE
5. (Cont'd)	9. Describe your methodology in implementing or developing the following: a) i) staff recruitment ii) staff training programs iii) staff career development iv) staff roles and activities b) i) client activities ii) client roles c) Community resources	9.	
	10. How did implementation of your program effect: a) agencies in the criminal justice system b) other similar programs	10.	
	11. Was an evaluative technique employed in this stage?	11.	
	12. Were there methods established to monitor the roles and activities of staff, clients and other agencies at the time of implementation?	12.	

AREA OF CONCERN	INFORMATION REQUIRED	EXAMPLES	DATA SOURCE
6. Stabilization (Ongoing Operation)	<ol style="list-style-type: none"> <li>1. Have changes been observed in the following since implementation? Explain.               <ol style="list-style-type: none"> <li>a) needs</li> <li>b) objectives</li> <li>c) budget</li> <li>d) roles and activities of:                   <ol style="list-style-type: none"> <li>i) staff</li> <li>ii) clientele</li> <li>iii) community resources</li> <li>iv) other agencies</li> </ol> </li> <li>e) physical resources</li> <li>f) number of staff</li> <li>g) staff training and development</li> <li>h) screening and admission procedures</li> <li>i) other</li> </ol> </li> <li>2. Have these changes effected the operation of the program?</li> <li>3. What action was taken in response to the changes to ensure that the objectives and needs are met?               <ol style="list-style-type: none"> <li>a) who was involved?</li> <li>b) how were they involved?</li> </ol> </li> <li>4. Were the changes anticipated               <ol style="list-style-type: none"> <li>a) at the time of planning</li> <li>b) at the time of implementation</li> </ol> </li> <li>5. To what extent are the stated objectives of the program being met?</li> <li>6. How are the roles and activities in this program monitored to ensure that they are related to meeting the stated objectives?</li> </ol>	<ol style="list-style-type: none"> <li>1.           <ol style="list-style-type: none"> <li>e) e.g. new houses, facilities, etc.</li> <li>i) e.g. priorities of the program or organization</li> </ol> </li> </ol>	

AREA OF CONCERN	INFORMATION REQUIRED	EXAMPLES	DATA SOURCE
6. (Cont'd)	7. If there was an evaluative component built into the program, how has it effected operation of the program? a) who is involved  b) what does the evaluative component entail?  c) does the evaluation process yield operationally useful data?	7.   a) e.g. is it internal, external or both b) e.g. staff meetings, director evaluation	
	8. Has information in literature on similar programs effected the operation of this program?	8.	
	9. What form of communication is used to disseminate information on this program between: a) field staff b) management program c) management - the organization d) clients	9. Vertical and horizontal communications	
	10. What additional steps might be taken to increase the effectiveness of the program? a) Have there been attempts to implement these additional steps	10.	
	11. Are there any techniques or criteria by which clients participation in the program may be terminated?	11. e.g. i) completion of activities ii) meeting objectives iii) not benefitting	

APPENDIX B



## APPENDIX B

### INTRODUCTION TO QUESTIONNAIRE

I am interested in studying change in organizations. The purpose of this interview is to gather as much information as possible about the development of the Native Clan Organization so that the process by which it was planned and implemented will become clear. I believe that change usually progresses through the following stages:

1. Identification of needs
2. Informal planning
3. Formulation and Statement of Objectives
4. Formal Planning
5. Implementation
6. Stabilization

The questions which follow deal with each of these aspects of the program planning process. You are asked to answer each of the questions to the best of your knowledge. You may use any documents, memoranda, letters, notes, etc. which are in your possession. Please feel free to ask for clarification of any question that you do not understand. Thank you for your cooperation.

APPENDIX C

APPENDIX C

COMMUNITY RELEASE CENTRE OF MANITOBA

Inmate Statistics

From: Nov 1969 to Sept. 30/71

Total residents since start .....	180
Total Indian and Metis .....	40
Percentage of total population .....	22.2%

BREAKDOWN OF 40 INDIAN and METIS AT HOUSE

Still at Community Release Centre .....	1
Unlawfully at large .....	1
Released on expiry .....	20
Parolled .....	2
Returned by C.R.C. for infraction of house rules .....	7
Returned to court for offence (other than escape) .....	5
Escape (Unlawfully at large) .....	4
TOTAL .....	<u>40</u>

Total at house (ALL) .....	180
Still at C.R.C. ....	10
Unlawfully at large .....	1
Released on expiry or parolled .....	138
Returned by C.R.C. for infraction of house rules .....	18
Returned by court for offence (other than escape) .....	7
Escape (Unlawfully at large) .....	12
TOTAL .....	<u>180</u>

atives (Indian & Metis) in trouble while at house:		
others in trouble at house:	17 out of 40 .....	42.5%
	21 out of 140 .....	15%
Total in trouble while at house:	38 out of 180 .....	21.1%

APPENDIX D

APPENDIX D

SALARY AND JOB DESCRIPTION

Liaison Co-Ordinator for Native Inmates

Stony Mountain Penitentiary

The joint submission that was made by the Manitoba Indian Brotherhood and the Manitoba Metis Federation in regards to a C.R.C. for Native people, it was felt that a person should be hired to continue the much needed work in this area. As a result, Mr. Louis Harper was selected to fill this post. His salary of \$700.00 a month will be jointly shared by the M.I.B. and M.M.F. Mr. Harper will be working out of the M.M.F. office until such time as other arrangements are made.

