

# **THE PRIORITY PROLIFIC OFFENDER PROGRAM: PRELIMINARY FINDINGS FROM THE FIRST YEAR OF THE PROCESS AND OUTCOMES EVALUATION**

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# TABLE OF CONTENTS

	Page
List of Tables and Figures .....	vii
Executive Summary .....	ix
Acknowledgements .....	xiii
1.0 Introduction .....	1
1.1 Background .....	1
1.2 Objectives of PPOP .....	2
1.3 Phase 1 Process Analysis Report (MacRae et al., 2011).....	2
1.4 Process and Outcomes Evaluation.....	4
1.5 Purpose of the Report.....	5
1.6 Organization of the Report.....	5
2.0 Methodology .....	9
2.1 Research Questions .....	9
2.2 Methods .....	10
2.2.1 Retrospective Analysis.....	10
2.2.2 Staff Survey.....	10
2.2.3 Stakeholder Survey.....	11
2.3 Limitations.....	13
3.0 Retrospective Analysis .....	15
3.1 Introduction .....	15
3.2 Criminal History Prior to PPOP Selection .....	15
3.3 Selection to PPOP .....	17
3.4 Bail Conditions and Grounds for Detention .....	20

	Page
3.5 De-Selection from PPOP .....	23
4.0 Staff Survey .....	25
4.1 Introduction .....	25
4.2 PPOP Processes .....	25
4.3 PPOP Growth and Sustainability .....	33
5.0 Stakeholder Survey .....	37
5.1 Introduction .....	37
5.2 Sample.....	37
5.3 Survey Results.....	38
5.3.1 Perceptions of Police Officers and Analysts .....	38
5.3.2 Perceptions of Members of the Sheriffs Investigative Support Unit .....	41
5.3.3 Perceptions of Crown Prosecutors .....	41
5.3.4 Perceptions of Treatment/Service Providers .....	43
5.3.5 Perceptions of Probation Officers .....	45
5.3.6 Perceptions of Provincial Court Judges .....	47
5.3.7 Views on PPOP Selection Criteria .....	48
5.3.8 Perceptions of PPOP's Impact and Future .....	50
5.3.9 Additional Comments.....	55
6.0 Discussion and Conclusions.....	57
6.1 Introduction .....	57
6.2 Summary.....	58
6.2.1 Summary of Retrospective Analysis .....	58
6.2.2 Summary of Staff Survey .....	60
6.2.3 Summary of Stakeholder Survey .....	63
6.3 Discussion.....	67
6.4 Conclusion .....	68

References ..... 71

Appendix A: PPOP Staff Survey

Appendix B: PPOP Stakeholder Survey

Appendix C: Stakeholder Survey Introduction Letter

Appendix D: Stakeholder Survey Email

Appendix E: Judges' Survey Information Letter



## LIST OF TABLES AND FIGURES

	Page
Table 1.1: PPOP Logic Model .....	6
Table 2.1: Stakeholder Survey Response Rate by Stakeholder Group .....	13
Table 3.1: Average Number of Offences Committee Five Years Prior to PPOP Selection, by Age Group and Offence Type.....	16
Table 3.2: Summary of Offender Criminal History Characteristics, by Age Group.....	17
Figure 3.1: Referral Agency .....	18
Table 3.3: Summary of Program Selection Criteria at Intake .....	19
Table 3.4: Offender Criminal History at Referral .....	20
Table 3.5: Primary and Secondary Grounds for Detention .....	21
Table 3.6: Proportion of Offenders with Specified Recommended Bail Conditions .....	22
Table 3.7: Reasons for De-Selection .....	23
Table 4.1: Extent to Which Staff Agree with PPOP Goals .....	25
Table 4.2: Extent to Which Staff Agree with the Mandatory PPOP Selection Criteria ...	26
Table 4.3: Extent to Which Staff Agree with the Discretionary PPOP Selection Criteria.....	27
Table 4.4: Staff Perceptions of Support Services.....	30
Table 4.5: Staff Perceptions of Offender Engagement in the Program .....	31
Table 4.6: Extent to Which Offenders are Complying with Conditions .....	32
Table 4.7: Staff Perceptions of PPOP’s Growth and Sustainability.....	33
Table 5.1: Distribution of Professions Among Stakeholder Survey Respondents.....	38
Table 5.2: Distribution of Locations Among Stakeholder Survey Respondents .....	38

	Page
Table 5.3: Means by which Police Officers/Analysts Refer Offenders to PPOP .....	39
Table 5.4: How Offending Monitoring Information is Used, As Reported by Police Officers and Analysts .....	40
Table 5.5: Extent to Which Crown Prosecutors Believe that Offenders are Complying with Conditions .....	43
Table 5.6: Types of Services Provided to PPOP Offenders by Treatment/Service Providers Surveyed .....	44
Table 5.7: Extent to Which Probation Officers Believe that Offenders are Complying with Conditions .....	46
Table 5.8: Types of Services Needed for PPOP Offenders, as Reported by Probation Officers.....	47
Table 5.9: Extent to Which Police Officers, Probation Officers, and Analysts Agree that the PPOP Selection Criteria is Appropriate.....	49
Table 5.10: Stakeholders' Level of Agreement with Whether PPOP Goals are Being Achieved .....	50
Table 5.11: Stakeholders' Perceptions of the Impact and Future of PPOP .....	51

## EXECUTIVE SUMMARY

The Priority Prolific Offender Program (PPOP) joins a growing number of programs in Canada designed to collaboratively address the behaviour of prolific offenders, using a combination of monitoring, enforcement, and rehabilitative services. The objectives of Alberta's program specifically aim to ensure Crown prosecutors have complete, accurate, and up-to-date information on prolific offenders, rehabilitation is promoted through the provision of appropriate support services, and the consequences of offending and reoffending are meaningful.

The Canadian Research Institute for Law and the Family (CRILF) was first contracted in 2010 to conduct a process evaluation of the program. The results of this evaluation yielded five recommendations for the program moving forward:

- (1) The development of an Operations Manual;
- (2) A review of the comprehensive bail packages;
- (3) Adequate funding and resources;
- (4) Education and awareness; and
- (5) A process and outcomes evaluation.

