

a developmental process about the potential the individual has for re-establishment in the community. Parole means that the inmate is still not free even though he is living in the open community under certain conditions and under supervision. Usually the supervision is provided by prisoners' aid societies such as the John Howard and Elizabeth Fry Societies, or in some cases by probation officers."

This quotation is typical of the articles and speeches made by members and staff of the John Howard and Elizabeth Fry Societies across the country interpreting parole and urging its development since the early 1950's. Briefs to this effect were submitted to the Fauteux and Ouimet Committees. During those years, when Ticket of Leave was the form of release under the jurisdiction of the Remission Service, the after-care agencies provided most of the parole supervision and from 1959 cooperated in the development of the Regional and later District Offices of the parole service being set up to implement the functions of the newly formed Parole Board.

Their long experience and intensive knowledge of parole provided a valuable cross-fertilization from the community to the developing parole system which was helpful in the early practice of supervision. The supervision provided by the after-care agencies slowly dropped proportionately with the development of the parole service but has recently been climbing back to the fifty percent partnership authorized by the present Minister. The actual balance at December 31st, 1971 was that 53.06 per cent of the community assessments and 42.19 per cent of the parole supervision were being done by agencies other than the parole service itself and these included some provincial government services.

The after-care agencies had their offices in the major communities in Canada and were functioning in both ticket of leave supervision and general after-care of released inmates before the offices of the parole service were located in the same communities. This development by the parole service was accomplished with remarkable cooperation by both groups and the after-care agencies have continuously sought to develop a partnership between the community and the government agency in the delivery of field services.

They have steadily affirmed their belief in parole despite unfortunate instances concerning parolees which from time to time have caused some public concern. They have also supported the principle of mutual partnership which has now been recognized by the Minister in the Service Agreement with the after-care agencies. This provides a financial floor and a feeling of certainty as to the course which is to be followed which makes budgeting and staff development more viable for the agencies than during previous years when the extent of the task was not outlined and the fluctuation from year to year made prediction most difficult.

It remains still for some mechanism such as a joint government-after-care agency committee to be set up to provide opportunities for discussion of policy and practice before these are unilaterally announced by the parole service. An example of this need is that, despite requests, directives, or even precis of these, regarding practice are sent to the District Offices of the parole service but not to the after-care agencies which are doing such a high proportion of the supervision. The various district offices of the parole service appear to be interpreting these directives differently and the

after-care agencies have no direct knowledge of the expectations of the parole service as to the service they are rendering.

Such a service and financial partnership has not over the years been an inhibiting factor in the penal reform functions of the after-care agencies who may in a sense be said to be the conscience of the community and one of the avenues for the expression of the views of inmates and ex-inmates in matters of correctional policy and practice. Starting with small grants in the late 1940's the Federal and most of the Provincial Governments have provided grants. But during these years the influence of the after-care agencies has increased rather than diminished in their public representation of what they considered desirable correctional progress. There has been acceptance of this role by the governments concerned whose maturity and that of their senior staff has not resulted in threats of financial reprisals. In fact, increasingly, governments are welcoming representation in correctional matters from informed private agencies.

STANDARDS

There are certain standards which should be expected from after-care agencies in relation to the rendering of services in cooperation with the government agencies which have a right to expect that these will be met.

The Board of Directors of the agency should represent the broad responsible community, review agency objectives and programme, formulate basic policies and engage in an orientation programme and a continuing educational programme regarding the agency and its services in relationship to the correctional field as a whole.

In regard to staff, there should be stated job descriptions, personnel policy, salaries related to current professional scales, recruiting, when possible and available, staff with professional orientation in social work, a staff development programme, regular supervisory opportunities for staff and regular evaluations.

The agency structure should contain a constitution and by-laws, defined channels of communication among staff and from staff to Board, financial support based on both public and private sources, development and continuing review of working relationships with community agencies and services, and with the parole and penal services.

The agency programme should show public interpretation of service, publicly stated objectives and programmes, clear statements of eligibility for any service programme related to prison experience but offering no barrier to race, creed, colour, residence, or personal characteristics, control of work loads, volunteers used only under supervision and with training, defined service practices including confidentiality, yearly review and planning, a record of the service given to individuals and a statistical recording of services. Accounting should provide for an annual audit, annual planning in review of the budget and an annual public statement of the financial and service position.

But over and above these objective standards no satisfactory way has been yet developed in measuring quality except by the judgement of trained professionals regarding the performance of the caseworker with the client. The parole service workers in the District Offices receive the reports of the after-care agency workers