The job description are as follows:

The Liaison Co-Ordinator to visit the Manitoba Penitentiary at Stony Mountain for the following reasons:

1. Interviewing native inmates during their stay at Stony Mountain Penitentiary. Encouraging them to take part in various activities and programs set up within the Institution for self-improvement.
2. Assisting the native inmate to obtain Temporary Absence from the Penitentiary for the purpose of locating employment, housing and socializing prior to termination of sentence or coming out in parole.
3. Acting as liaison between the native inmate and various agencies involved in rehabilitating or assuring inmates the financial assistance from proper agencies and guidance upon termination of given sentence.

4. Assisting in programming for Indian and Metis Brotherhood Organization, which is now well organized and very well recognized within the Institution, by acting as their co-ordinator from the outside of the prison.
5. To see that each native inmate is given equal opportunity and co-operation from the administration of the Penitentiary.
6. And to include other duties as required by the M.I.B. and M.M.F.

APPENDIX E

SYNOPSIS OF PROPOSAL TO ESTABLISH  
THE NATIVE CLAN ORGANIZATION

INTRODUCTION

It is generally recognized that the Native populations of Canada experiences a unique and severe problem in relation to the justice system for reasons that are well-documented, and that the system of corrections now in use has largely failed to assist the Native person coming out of the provincial and federal penal institutions. In Manitoba, the Native organizations have worked on developing programs and proposals that will be more innovative and appropriate than existing services, in meeting the unique needs of the Native ex-inmate.

OBJECTIVE

The Native Clan Organization has been established to devise and implement a program responsive to the unique needs of the Native ex-inmate, and thereby to demonstrate to the community and to the existing agencies the validity of a specialized approach. The Native Clan Organization does not wish its program to become merely one more in a growing number of piece-meal efforts to cope with what is a most difficult problem area, but rather envisions that the approach and the program developed will quickly become an integral part of the total corrections process. It is anticipated that the body of knowledge and experience accumulated over the course of the demonstration project will become the basis



for the formulation of expanded Native-oriented services.

#### METHOD

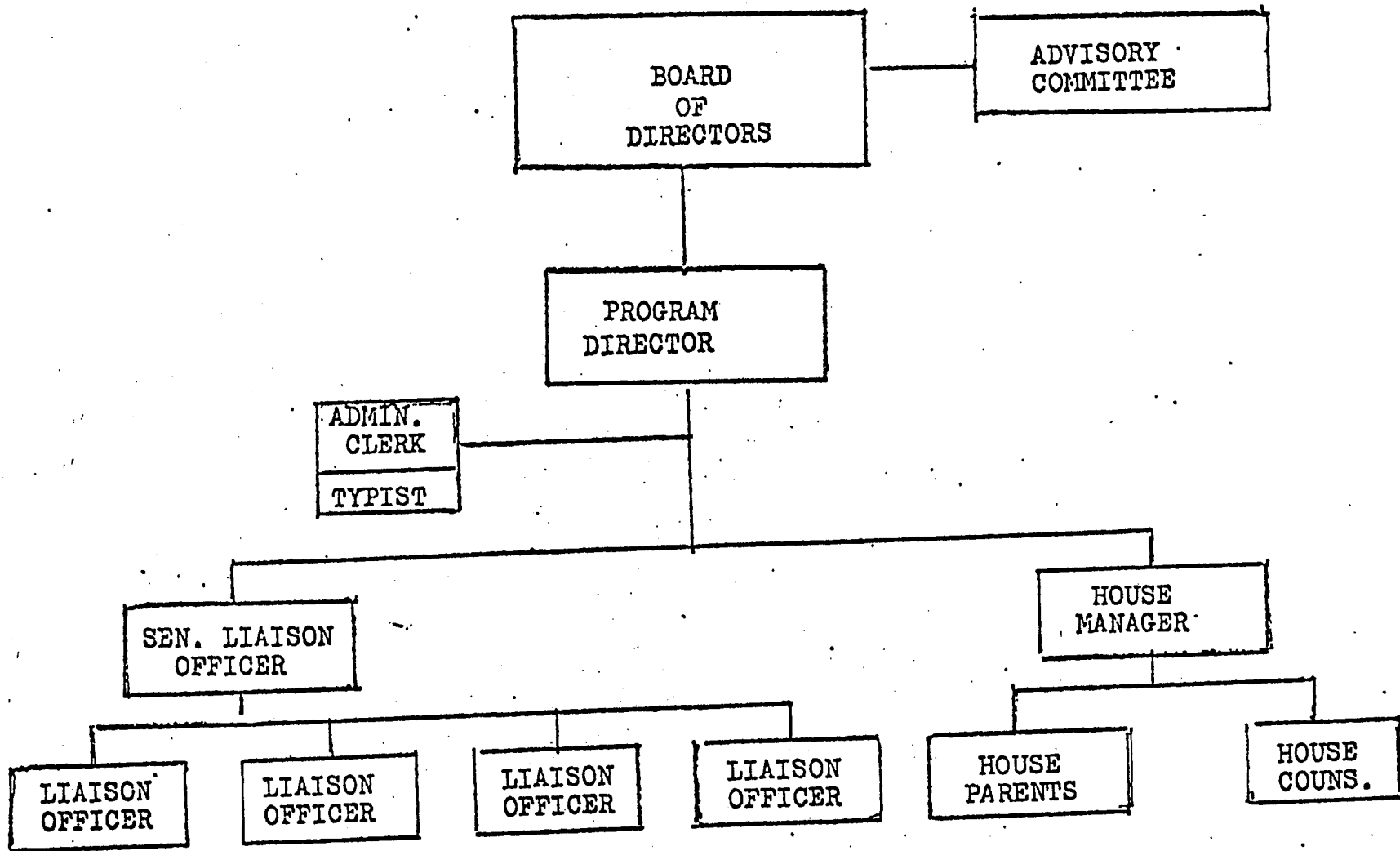
The Native Clan Organization proposal, through the employment and deployment of Native staff, acting in a liaison/counsellor capacity, seeks to mobilize a high degree of local community awareness, acceptance and involvement on behalf of the Native ex-inmates rehabilitation and his re-entry into the life of his community. Fundamental to this process of re-integration and re-adaptation to the mainstream of life, either urban or rural, is the half-way house to be located in Winnipeg at this time. This facility would serve both as a day parole resource for the Native inmate who might otherwise have no opportunity for temporary absences, as well as an accepting and therapeutic environment for the person fully paroled or discharged. Staffing for the whole program, liaison and halfway house would be as per Appendix "A" of this synopsis.