In 2012, PPOP followed through with the Phase 1 process evaluation's recommendation to continue the process evaluation and conduct a thorough outcomes evaluation. The comprehensive three-year research strategy proposed by CRILF has three major components:

- (1) a process analysis designed to monitor and document program implementation, and specifically, to assess whether the Phase 1 process evaluation recommendations have been addressed;
- (2) an outcome analysis designed to track anticipated changes that result from the activities of the program; and
- (3) a cost and potential benefit analysis of the program.

The purpose of the current report is to discuss the findings of the first year evaluation activities. The objectives of the report were:

- (1) To re-visit PPOP processes, and assess the current processes in relation to the recommendations provided in the Phase 1 process evaluation;
- (2) To report preliminary findings from the retrospective data collection; and
- (3) To make process recommendations for the program as the evaluation enters its second year.

Three main methods were employed for this report: a retrospective analysis of data on clients de-selected from the program from its inception to December 31, 2012; a survey of PPOP staff; and a survey of PPOP stakeholders.

## **Discussion**

Since CRILF's initial process evaluation (MacRae, Bertrand, Paetsch, & Hornick, 2011), a number of changes have occurred within PPOP to address the recommendations made. First, an Operations Manual has been developed that will ensure consistency and continuity with regard to policy. Second, the comprehensive bail packages are currently under review. Third, funding and resources are being reviewed on an ongoing basis. Fourth, education and awareness efforts continue and are a priority for the program. Finally, a comprehensive process and outcomes evaluation is underway, which will inform the future of the program and is the subject of this report.

Findings from the year 1 process and outcomes evaluation report indicate that PPOP processes are largely in line with the intention of the program. Findings show that the PPOP selection criteria are for the most part being followed. In addition to clearly meeting the mandatory offending criteria for selection, the offenders demonstrate the presence of a number of co-morbid risk factors, including substance addiction, homelessness, lack of employment, and criminal association. Though the analysis of discretionary criteria among the retrospective sample showed that mental health issues were largely absent among the sample, it is expected that this is an underestimation due to the referring agency not being aware of a mental health diagnosis, or to the fact that many offenders likely had not had a proper assessment at the time of referral. It is expected that future analysis of outcomes data will yield better information with regard to the presence of mental health issues among the prolific offender population, and the resultant need for PPOP to provide adequate resources and support. With regard to the process of selection, the staff and stakeholder survey yielded a number of suggestions to improve the process, including increasing the number of requisite convictions or consideration of the ratio of charges to convictions, development of a program risk assessment tool to ensure consistency in this regard, and expanding the source of referrals from police to include other sources (e.g., probation officers).

The development and distribution of the comprehensive bail packages continues to be a feature of PPOP that is viewed very positively. Overall, staff and stakeholders believe the information contained in the packages to be appropriate and effective for making recommendations regarding bail and sentencing, and the process for providing this information to the Crown is efficient. The need to change the format of the bail package emerged, and specifically, to change the name of the bail package so that they are not viewed purely as a source of information for bail hearings. It was further suggested that communication between PPOP and the Crown could improve with regard to the bail package and each offender. The importance of continued education and advocacy for the program among Crown prosecutors and judges was also

revealed. Analysis of the information provided in the bail packages demonstrated a complete picture of each offender, with the recommendations for conditions being comprehensive and appropriate to each individual's needs and risk profile. As the evaluation moves forward, outcomes regarding conditions and compliance will be measured.

The discretionary criteria used to select many offenders demonstrate on a basic level the complex needs of the offender group, and the resultant need for PPOP to provide a range of services and resources to support the offenders in changing their lives. Findings related to the provision of community services were similar to the initial process evaluation, in that both the staff and stakeholder surveys revealed that treatment and support services are not sufficient to meet the needs of PPOP offenders. Though PPOP endeavours to link offenders with necessary support services, the services themselves are often limiting in their selection criteria, willingness to accept those with a criminal record, appropriateness, and availability. As revealed in the surveys, inability to provide appropriate support services when they are needed (e.g., post release from custody) often results in recidivism. However, it is also important to note that willingness to engage in services on the part of the offender is a key factor. The continued development of formal partnerships with service providers is an important consideration for the program moving forward. As the evaluation continues, CRILF will further examine the appropriateness and availability of services for offenders in the context of case planning and outcomes.

Overall, staff and stakeholders believed that monitoring and the response to relapse and reoffending by PPOP is timely and adequate. However, it was reported that effectiveness of monitoring and surveillance is largely dependent on the cooperation of justice system partners (e.g., referring agency, probation), as well as a better understanding of "who" is responsible for filing breaches and new charges. The availability of surveillance and monitoring was also a common theme, with many staff and stakeholders pointing to the need for more resources in this area in order for it to be effective. As PPOP moves forward, it is recommended that communication with external agencies regarding responsibilities for monitoring, compliance, and charges be revisited.

Specifically with regard to compliance, staff and stakeholders were somewhat less positive about offenders' ability to follow their conditions. As the evaluation continues, an examination of offending data while offenders are in the program will further reveal outcomes regarding compliance.

As the program moves forward, the staff and stakeholder surveys revealed a number of important considerations for the future of PPOP. Though response to the program and any possible expansion is overwhelmingly positive, it is recognized that the program must have appropriate processes and resources before it increases its current caseload or is offered in other communities.

## **Conclusions**

The preliminary findings from year one of the comprehensive process and outcomes evaluation revealed a number of themes and considerations for the program. The retrospective analysis showed an offender population with complex needs and risk profiles, pointing to the need for a comprehensive and coordinated response. Re-examining PPOP processes revealed that although many of the recommendations from the 2011 process evaluation have been followed, the program needs to continue to address the format of the comprehensive bail packages, communication with the Crown and courts, monitoring and surveillance resources, and importantly, community supports and services.

As the process and outcomes evaluation moves into the second year, monitoring program processes will continue. Importantly, however, the impact of these program processes on outcomes for offenders will be thoroughly examined, in terms of both the retrospective sample discussed in this report and the longitudinal sample for which data are being collected on an ongoing basis.