#### IMPLEMENTATION

1. Recognition of the problem and discussion between inmates and interested agencies and organizations on various solutions to the problem.
2. Establishment of a Planning Committee.
3. Decision to pursue the Native Clan Organization option.
4. Formation of the Board of Directors and Advisory Board.

5. Incorporation.
6. Discussion with potential funding bodies for support of this demonstration project.
7. Formal request and receipt of funding.  
See Appendix "B" for summary of cost.
8. Selection of appropriate staff through open selection process, and acquisition, through lease or purchase, of half-way house to serve also as base of operation in the initial stages.
9. Initiation of program.

N.B.: It should be noted that throughout the implementation and operation phases, evaluation is planned from within, and will be invited from external sources.



SUMMARY OF COSTS

Section 1

Capital Costs ..... \$ 21,430.00

Section 2

Salaries ..... \$102,500.00

Section 3

Operations and Maintenance ..... \$153,800.00

\$175,230.00

Contingency - 10% of \$175,230.00

17,520.00

TOTAL

\$192,750.00

APPENDIX F

STONY MOUNTAIN FEDERAL PENITENTIARY

&

HEADINGLEY CORRECTIONAL INSTITUTE

PROGRAMS

1. Personal Counselling
2. Assistance and Supervision on Temporary Absences
3. Applications for Native Halfway Home
4. Arranging Family Visits
5. Personal Assistance - Education, Employment,  
Alcohol-related.
6. Referrals and Follow-ups
7. Community Involvement

## PERSONNEL COUNSELLING

Our Liaison Counsellors spend a great deal of time with the inmates informing them on how and where they can obtain assistance according to their needs. The counsellors inform the men about various services and agencies that can be of help to them in such matters as: financial assistance for Education through the Manitoba Metis Federation Bursaries. Information on how to apply for Temporary Absences and Parole is relayed by the counsellors. The native inmate is informed of the Native Halfway House, its programs and intake policies. The counsellors assist in filling out History forms and setting up agendas for Day Parole.

On many occasions the counselling takes shape as a discussion between the counsellor and the inmate on: 1) Family matters i.e. how they may get in contact with family, relatives, friends & how to arrange transportation. 2) Exploring possible areas of employment and where they can gain assistance (ie. ~~in setting-up-a-shoe-shop-when-released~~). 3) Community activities 4) Future plans, feelings concerning this and present incarceration 5) Discussing the Native Brotherhood Organization (ie. activities, Outside Committee, outside involvement with the community, Native Youth Group- Winnibeeg Ehnakumiguk 6) Court cases (ie. ~~reasons for their incarceration, etc.~~)

## Examples of Personnel Counselling at Stony Mountain:

### Case 1

An inmate wishes information on how to obtain a T. A. so that he may attend a wrestling match and spend some time with his brother. He is informed that he must give a 24 hr. notice to the administration to be granted an interview with an N. C. O. counsellor in order to apply for a T. A. The final decision still rests with the administration.

### Case II

An inmate was informed of the programs and intake policies of the Native Halfway House. He wanted to talk of his marital situation and if he should pursue legal action - a divorce. He also made some inquiries about the Alcoholics Anonymous Association and their meetings. The counsellor informed him of the agencies which offered legal assistance and about the A.A. program and their policies.

### Case III

An inmate felt that he had no definite plans after his release but wished to stay at the Native Halfway Home and go to a vocational school and learn a trade. The N. C. O. counsellor and the parole officer discussed his future plans. It was decided that he come out on parole and spend some time at the Halfway House. One of our counsellors will supervise,



when he comes out on parole.

## Examples of Personnal Counselling at Headingley:

### Case I

An inmate was concerned of the whereabouts of his daughter. He was informed that the Department of Social Health and Welfare would probably be of some help. At a later date, he was assisted in writing the letter to the Dept. - also family and friends were contacted at his request.

### Case II

An inmate was worried about his house back on the reserve. He was also worried about the people who were it and an outstanding Hydro bill. He was informed that the Chief of his reserve could accept the responsibility of the house and make arrangements about the bill. At a later date, when asked to do so, his chief assumed the responsibility of both house and bill. The inmate had decided that he no longer wished to rent his house.

### Case III

An inmate was assisted in filling out his History Report. He made some inquiries of the Spruce Woods Camp and wanted to know how to go about making application to go there. He was informed of the programs at the Spruce Woods Bush Camp

and later filled an application.

### Assistance and Supervision on Temporary Absences

The counsellors of the N. C. O. provide assistance and supervision and assistance on temporary absences to many native inmates. Several times arrangements have been made for residents to visit family and friends while on T. A.'s. On many occasions the counsellors have acted as supervisors and arrangements were made to escort the inmate to social functions prior to his release in order to facilitate his re-entry into the mainstream of society. Native inmates who might otherwise have no opportunity for T. A.'s, can use the Native Halfway House in Winnipeg - where there is an accepting and therapeutic environment.

Transportation for the inmates is provided the majority of the time by the counsellors. (See Transportation Program)

Examples of Assistance and Supervision on T. A. for Stony Mountain.

#### Case I

Eleven residents of Stony Mountain were given T. A.'s to play in a hockey game at Sargent Park Arena against staff from the Native Clan and Main Street Project. Our counsellors assisted them in obtaining the T. A.'s and supervised the outing.

## Case II

Three residents wished to attend the Gordon Lightfoot Concert at the Winnipeg Centennial Hall. The counsellors assisted them in obtaining their T.A.'s, arranged for tickets and transportation and also acted as supervisors.

## Case III

An inmate wanted assistance in obtaining a T.A. Arrangements were made for a T. A. The inmate was taken out by the counsellor and spent most of the day at the counsellor's home.

Examples of Assistance and Supervision on T. A. for Headingley Correctional Institute.

## Case I

Three inmates wished to visit Oo-za-we-kwun, the Rivers Training Centre. The counsellor helped them obtain the T.A.'s, provided transportation and supervision. The men enjoyed the trip and were discussing the Rivers program eagerly on the way back to Headingley.

## Case II

Three inmates were given T. A.'s to attend the Johnny Cash Concert. One of our counsellors escorted them. The men

enjoyed the concert immensely. There were no incidents.

### Case III

One of the inmates obtained a T. A. to attend a funeral in Fort Alexander. Two of our counsellors escorted him. There were no problems.

### Assistance in Parole and Parole Supervision

Assistance is given to residents who have applied for parole. Community investigations have been done on the residents who request that we send a letter of support to the National Parole Services to help in obtaining parole. Men who wish to return to their reserves upon obtaining parole, have asked us to write letters to the Band Office requesting if there are any job openings available for the resident. Responses from the Band offices in most cases have been very favourable. The inmates frequently request our liaison counsellors to contact National Parole Services to inquire whether or not any decision has been made about their parole application. Liaison counsellors try to arrange for employment and accomodation for men who are in the process of applying for a "five and two" parole. The men released on parole are encouraged to remain in contact with Native Clan counsellors and assured of assistance in any way possible.

Examples of Assistance in Parole and Parole Supervision for Stony Mountain.

## Applications for the Halfway Home

Our liaison counsellors inform the native residents of the Halfway Home programs, and intake policies. They assist the applicant in filling out the necessary forms and answer any inquiries the inmate may make about the Halfway Home. There are facilities for seventeen residents only in the Native Halfway Home. When an applicant is accepted, arrangements are made by the counsellors to assist the new resident in the home.

## Arrange Family Visits

On occasion our liaison counsellors contact family or friends in the city and make arrangements for the resident to visit with them while on temporary absence. Several times, residents were supervised on temporary absences in order to attend funerals of family or close friends.

When family or friends wish to visit the inmate, but cannot do so for lack of transportation arrangements for their transportation to and from the institute are made. When a resident wished to contact family or friends for visits but is unable to do so, the counsellors make efforts to contact them for him. Again, transportation arrangements are made if the need arises. For example, one of our counsellors went to the airport to meet an inmate's wife to escort her to the institution.

Personal Assistance - Education, Employment ....

We have assisted many residents in obtaining employment and accomodation upon their release. Other residents who wish to keep on with their education are encouraged to do so and every assistance is given to them.

When an individual has a particular trade or skill, the counsellors assist him in finding employment in this specific field. On some occassions the counsellors accompanied the released man to the proper firms for job interviews. Also when the inmate needs assistance in purchasing suitable work clothes a counsellor will accompany him.

If the resident wishes to pursue training in a particular field, he is encouraged to take the Social Skills Course at 205 Austin. This enables the men to familiarize himself with returning to school. When the man has completed the program, the counsellors will assist him, if necessary, in planning further studies either at:

- 1) Up-grading sponsored by Canada Manpower
- 2) Adult Education on Vaughan Street for Grade 12 standing or University Entrance.

Applications for different colleges and vocational schools are obtained for them besides applications for bursaries and student aid programs. Assistance is also given in filling these forms out. These men are encouraged to continue their education as it is felt that this will facilitate their rehabilitation.

## Referrals & Follow-Up

When a resident or ex-resident needs assistance in any area, he is informed of the social agencies, their programs and how they may be of service to them. What ever the men's problem is, he is usually referred to the services of the agency that may be of benefit to him for that particular problem need.

After a man's release, he is encouraged to stay in contact with us - so that we may assist him in his re-orientation to society. This assistance usually is in regards to education, employment, accomodation and in some cases, alcohol education.