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# 1.0 INTRODUCTION

## 1.1 Background

It is well established in the sociological and criminological literature that a small percentage of offenders, commonly referred to as chronic, persistent, or prolific offenders, commit a disproportionate amount of crime. The Canadian Research Institute for Law and the Family's (CRILF) work in the area of chronic and persistent youth offenders (MacRae, Bertrand, Paetsch, & Hornick, 2008; Smith, Bertrand, Arnold, & Hornick, 1995) has contributed to this body of research. Smith et al.'s 1995 study revealed that although serious habitual youth offenders composed only 3% of the youth offender population, they were responsible for 14% of criminal occurrences; this finding was reinforced more recently by MacRae et al. (2008), who found that serious habitual offenders composed only 1% of youth offenders in Calgary in 2006, but were responsible for 6% of chargeable incidents. These findings are consistent with international research in the United Kingdom, which revealed that approximately 100,000 of the total offending population of one million offenders were responsible for 50% of the crime in England and Wales. Further, 5,000 of the most prolific offenders were responsible for approximately 10% of offences (Home Office, 2010).

With the study of chronic, persistent, and prolific offenders becoming a priority in recent years, it has become increasingly evident that this population faces a number of unique challenges – untreated mental health issues, substance abuse, and poverty – challenges that contribute to their habitual offending behaviour and ongoing involvement with the criminal justice system (Potruff, 2010). As a result, as identified by Alberta's Crime Reduction and Safe Communities Task Force, these offenders consume a tremendous proportion of the criminal justice system's time and resources, with the Task Force recommending that targeted action be taken "to address the problem of repeat offenders" (2007: 61).

In response to this recommendation, Alberta Solicitor General and Public Security, in partnership with Alberta Justice, Calgary Police Service, Edmonton Police Service, and the RCMP, developed and piloted the Priority Prolific Offender Program (PPOP).<sup>1</sup> Alberta joins British Columbia and the Yukon as Canadian jurisdictions that have recently piloted uniquely designed and targeted prolific offender management programs. Modelled on the Prolific and Other Priority Offender (PPO) program introduced in England and Wales in 2004, these programs involve collaboration among justice sectors (e.g., police, Crown, corrections, social services) to increase supervision, timely and meaningful responses to re-offending, and services that support rehabilitation and reform (British Columbia Criminal Justice Reform Secretariat, 2009; Alberta Solicitor General and Public Security, 2010).

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<sup>1</sup> The Ministries of Alberta Solicitor General and Public Security and Alberta Justice were combined into one – Alberta Justice and Solicitor General – when Premier Alison Redford restructured the Alberta Cabinet in May 2012.

## **1.2 Objectives of PPOP**

Alberta's PPOP has three basic objectives:

- (1) to ensure that Crown Prosecutors have complete, accurate, and up-to-date information when prosecuting priority prolific offenders;
- (2) to promote rehabilitation via the provision of appropriate support services for the offender; and
- (3) to promote meaningful consequences for offenders.

To accomplish these objectives, PPOP involves an integrated strategy to manage offenders in a systematic, methodical, and collaborative way, balancing law enforcement and social service provision. As a result, many partners and stakeholders have been involved in the implementation of the program, all of whom play a key role in its operation. Before the program was continued and/or expanded, a process evaluation was necessary to determine the extent to which the implementation procedures had been effective, efficient, and in line with the objectives and desired outcomes. The Canadian Research Institute for Law and the Family (CRILF) was contracted in the fall of 2010 to conduct a process analysis of the first phase of the evaluation. In April 2011, a report by MacRae, Bertrand, Paetsch, and Hornick presented the results of the process evaluation and suggested a number of recommendations for the next phase of the project.

## **1.3 Phase 1 Process Analysis Report (MacRae et al., 2011)**

The purpose of the first phase process evaluation was to analyze the implementation of PPOP, the tracking tools used by the program, the satisfaction of stakeholders, and the use of rehabilitative services for offenders as they navigate through the criminal justice system.

The objectives of the first phase process evaluation were to:

- (1) identify the type of offenders being referred to PPOP and assess their views of being involved in the program;
- (2) examine the processes by which PPOP was implemented and assess the capacity for the program to grow;
- (3) determine what types of interventions the offenders received and any issues they experienced in accessing the services; and
- (4) determine whether current collection of data for future long-term evaluation is appropriate and viable.

Overall, the process evaluation concluded that PPOP offers a promising and beneficial approach in addressing the issue of prolific offenders in Alberta. Tremendous strides have been made since the commencement of the pilot; however, it was noted that the identified gaps and challenges should be addressed before PPOP considers increasing the number of offenders selected and especially, expanding the program to other communities in Alberta (MacRae et al., 2011).

Based on the findings, the 2011 report made the following recommendations to Alberta Solicitor General and Public Security to improve PPOP as it moves forward:

- (1) **Operations Manual:** The development of an operations manual is paramount to the future of the program, both in terms of its current operations and in expansion to other communities. An operations manual would not only ensure consistency in processes and procedures related to elements such as case planning, monitoring, bail package preparation, and interagency communication, but also promote consistent training and development in new PPOP communities. An operations manual would also help peripheral agencies understand their role and the expectations of PPOP; this would facilitate improvement in areas such as monitoring.
- (2) **Review of comprehensive bail packages:** Though the contents and structure of the CBPs have been viewed very positively, the process of informing and providing them to the Crown requires review. Though the Business Case recommended central electronic storage of CBPs so they can be accessed remotely by stakeholders, this has not been realized to date. Before the program considers expansion to other communities, it is important that access to CBPs be improved. In addition, some confusion existed over the purpose of the bail packages, pointing to the need for continued education and training of those who use them or for changing the name of the package to reflect its broader purpose.
- (3) **Funding/Resources:** As with any initiative, adequate funding and resources are crucial to success. Results of the evaluation indicate that PPOP is under resourced in a number of areas, both internally and in peripheral supports. It is recommended that PPOP review the current funding and resource structure to identify and fill gaps before proceeding with expansion.
- (4) **Education and Awareness:** In order for PPOP to be successful in the justice community, particularly in communities outside of Edmonton, intensive training and education is recommended. The disparity in awareness between Calgary and Edmonton stakeholders is apparent, resulting in negative outcomes for clients. It is recommended that prior to implementing PPOP in other communities, training and education of stakeholders must take place to ensure effective and efficient operation.

- (5) **Process and Outcome Evaluation:** As PPOP moves forward with the development of a long-term evaluation of program outcomes, it is recommended that the process evaluation be continued to ensure that strategies to address procedural issues are being implemented and are effective, as well as to ensure successful program implementation in new PPOP communities. In addition, PPOP should ensure that appropriate data are being thoroughly collected to maximize the power of the outcome evaluation.