## Community Involvement

Our liaison counsellors are trained to be fully aware of all community resources available and to establish relationships which would make these available as the need arises. For example, our counsellors are aware of the programs and services of the following organizations: Native Club, Native Alcohol Foundation, Indian & Metis Friendship Centre, Main Street Employment Agency, Canada Manpower Services, Indian and Metis Tenants Association, Indian Affairs, Manitoba Indian Brotherhood and so on.

Our counsellors try to improve communication between Native prisoners and family and/or community through visits by those concerned.

Encouraging active involvement of Native communities, agencies and individuals in the rehabilitation of the offender and the communities of the processes of criminal justice to better the understanding of the problems involved and how to assist in the resolution.



APPENDIX G

## STAFF DUTIES AND RESPONSIBILITIES

### Project Director:

The Project Director shall be responsible to the Board of Directors for the overall operation of this organization, including:

- a) the keeping of records
- b) responsibility for selection and introduction of residents in consultation with Liaison and Institutional Counsellor and House staff
- c) public relations in cooperation with the Board
- d) reports to Board of Directors monthly, or as required and makes recommendations to the Board
- e) supervision, engaging and releasing of all staff with ratification of the Board and with the assistance in selection of a Board Committee which could be set up for that purpose
- f) and such other duties as may be assigned by the Board

### House Manager:

The House Manager shall be responsible to the Project Director for the management of all programs within the House and shall assist the Liaison Coordinator's programs within the institutions where feasible.

- a) He shall supervise the House Parents in the overall administration and upkeep of the House.

- b) He shall be available to replace the House Parents on evenings off and shall arrange for House Parents' days off.
- c) He shall ensure that all records and files are kept in order.
- d) He shall ensure that financial records are maintained as required.
- e) He shall provide assistance to residents in gaining resources to meet their needs, where possible (i.e. medical, legal, employment, physical, etc.)
- f) Liaison with outside agencies for programs within the House. (i.e., A.A.)
- g) Shall ensure maintenance and care of property and equipment in use by residents and staff.

House Parents:

Shall be accountable to the House Manager for the following:

- a) Operation and maintenance in good repair of the house;
- b) Responsible for the purchase of bulk foods and supplies;
- c) Planning preparation of all meals;
- d) Availability to residents for support and friendship, and casual advice, and will play a major role in House Programs.

House Counsellor:

- a) Shall be responsible to the House Manager;
- b) Assistance with counselling, individual or groups;
- c) Relieve House Parents or Manager on days off; and
- d) Perform such other duties as assigned by the House Manager.

Senior Liaison Officer:

Shall be responsible to the Project Director for:

- a) The continuance of programs as specified earlier;
- b) Shall ensure that the Liaison Officers are following the program as outlined; and
- c) Shall be responsible for the work and conduct of his immediate staff;
- d) Shall liaise with institutions regarding the functioning of programs and utilize volunteer agencies who wish to contribute services;
- e) Shall ensure that control and care is maintained of vehicles used by any staff.

Liaison Officer

Shall be responsible to the Senior Liaison Officer and shall perform the following duties and be aware of changes when required:

- a) Interviewing native inmates during their stay in the institution. Encouraging them to take part in various activities and programs set up within the Institution for self-improvement.
- b) Assisting the native inmate to obtain Temporary Absence from the institution for the purpose of locating employment, housing and socializing prior to termination of sentence or coming out on parole and to do liaison work between the inmate and his home community.
- c) Acting as liaison between the native inmate and various agencies involved in rehabilitating or assuring inmates the financial assistance from proper agencies and to provide guidance up to termination of given sentence.
- d) Assisting in programming for Indian and Metis Organizations within the institutions by acting as their co-ordinator from the outside of the institution.
- e) To promote the cooperation of the Institutions and to ensure that Native inmates are provided with the maximum opportunities within the institutions.

Administrative Clerk:

Shall be responsible to the Program Director for:

- a) The maintenance of financial ledgers for the Halfway House and overall program and pay necessary accounts;
- b) Make up pay-roll in accordance with instructions of consultant;
- c) Recording all incoming/outgoing correspondence and typing all official mail;
- d) Maintaining files and records on all personnel involved with Native Clan Organization.

Typist:

Shall be responsible to the House Manager for:

- a) Recording and maintenance of all financial matters pertaining to the Half-Way House;
- b) Maintain an up-to-date filing system pertaining to routine correspondence of the House;
- c) Must be very flexible with regard to type of work-load and may, when necessary, act in any capacity required in the House.

Advisory Committee:

In spite of the hopeful direction of recent changes, the prevailing nature of corrections is still punitive and coercive. Thus the staff and Board of the Home must be capable of forstering trust, but must also be seen as competent to as high a degree as possible.

Advisory Committee (continued)

We suggest the formation of an Advisory Committee to the Board of Directors which would include people that possess varying degrees of skills which could prove of value to the Project.

This Advisory Committee would consist of the Chairman of the Board, the Director, and one appointed staff person from as many allied community agencies as possible. (Appendix "F" refers).

APPENDIX H



## PROGRAMMES WITHIN CANADIAN PENITENTIARIES

### Recommendations

1. A specific unit at Penitentiary Headquarters should be assigned responsibility for developing and implementing programmes related to inmates of Indian origin.
2. In appropriate institutions, a representative of the Native Brotherhood or similar organization be included in community advisory councils established by the Commissioner of Penitentiaries' Directive No. 338.01.
3. The Department of Manpower and Immigration should play a greater role in the planning of industrial and training programmes within penitentiaries. Coupled with this should be experimentation in short-term group and individual incentives for achievements stressing short-term rewards.
4. Resources for training and education available from the Department of Indian Affairs and Northern Development, should be provided to Indian inmates, wherever appropriate, on the same basis as they are to their counterparts in the community.
5. Short-term vocational programmes of particular potential and unique value to the native offender should be developed.
6. Specific funds should be allocated to the Canadian Penitentiary Service for the purchase of supportive services to native offenders available from organizations such as Friendship Centres, Band Councils and Native Brotherhood Groups.
7. Much more use should be made of volunteers drawn from the community to meet the need for tutors in basic educational programmes.
8. Much more imaginative use can be made of native offenders in developing institutional programmes.
9. Consideration should be given to greater development of programmes in more open settings than exist in major institutions.

## THE USE OF PAROLE IN RELATION TO NATIVE OFFENDERS

### Recommendations

1. The National Parole Board should continue to make parole conditions more flexible and realistic in terms of the problems facing the native offender on discharge.
2. More use could be made of ordinary as well as day-parole and work release programmes to offset negative integration.
3. Specific funds should be made available to the Regional Offices of the National Parole Board for the purchase of existing or potential services within the community to native offenders.
4. There is a need for imagination and innovation in the community treatment of native offenders on parole.

## STAFF DEVELOPMENT AND RECRUITMENT

### Recommendations

1. The recruitment of native people should be geared towards more realistic goals than the recruitment of professional people. Consideration should be given to the establishment of special categories of the institutional and parole staff more in keeping with the realities of recruitment and the academic achievement of native Indians.
2. There should be a much more imaginative recruitment campaign designed to attract people of native ancestry to work in the correctional services.
3. There should be increased staff training directed toward a better appreciation of the culture, value system, reality situation and aspirations of native offenders, and towards a greater awareness of resources available to correctional staff when dealing with such offenders.
4. The current programme of training special native constables should include major sessions on the topic of corrections in general and parole in particular in order that these personnel may be more aware of the correctional process, and, if necessary, assist in parole supervision.
5. The Department of the Solicitor General should make a specific commitment to employ a number of staff of native ancestry as guidance officers and as staff for parole services.

## COMMUNITY PARTICIPATION AND RESPONSIBILITY

### Recommendations

1. The Department of Indian Affairs and Northern Development or the Department of the Solicitor General should appoint one staff member in each of its administrative regions, to provide leadership and to co-ordinate all programmes, federal, provincial and voluntary, that are concerned with offenders of native ancestry.
2. Regional committees, should be developed to maintain a focus on the specific problems of Indians, Métis and Eskimo offenders and to ensure continued co-operation amongst all interested organizations.
3. The Indian communities should be assisted to take greater leadership in developing effective correctional services.
4. Both personnel and other resources should be made available to create a broad programme of social education of Indians, especially in the correctional services, which would result in greater awareness on their part and enhance the possibility of recruiting staff for parole sponsors.
5. Funds should be made available for educational programmes, for Band Councils, Chiefs and councillors, in order that they might assume a more responsible role in the correctional process.

## GENERAL OBSERVATIONS AND RECOMMENDATIONS

### Recommendations

1. There is an overall need for more experimentation coupled with careful evaluation of all programmes, but especially those dealing with offenders of native ancestry.
2. Joint statements of "principles of co-operation" developed by several American federal and state agencies with respect to programmes for Indian offenders should be studied in depth to evaluate and determine their applicability to the Canadian situation.

NATIVE PEOPLE AND THE LAW

(Selected Canadian References)

- Brady, H. (1971) Indians on Skid Row, Department of Indians Affairs and Northern Development, Information Canada.
- Canada (1969) Statement of the Government of Canada on Indian Policy, Presented to the First Session of the 28th Parliament by the Honourable Jean Chrétien, Minister of Indian Affairs and Northern Development, Ottawa, Queen's Printer.
- Canada (1971) Correction Services in the Northwest Territories, Julienville R., Department of the Solicitor General, Report of the Study Committee, Department of Social Development, N.W.T. February.
- Canada (1973) Policing on Reserves, Report of Task Force Indian and Northern Affairs, January.
- Cardinal, H. (1969) The Unjust Society, M.S. Hurtig, Edmonton.
- Choquette, J.C. (1972) The Administration of Justice Beyond the 50th Parallel, Quebec.
- Clairmont, D.H. (1962) Notes on the Drinking Behaviour of the Eskimos and Indians of the Aklavik Area, Northern Coordination and Research Centre, Ottawa.
- Conference on Northern Justice Report, Winnipeg, September 30 - October 5, 1973.
- Finkler, H. and Parizeau, A. (1973) Deviance and Social Control: Manifestations, tensions and conflicts in Frobisher Bay, International Centre of Comparative Criminology, Montreal.

Hayes, D.C. (1970) Law and the Eskimo in Canada Today,  
Eskimo Association of Canada.

Lejeune R. (1966) Administration de la Justice dans  
le Nouveau-Québec, D.G.N.Q.

Ministry of the Solicitor General, Report of the  
Interdepartmental Workgroup on Some Aspects of the  
Survey Indians and the Law (unpublished).

Ministry of the Solicitor General (1973), Native People  
and the Law - A Preliminary Statistical Review,  
Statistics Coordination Section, Ottawa.

Monture, G.C. (1967) Indians and the Law, Canadian  
Corrections Association, Canadian Welfare  
Council, Ottawa, Queen's Printer.