The process evaluation report from 2011 also yielded a detailed logic model articulating the objectives, inputs, activities, outputs, and outcomes of the program (see Table 1.1).

#### **1.4 Process and Outcomes Evaluation**

In 2012, PPOP followed through with the Phase 1 process evaluation's recommendation to continue the process evaluation and conduct a thorough outcomes evaluation. CRILF was contracted to conduct the first of a proposed three-year process and outcomes evaluation. The objectives listed in the logic model as well as the results of the initial process analysis contained in the 2011 MacRae et al. report suggested the need for a comprehensive research evaluation strategy to test the impact of PPOP. The strategy has three major components as follows:

- (1) a process analysis designed to monitor and document program implementation, and specifically, to assess whether the Phase 1 process evaluation recommendations have been addressed;
- (2) an outcome analysis designed to track anticipated changes that result from the activities of the program; and
- (3) a cost and potential benefit analysis of the program.

The process analysis examines how PPOP is actually implemented and answers the question of whether the program has been carried out as it was intended. It primarily involves monitoring and documenting program activities and outputs using multiple data sources (e.g., PPOP records, comprehensive bail packages, exit interviews with de-selected offenders, survey of service providers and PPOP staff, etc.).

The outcome analysis includes a measurement of short-term and long-term outcomes to determine whether the program is having the intended effect in achieving specific program objectives. The outcome analysis uses multiple data sources (e.g., PPOP records, comprehensive bail packages, exit interviews with de-selected offenders, survey of service providers and PPOP staff, etc.), as well as a combination of retrospective time series design and longitudinal pre-test post-test control group design.

## **1.5 Purpose of this Report**

The purpose of the current report is to reveal the findings of the first year evaluation activities. The objectives of the report are:

- (1) To re-visit PPOP processes, and assess the current processes in relation to the recommendations provided in the Phase 1 process evaluation;
- (2) To report preliminary findings from the retrospective data collection; and
- (3) To make process recommendations for the program as the evaluation enters its second year.

## **1.6 Organization of the Report**

The following chapter discusses the methodologies used to collect the data discussed in this report. Chapter 3.0 presents preliminary results of the retrospective data analysis. Chapter 4.0 discusses the results of the survey of PPOP staff, and Chapter 5.0 discusses the results of the PPOP stakeholder survey. Chapter 6.0 will summarize the findings of the first year of the evaluation and will make recommendations for the program as the evaluation enters the second year.

**Table 1.1**

**PPOP Logic Model**

<b>Program Objectives</b>	<b>Inputs</b>	<b>Activities</b>	<b>Outputs</b>	<b>Short-term Outcomes</b>	<b>Long-term Outcomes</b>
<p><b>Objective #1</b></p> <p>Ensure Crown prosecutors have complete, accurate, and up-to-date information when prosecuting prolific offenders</p>	<ul style="list-style-type: none"> <li>- Program funding</li> <li>- PPOP project manager</li> <li>- 4 Police Constables (1 EPS, 1 CPS, 2 RCMP)</li> <li>- 2 Probation Officers</li> <li>- 2 Criminal Intelligence Analysts</li> <li>- Administrative support</li> <li>- Crown Prosecutors</li> <li>- Information systems (e.g., PIMS, JOIN, ACOM, CPIC, EPROS)</li> </ul>	<ul style="list-style-type: none"> <li>- PPOP offenders selected</li> <li>- PPOP offenders notified</li> <li>- Information is gathered by the Criminal Intelligence Analyst for preparation of the comprehensive bail packages</li> <li>- Crown is notified that an individual is a PPOP client and provided with the comprehensive bail package to inform decision making on bail and sentencing</li> </ul>	<ul style="list-style-type: none"> <li>- Selection criteria are followed</li> <li>- 20 PPOP offenders are monitored in each of three locations</li> <li>- Complete, accurate and up to date Bail Packages are provided to the Crown by PPOP</li> <li>- Crown requesting court to consider bail and sentencing recommendations as per the Bail Package</li> </ul>	<ul style="list-style-type: none"> <li>- Crown and Judge/JP recommends/ orders conditions for PPOP offender reflective of Bail Package information</li> <li>- PPOP offender receives conditions which are reflective of their needs and risk profile</li> <li>- Decrease reoffending for PPOP offenders while in the program</li> <li>- Reduce the crime severity index for PPOP offenders while in the program</li> </ul>	<ul style="list-style-type: none"> <li>- Decrease reoffending for PPOP offenders after they are de-selected from the program</li> <li>- Reduce the crime severity index for PPOP offenders after they are de-selected from the program</li> <li>- Reduce the overall crime rate in the community</li> <li>- Reduce the crime severity index for the community</li> <li>- Reduce the level of victimization in the community by PPOP offenders</li> </ul>

**Table 1.1**

**PPOP Logic Model (cont'd)**

<b>Program Objectives</b>	<b>Inputs</b>	<b>Activities</b>	<b>Outputs</b>	<b>Short-term Outcomes</b>	<b>Long-term Outcomes</b>
<p><b>Objective #2</b></p> <p>Promote rehabilitation via the provision of appropriate support services for the offender</p>	<ul style="list-style-type: none"> <li>- Program funding</li> <li>- PPOP Project Manager</li> <li>- 4 Police Constables (1 EPS, 1 CPS, 2 RCMP)</li> <li>- 2 Probation Officers</li> <li>- Administrative support</li> <li>- Crown Prosecutors</li> <li>- Rehabilitation and support services</li> </ul>	<ul style="list-style-type: none"> <li>- PPOP offenders selected</li> <li>- PPOP offenders notified</li> <li>- Case Management Plans completed/updated for each PPOP offender</li> <li>- Referrals made to appropriate programs and services</li> <li>- PPOP offenders are de-selected</li> </ul>	<ul style="list-style-type: none"> <li>- Case plan completed and reviewed in a timely fashion</li> <li>- Meetings held with agencies identified in the case plan</li> <li>- Most appropriate services are received</li> <li>- De-selected PPOP offenders no longer require the support of the program</li> </ul>	<ul style="list-style-type: none"> <li>- Services are coordinated</li> <li>- PPOP offenders receive services in a timely fashion</li> <li>- PPOP offenders increase compliance with conditions</li> <li>- PPOP offenders' needs are met with unique combinations of services</li> <li>- The sentence and conditions contribute to the rehabilitation of the PPOP offender</li> </ul>	<ul style="list-style-type: none"> <li>- Decrease reoffending for PPOP offenders after they are de-selected from the program</li> <li>- Reduce the crime severity index for the PPOP offenders after they are de-selected from the program</li> <li>- Reduce the overall crime rate in the community</li> <li>- Reduce the crime severity index for the community</li> <li>- Reduce the level of victimization in the community by PPOP offenders</li> </ul>

**Table 1.1**

**PPOP Logic Model (cont'd)**

<b>Program Objectives</b>	<b>Inputs</b>	<b>Activities</b>	<b>Outputs</b>	<b>Short-term Outcomes</b>	<b>Long-term Outcomes</b>
<p><b>Objective #3</b></p> <p>Promote meaningful consequences for offenders</p>	<ul style="list-style-type: none"> <li>- Program funding</li> <li>- PPOP Project Manager</li> <li>- 4 Police Constables (1 EPS, 1 CPS, 2 RCMP)</li> <li>- 2 Probation Officers</li> <li>- Administrative support</li> <li>- Crown Prosecutors</li> <li>- Rehabilitation and support services</li> </ul>	<ul style="list-style-type: none"> <li>- Increased monitoring by EPS, CPS, RCMP and PPOP probation officers                             <ul style="list-style-type: none"> <li>- breaches</li> <li>- new charges</li> <li>- curfew checks</li> </ul> </li> <li>- PPOP unit meets to discuss individual clients</li> </ul>	<ul style="list-style-type: none"> <li>- Breaches or new charges laid quickly</li> <li>- Increased number of curfew checks</li> <li>- De-selection criteria are being followed</li> </ul>	<ul style="list-style-type: none"> <li>- Initial increase in the number of breaches for PPOP offenders</li> <li>- Decrease in the number of breaches for PPOP offenders over time while in the program</li> <li>- PPOP offenders increase compliance with conditions</li> </ul>	<ul style="list-style-type: none"> <li>- Decrease reoffending for PPOP offenders after they are de-selected from the program</li> <li>- Reduce the crime severity index for the PPOP offenders after they are de-selected from the program</li> <li>- Reduce the overall crime rate in the community</li> <li>- Reduce the crime severity index for the community</li> <li>- Reduce the level of victimization in the community by PPOP offenders</li> </ul>

## 2.0 METHODOLOGY

### 2.1 Research Questions

The current report includes findings on both process and outcome related research questions. With regard to the process component of the evaluation, the report addresses the following research questions:

- (1) Are the PPOP selection criteria being followed?
- (2) Does PPOP provide comprehensive bail packages to the Crown in a timely fashion?
- (3) Is the Crown requesting the court to consider sentencing recommendations as per the Bail Package?
- (4) Are the most appropriate services received?
- (5) Are breaches or new charges laid quickly?
- (6) Has monitoring of the offender increased (such as curfew checks)?

This report also provides preliminary findings with regard to the outcomes analysis. Specifically, the following research questions are addressed:

- (1) Do the recommendations of the Crown and judge's/JP's orders reflect the Bail Package information for the PPOP offender?
- (2) Are PPOP offenders receiving conditions which are reflective of their needs and risk profile?
- (3) Are services more coordinated?
- (4) Are PPOP offenders receiving services in a timely fashion?
- (5) Is compliance with conditions increasing for PPOP offenders?
- (6) Are PPOP offenders' needs being met with a unique combination of services?
- (7) Do the sentence and conditions contribute to the rehabilitation of the PPOP offender?

## 2.2 Methods

### 2.2.1 Retrospective Analysis

The retrospective time series analysis is designed to focus on collecting information about the offenders already in the program or who have completed the program to determine whether their offending behaviour appeared to be altered by the program. This design takes advantage of the fact that to-date; the program has already selected and is providing service to a number of offenders. As well, a number of clients have been deselected. While this design is somewhat limited in terms of internal validity because of its inability to control for history (since there is no control group), it provides a significant amount of information about how clients' offending behaviour changes while in the program compared to prior to the program, and possibly after the program if they have been deselected.

The retrospective sample is composed of 34 offenders that had been deselected from the program as of December 31, 2012. CRILF was provided with the intake form, comprehensive bail package, and de-selection form for each offender. The information contained in these documents was coded and analyzed descriptively to produce a profile of the sample.

### 2.2.2 Staff Survey

The staff survey was intended to address a number of the research questions from the perspective of PPOP staff. The PPOP unit is composed of the PPOP Manager, an administrative support staff, five police officers representing Calgary Police Service, Edmonton Police Service, and the RCMP, two criminal intelligence analysts and two probation officers. The survey of these individuals consisted of closed- and open-ended questions regarding program goals, views on the appropriateness of offender selection strategies, the development and use of comprehensive bail packages, offender tracking, the impact of the program on justice efficiency, the extent to which service partnerships are appropriate, effective, and meet the needs of PPOP, views on what would be required to expand the program, as well as perceptions of the overall effectiveness of the program (see Appendix A). The survey was designed electronically and distributed and returned by email attachment. The survey was distributed to all staff (n=11) as well as three supervisors. A total of 13 surveys were returned, for a response rate of 93%.

### Analysis

The survey data were coded and quantitative data were entered into SPSS. Quantitative data were analyzed descriptively. Data from the open-ended questions were coded and analyzed qualitatively.

### 2.2.3 Stakeholder Survey

The purpose of the key stakeholder survey was to evaluate PPOP's processes and impact from the perspective of those in the community working closely with the program. The key stakeholder survey was designed in a way that the questions were both general, exploring perceptions of PPOP goals, effectiveness and efficiency, and specific to the role of each stakeholder group in relation to PPOP (see Appendix B). The survey was designed and implemented via Survey Monkey, an online survey design, collection, and analysis service. The survey was distributed via an email explaining the study and containing a web link to the survey. The key stakeholder groups are discussed below.