National Conference on Native Peoples and the  
Criminal Justice System, Edmonton, February 3-5, 1975.  
Briefs and summaries of Proceedings.

Newell, W.B. (1965) Crime and Justice, among the  
Iroquois Nations, Caughnawaga Historical  
Society, Montreal.

Northern Task Force: An Interim Report from the  
Citizen of Northern Manitoba to the  
Manitoba Legislature, Winnipeg 1970.

Paguin, R. (1970) Les Esquimaux et l'Alcool, Québec.

Rapport Prévost: Commission of Inquiry into the  
Administration of Justice on Criminal and  
Penal Matters in Quebec, (1968) Quebec.

Report on the Ontario North - Indian Life and Canadian  
Law, Canadian Civil Liberties Education  
Trust, (1973), Toronto.

Senechal, G.E. (1970) Les Esquimaux de Fort-Chino:  
Problèmes de Déviance sociale,  
l'Alcoolisme et la Délinquance, D.G.N.Q.  
Québec.

### FOOTNOTES

1. Selltiz, C., M. Jahoda, M. Deutsch, S. Cook, Research Methods in Social Relations (New York: Holt Rinehart and Winston, 1959), p.50.
2. Morris, Robert and R. Binstock, Feasible Planning for Social Change (New York: Columbia University Press, 1966), p.3.
3. Lawrence, P. and J. Lorsch, Studies in Organization Design, (Homewood, Ill.: R.D. Irwin, 1970), p.1.
4. Kast, Fremont E. and James E. Rosenzweig, "Contingency Views of Organization and Management", Science Research Associates, Inc., Palo Alto, Calif., 1973, p. ix quoted from F. Kast and J. Rosenzweig, Organization and Management: A Systems Approach (New York: McGraw-Hill Book Co., 1974), p.2.
5. Katz, Daniel and Robert L. Kahn, The Social Psychology of Organizations (New York: John Wiley and Sons, Inc., 1966) pp. 14-29.
6. Burns, Tom and G.M. Stalker, The Management of Innovation, (London: Tavistock Pub., 1961), pp. 119-25.
7. Thompson, James D., Organizations in Action (New York: McGraw-Hill Book Co., 1967) p. 159.
8. Ibid.
9. Lawrence, P. and J. Lorsch, Organization and Environment: Managing Differentiation and Integration (Boston: Harvard University Press, 1967), p.
10. Johnson, Richard A., Fremont E. Kast and James E. Rosenzweig, The Theory and Management of Systems (New York: McGraw-Hill Book Co., 1973), p. 150.
11. Ibid., p. 151
12. Hage, J. and M. Aiken, Social Change in Complex Organizations (New York: Random House, 1970), pp. 94-104.
13. Mann, F. and F. Neff, Managing Major Change in Organizations (Ann Arbor: Foundation for Research on Human Behaviour, 1969), p.3
14. Kahn, A., Studies in Social Policy and Planning (New York: Russell Sage Foundation, 1969), p. 1.
15. Kahn, A., Theory and Practise of Social Planning (New York: Russell Sage Foundation, 1969), p.307.

16. Kast, F. and J. Rosenzweig, Organization and Management: A Systems Approach (New York: McGraw-Hill Book Co., 1974) pp. 579-580.
17. A similar methodology was employed by S.B. Kamerman in a study of 23 programs from their inception through a 2½ - 3 year period. See S.B. Kamerman, "A Paradigm for Programming: First Thoughts" in Social Service Review, Vol. 49, No. 3, September, 1975, pp. 412-419.
18. Kahn, A., Theory and Practise of Social Planning, Ibid., p.1.
19. Hagen, E., Planning Economic Development (Homewood, Ill.: Richard D. Irwin, 1963), p.331.
20. Kahn, A., Ibid., pp. 325-326.
21. Parole Act and Parole Regulations (Ottawa: Queen's Printer 1970) p.1.
22. Ibid.
23. Ibid.
24. Ibid., p.55.
25. Guide: Research Program 1975-76, Solicitor General Canada, pp.3-
26. From an interview with the Chairman of the Board of Directors of the Native Clan Organization (hereafter referred to as the Chairman of the NCO) on December 23, 1975. It should be noted that the Chairman is referred to as the M.M.F. representative throughout this thesis and it is he who responded to the letter referred to.
27. Ibid.
28. Ibid.
29. Ibid.
30. From interviews with the Director of the N.C.O., a former inmate; and the District Director of the National Parole Service
31. From an interview with the Chairman of the N.C.O. dated December 23, 1975.
32. From an undated copy of the Application for Grant submitted to the Department of the Solicitor General in early November 1971.
33. Ibid.
34. Total costs were estimated at \$154,600 including capital costs, salaries and administration and maintenance.
35. From a letter dated February 2, 1972 to the Chairman of the N.C.O. from the Assistant Deputy Solicitor General.