#### Key Stakeholders

A number of key stakeholder groups were targeted for the survey, including:

- Police Officers and Police Analysts

Police officers and analysts in each of the participating communities assist in identifying prolific offenders, flagging individuals who would be appropriate for the program, as well as providing information for the comprehensive bail packages. A list of police officers and analysts familiar with the PPOP unit in all locations was provided by the program. Officers and analysts were asked questions about the referral process, the criteria used to select offenders, monitoring and collection of information, and their overall perceptions regarding the utility of the PPOP.

- Sheriffs Investigative Support Unit, Public Security Division, Alberta Justice and Solicitor General

The Sheriffs Investigative Support Unit (SISU) provides additional investigative capacity to the PPOP unit. Surveys were distributed to Sheriffs in this unit identified by the program. Sheriffs were asked questions regarding their role in the program, the information they provide, their experience with collaborating with PPOP, and their overall views of program function.

- Crown Prosecutors, Defence Counsel, and Judges

The views of Crown prosecutors are particularly important given the key role comprehensive bail packages are intended to have in the timely and effective prosecution of prolific offenders. Crown prosecutors in Calgary, Edmonton, and surrounding areas who have had experience with prosecuting PPOP cases were surveyed. The prosecutors were asked about the information contained in the comprehensive bail packages (e.g., whether it is timely, up-to-date, and accurate) and whether they find this information appropriate and useful in effectively prosecuting prolific offenders. Crown prosecutors were also asked about their overall views of PPOP and its effectiveness.

The views of defence counsel were also very important, given their responsibility to effectively represent their client. The survey for criminal defence counsel asked about the use of comprehensive bail packages in the prosecution of their clients, their views on the selection and flagging of offenders, offender monitoring, and service integration and referral.

In addition, Provincial Court Judges who have presided over cases with offenders involved with PPOP were surveyed. Judges were asked about their views of the program, the information contained in the comprehensive bail packages, their overall views of PPOP and its effectiveness, and whether rehabilitation is promoted via the provision of appropriate support services for the offender.

- Treatment/Service Providers

Given the complex challenges prolific offenders often face, including mental health issues, addiction, poverty, and lack of skills, PPOP provides referral to community service providers and treatment programs. Service providers who have been involved with PPOP clients were asked questions about the efficiency of the referral process, the appropriateness of their partnership with PPOP, the capacity for the agency to provide service, the timeliness of service, and whether the given agency has dedicated resources to PPOP.

- Probation Officers

Probation Officers play an important role in the supervision of PPOP offenders while they serve community sentences. Probation Officers who have supervised PPOP offenders were asked questions about the PPOP selection criteria, reoffending and compliance to conditions, and support services for offenders.

### Sample

The sample was identified by PPOP staff, and a list with accompanying email addresses was provided to CRILF. An email introduction letter explaining the study and requesting participation was sent to the sample of stakeholders by the PPOP Manager prior to the researchers contacting them directly (see Appendix C). After this letter was sent, an email request for participation with a web link to the survey was sent to the stakeholder sample by the researchers (with the exception of judges) the week of January 21, 2013 (see Appendix D). All individuals were sent a reminder email on February 7, 2013, with a deadline of February 15 for participation. Given the relatively low response rate among some of the stakeholder groups, the deadline for the survey was extended to March 8, 2013, with a reminder sent on March 1, 2013.

Provincial Court Judges were contacted with the assistance of Justice Colleen Kenny, Steering Committee and CRILF Board member. Justice Kenny sent a memo to the Chief Provincial Court Judge explaining the study and requesting the participation of

a sample of Judges. A list of 20 Provincial Court Judges identified as having had PPOP offenders appear before them was provided to CRILF by the program. The Judges' assistants were contacted with the assistance of Menasha Nikhanj, PPOP Manager. The assistants were provided an information letter containing the web link to the survey (see Appendix E) to forward on to the Judges in the sample the week of February 25, 2013. Some assistants requested a Word version of the survey for Judges who did not use computers. These surveys were scanned and returned to CRILF via email.

A total of 54 surveys were completed. The majority of respondents were based in Edmonton (n=21; 39.6%); slightly fewer respondents were from Calgary (n=20; 37.7%) and other areas such as Airdrie, Cochrane, Wetaskiwin, Thorsby, and Leduc (n=12; 22.6%); one respondent did not provide their location. The overall response rate was 40.3%. A breakdown of the number of completed surveys and response rate by stakeholder group is presented in Table 2.1.

**Table 2.1**  
**Survey Response Rate by Stakeholder Group**

<b>Stakeholder Group</b>	<b>Total Sample</b>	<b>Completed Surveys</b>	<b>Response Rate (%)</b>
SISU	2	2	100.0
Crown Prosecutors	16	9	56.3
Defence Counsel	2	0	-
Police Officers/Analysts	48	18	37.5
Treatment/Service Providers	27	7	25.9
Probation Officers	19	15	78.9
Judges	20	3	15.0
<b>Total</b>	<b>134</b>	<b>54</b>	<b>40.3</b>

### Analysis

The survey data were downloaded from Survey Monkey in SPSS format. Quantitative data were coded and analyzed descriptively using SPSS. Data from the open-ended questions were coded and analyzed qualitatively.

### **2.3 Limitations**

Some limitations are worthy of note. One limitation was the relatively low response rate for the stakeholder survey, particularly among some key stakeholder groups. In particular, defence counsel are not represented in the sample as no defence counsel completed the survey. Further, the survey was voluntary, thus, the sample may be biased in some way. Therefore, it cannot be assumed that the stakeholders

who participated are a representative sample of all stakeholders who might have experience or familiarity with PPOP.

Regarding the retrospective sample, this report contains only descriptive profiles of the sample, as follow-up data are not yet available.

## **3.0 RETROSPECTIVE ANALYSIS**

### **3.1 Introduction**

The retrospective sample is composed of 34 offenders who had been de-selected from the program from its inception in 2008 to December 31, 2012. A majority of the retrospective sample were male (94.1%; n=32) with only two of the offenders being female. The purpose of this chapter is to present a profile of the sample to their de-selection from the program, using available program information: intake form, and comprehensive bail package (including criminal history, show cause report, and conviction synopsis).

### **3.2 Criminal History Prior to PPOP Selection**

On average, offenders in the retrospective sample were 16.5 years old when they received their first conviction, having a range of 12.6 to 24.8 years. Table 3.1 presents the average number of offences committed by the offenders in the five years prior to PPOP selection. Given the wide range of age at PPOP selection, and the resultant range in criminal history, offence data are presented by age group. On average, the 35+ group had more convictions for substantive offences in the five years prior to PPOP selection (19.50) than either the 25-34 group (16.71) or the under 25 group (14.38). For all three groups, convictions for property offences were the most common of the substantive offences. Criminal driving convictions were most common among the 35+ group, as were deceit offences (i.e., fraud and forgery), with the 35+ group averaging over twice as many as the 25-34 group and the under 25 group. Violent offences and other criminal offences were most common among the 25-34 group. Convictions for weapons offences and drug offences were most common among the under 25 group.

With regard to administrative offences, the under 25 group averaged nearly twice as many convictions (13.88) as the 25-34 group (7.36), and over twice as many convictions as the 35+ group (6.33). Among this group, failure to comply with release and sentencing conditions were the most common. Similarly, the under 25 group averaged nearly twice as many failure to comply with sentencing conditions convictions than the 25-34 group and just over twice as many as the 35+ group. The under 25 group also had the highest average number of escape/unlawfully at large convictions and other administrative offences. Failure to appear convictions were most common among the 35+ group.

Overall, the under 25 group had the highest average number of convictions in the five years prior to PPOP selection, with 28.25, followed by the 35+ group (averaging 26.33 convictions) and the 25-34 group (24.07).

Table 3.1

Average Number of Offences Committed Five Years Prior to PPOP Selection,  
by Age Group and Offence Type

Offence Type	Age Group					
	Under 25		25-34		35+	
	Mean	Range	Mean	Range	Mean	Range
Total criminal driving convictions	.38	0-2	.71	0-4	1.25	0-6
Total violent offence convictions	.88	0-4	1.57	0-8	1.17	0-5
Total weapons offence convictions	1.25	0-8	.86	0-3	.75	0-6
Total deceit offence convictions	.50	0-2	.43	0-2	1.67	0-15
Total drug offence convictions	1.63	0-7	.86	0-3	1.58	0-6
Total property offence convictions	9.50	0-20	11.79	0-37	12.92	0-47
Total other criminal offence convictions	.25	0-2	.50	0-3	.17	0-1
<b>Total substantive offence convictions</b>	<b>14.38</b>	<b>5-27</b>	<b>16.71</b>	<b>6-38</b>	<b>19.50</b>	<b>6-49</b>
Total failure to appear convictions	2.63	0-7	1.57	0-3	3.00	0-11
Total escape/unlawfully at large convictions	.63	0-1	.36	0-2	.00	0-0
Total failure to comply with release conditions convictions	5.13	0-12	2.00	0-8	1.75	0-9
Total failure to comply with a sentence convictions	4.38	0-11	2.50	0-10	1.92	0-7
Total other administrative offence convictions	1.13	0-4	.93	0-4	.17	0-1
<b>Total administrative offence convictions</b>	<b>13.88</b>	<b>1-30</b>	<b>7.36</b>	<b>1-13</b>	<b>6.33</b>	<b>0-14</b>
<b>Total convictions</b>	<b>28.25</b>	<b>13-54</b>	<b>24.07</b>	<b>8-46</b>	<b>26.33</b>	<b>8-62</b>

Source of data: Conviction Count Form

Total N for Under 25 Age Group=6; Total N for 25-34 Age Group=14; Total N for 35+ Age Group=11

Table 3.2 presents a summary of the criminal history characteristics for PPOP offenders as provided in the program's Show Cause Report, by age group. With regard to time in custody since first conviction, as expected, the 35+ group showed the highest average number of months in custody with 80.5; this is compared to 46.3 for the 25-34 group and 35.8 for the under 25 group. The 35+ group was given a custodial sentence an average of 71.9 times, compared to 49.4 for the 25-34 group and 39.7 for the under 25 group. The 35+ group were also admitted to custody a higher average number of times (48.3), over twice as many times as those in the 25-34 group and over three times as many as those in the under 25 group. By contrast, Table 3.2 presents the average amount of time spent *out* of custody. The 35+ group spent an average of 239.7 months *out* of custody since their first conviction, compared to 98 months for the 25-34 group and 54.8 for the under 25 group. Notable is the fact that the under 25 group spent an average of only 20 more months out of custody than in custody. Overall, the Show Cause Report data revealed that the under 25 group had been incarcerated for 39.5% of their lives since their first conviction, compared to 31.6% for the 25-34 group and 24.4% for the 35+ group.

**Table 3.2**

**Summary of Offender Criminal History Characteristics,  
by Age Group**

Characteristic	Age Group					
	Under 25		25-34		35+	
	Mean	Range	Mean	Range	Mean	Range
Approximate time in custody since first conviction (months)	35.83	16-56	46.29	12-103	80.45	2-184
Approximate time out of custody since first conviction (months)	54.83	18-95	98.00	16-184	239.73	132-393
Percentage of life incarcerated since first conviction	39.50	15-53	31.64	21-55	24.40	.4-58
Total times given a custodial sentence	39.67	32-52	49.36	8-75	71.91	5-189
Total times admitted to custody	15.00	7-20	20.93	7-56	48.27	6-179
Number of criminal convictions committed while on bail conditions	15.17	4-27	14.64	3-33	15.00	1-29
Number of convictions while on sentence for other offences	14.83	1-45	15.57	2-44	24.45	0-98