36. From notes of a planning committee meeting held February 16, 197
37. From notes of planning committee meetings dated February 21 and 24, 1972.
38. Ibid.
39. From an interview with the Assistant District Representative dated December 30, 1975.
40. From notes of meetings held on February 21 and 24, 1972.
41. Ibid. Please see Appendix G for description of staff duties and responsibilities.
42. Taken from notes of a meeting of the planning committee held on March 3, 1972.
43. From a proposal for funding of the halfway home, submitted by the Chairman of the N.C.O. on April 19, 1972.
44. From notes dated March 29, 1972 of the substance of the telephone call as written by the Assistant District Director.
45. Ibid.
46. From a letter addressed to the Chairman of the N.C.O. dated March 1, 1973 and signed by the Assistant Deputy Solicitor General.
47. From an interview with the Project Director dated December 24, 1975.
48. Ibid.
49. From a copy of a letter dated April 24, 1973 sent to the District Director of the National Parole Service and signed by the Project Director.
50. From a memo dated March 16, 1973 to the District Director of the National Parole Service from the Executive Director of the National Parole Service.
51. From an interview with the Chairman of the Board of Directors, Ibid.
52. From an interview with the District Representative of the National Parole Service dated December 30, 1975.
53. From an interview with the Project Director dated December 24, 1975.
54. From an interview with the Senior Counsellor of the Native Clan Organization, dated December 31, 1975.
55. From an interview with the present Director dated December 23, 1975.



56. From a quarterly report of the Native Clan Organization dated April 1, 1974 to June 30, 1974. Supplemented with information from an interview with the present Director on December 23, 1975.
57. From interviews with the District Representative of the National Parole Service, the Assistant District Representative of the National Parole Service, the Supervisor of Classification at Stony Mountain and a Classification Officer at Stony Mountain in December - January 1975.
58. From interview with the Project Director dated December 24, 1975 and with the Chairman of the Board dated December 23, 1975.
59. From an interview with the Assistant District Representative of the National Parole Service dated December 30, 1975.
60. From an interview with the Chairman of the Board of Directors dated December 23, 1975.
61. Ibid.
62. Kast, F. and J. Rosenzweig, Ibid., p. 579
63. Kahn, A., Studies in Social Policy and Planning, Ibid. p.1.
64. For example the R.C.M. Police began a native constable recruiting program in 1970. The federal government also had commissioned a task force to study the needs of native people with regard to the correctional system (e.g. the McCaskill Report, a Study of Needs and Resources Related to Offenders of Native Origin in Manitoba, 1969 and the Laing Report, Indians and the Law, 1970)
65. The Canadian Corrections Association, Indians and the Law: A Survey prepared for the Honorable Arthur Laing, August 1967, p.9.
66. Report of the Interdepartmental Work Group on Some Aspects of the Survey "Indians and the Law". (unpublished)
67. Ibid.
68. We are not referring here to strategic planning which Johnson, Kast and Rosenzweig describe as "the process of determining the major objectives of an organization and the policies and strategies that will govern the acquisition, use and disposition of resources to achieve those objectives", in the Theory and Management Systems, Ibid, p.62.
69. Guide: Research Program 1975-76, Ibid.
70. Kahn, A. Theory and Practise of Social Planning, Ibid p.1

71. Johnson, Richard A. et al. Ibid p.150.
72. Refer to Appendix F for a more detailed description of these activities as described in the N.C.O. quarterly report dated March 1974.
73. See Appendix H for the recommendations made by the CCA in Indians and the Law, Ibid p.12-15.
74. See Appendix I for the recommendations of the Interdepartmental Work Group (unpublished).
75. Refer to Appendix J for a bibliography of selected Canadian references on natives and the law.
76. Report to the Canadian Committee on Corrections, Toward Unity: Criminal Justice and Corrections, Information Canada, Ottawa, March 31, 1969, p.379.

## BIBLIOGRAPHY

### Books and Articles

1. Burns, Tom and G. M. Stalker, The Management of Innovation (London: Tavistock Pub., 1961).
2. Hage, J. and M. Aiken, Social Change in Complex Organizations (New York: Random House, 1970).
3. Hagen, E., Planning Economic Development (Homewood: Richard D. Irwin, 1963).
4. Johnson, R. A., F. E. Kast and J. E. Rosenzweig, The Theory and Management of Systems (New York: McGraw-Hill Book Co., 1973).
5. Kahn, Alfred, Studies in Social Policy and Planning (New York: Russell Sage Foundation, 1969).
6. Kahn, Alfred, Theory and Practise of Social Planning (New York: Russell Sage Foundation, 1969).
7. Kamerman, S. B. "A Paradigm for Programming: First Thoughts", Social Service Reveiw, Vol. 49, No. 3, Sept. 1975.
8. Kast, Fremont and J. Rosenzweig, Organization and Management: A Systems Approach (New York: McGraw-Hill Book Co., 1974).
9. Katz, Daniel and Robert Kahn, The Social Psychology of Organizations, (New York: John Wiley and Sons, Inc., 1966).
10. Lawrence, P. and J. Lorsch, Organization and Environment: Managing Differentiation and Integration (Boston: Harvard University Press, 1967).
11. Lawrence, P. and J. Lorsch, Studies in Organization Design (Homewood: R. D. Irwin, 1970).
12. Mann, F. and F. Neff, Managing Major Change in Organizations, (Ann Arbor: Foundation for Research on Homan Behaviour, 1969).
13. Morris, Robert and R. Binstock, Feasible Planning for Social Change (New York: Columbia University Press, 1966).
14. Selltitz, C., M. Jahoda, M. Deutsh and S. Cook, Research Methods in Social Relations (New York: Holt, Rinehart and Winston, 1959).
15. Thompson, James D., Organizations in Action (New York: McGraw-Hill Book Co., 1967).

### Government Publications

1. Guide: Research Programs 1975-76, Solicitor General Canada.
2. Parole Act and Parole Regulations (Ottawa: Queen's Printer, 1970).