Source of data: Show Cause Report

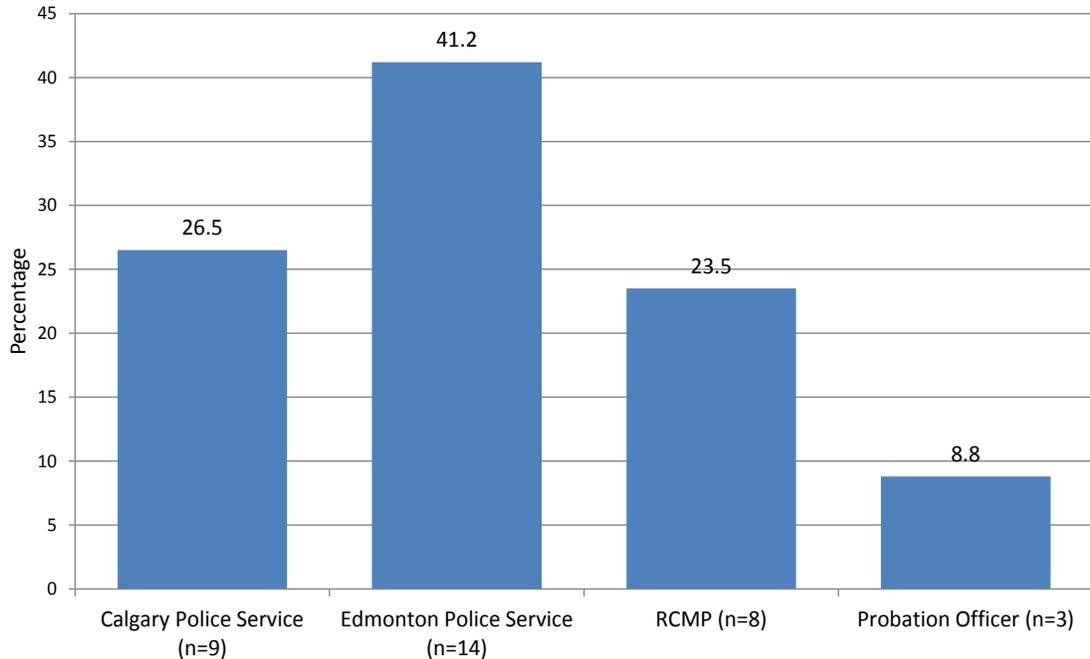
Total N for Under 25 Age Group=6; Total N for 25-34 Age Group=14; Total N for 35+ Age Group=11

Table 3.2 also presents the average number of criminal convictions committed while on bail conditions, and while on sentence for other offences. Regarding convictions while on bail conditions, the groups were notably similar, with all the age groups averaging approximately 15 convictions. With regard to convictions while on sentence, the 35+ group showed the highest average number with 24.5, compared to 15.6 for the 25-34 group and 14.8 for the under 25 group.

**3.3 Selection to PPOP**

This section summarizes the information available regarding offender selection to PPOP, primarily taken from the program intake form and the Show Cause Report. On average, offenders were 34.1 years of age at PPOP selection, ranging in age from 18.8 years to 47.7 years. Figure 3.1 summarizes the referral source for the 34 clients in the sample. Edmonton Police Service provided the most referrals (41.2%), followed by Calgary Police Service (26.5%) and RCMP (23.5%). Probation officers accounted for 8.8% of referrals.

**Figure 3.1**  
**Referral Agency**



Source of data: Referral Form  
Total N=34

Table 3.3 summarizes the Program Selection Criteria at intake. Overall, the mandatory selection criteria were being met for all offenders with the exception of mandatory criteria #4 (intelligence indicates the offender is currently active in committing criminal activity) for one offender and mandatory criteria #6 (offender is considered to be a medium to high risk to reoffend) for another offender. In terms of the discretionary criteria, the most commonly selected were discretionary criteria #1 (offender's criminal behaviour is correlated with addictions), which 85.3% of the sample met, and discretionary criteria #3 (offender is unemployed and does not have stable residency), which 82.4% of the sample met. Just over half of the sample (55.9%) met discretionary criteria #4 (offender may be influential with other offenders resulting in criminal behaviour among associates), and only 11.8% met discretionary criteria #2 (offender's criminal behaviour is correlated to mental illness).

**Table 3.3****Program Selection Criteria at Intake**

Criteria	Yes		No		Total	
	n	%	n	%	n	%
Mandatory criteria 1: A history of frequently committing substantive offences	34	100.0	0	0.0	34	100.0
Mandatory criteria 2: A history of committing substantive offences while on release	34	100.0	0	0.0	34	100.0
Mandatory criteria 3: A history of non-compliance with court orders including failing to appear and breach of conditions	34	100.0	0	0.0	34	100.0
Mandatory criteria 4: Intelligence indicates the offender is currently active in committing criminal activity	33	97.1	1	2.9	34	100.0
Mandatory criteria 5: Criminal behaviour of the individual has a serious impact on public safety and victimization and/or on public confidence in the justice system	34	100.0	0	0.0	34	100.0
Mandatory criteria 6: Offender is considered to be a medium to high risk to reoffend*	32	97.0	1	3.0	33	100.0
Discretionary criteria 1: Offender's criminal behaviour is correlated with addictions	29	85.3	5	14.7	34	100.0
Discretionary criteria 2: Offender's criminal behaviour is correlated to mental illness	4	11.8	30	88.2	34	100.0
Discretionary criteria 3: Offender is unemployed and does not have a stable residency	28	82.4	6	17.6	34	100.0
Discretionary criteria 4: Offender may be influential with other offenders resulting in criminal behaviour among associates	19	55.9	15	44.1	34	100.0

Source of data: Referral Form

\* n=1 missing case for this variable

Table 3.4 summarizes the offenders' criminal history at referral, as reported by the referring agency. Nearly all of the offenders showed a history of non-compliance with court orders (97.1%) and property offences (94.1%). Drug offences were also very common among the offenders, with 82.4% having a history. Violence offences were reported for nearly three-quarters (73.5%) of offenders, and weapons and driving offences for just over half the sample (58.8%).

**Table 3.4**

**Offender Criminal History at Referral**

Criminal History	Yes		No		Total	
	n	%	n	%	n	%
Violence offences	25	73.5	9	26.5	34	100.0
Property offences	32	94.1	2	5.9	34	100.0
Weapons offences	20	58.8	14	41.2	34	100.0
Drug offences	28	82.4	6	17.6	34	100.0
Non-compliance with court orders	33	97.1	1	2.9	34	100.0
Driving offences	20	58.8	14	41.2	34	100.0

Source of data: Referral Form  
Total N=34

**3.4 Bail Conditions and Grounds for Detention**

The Show Cause Report summarizes offenders’ criminal history, grounds for detention, and the bail conditions recommended by the program based on the offender’s profile and risk factors. This section summarizes findings in this regard.

Primary grounds determine when the detention is necessary to ensure the offender’s attendance in court in order to be dealt with according to law. Convictions on primary grounds include administration of justice crimes such as failure to appear or comply with release or sentencing conditions, escape, obstruction of justice, among others. Primary grounds for detention may also include gang activity, unemployment, or homelessness – circumstances that may preclude failure to attend court. Secondary grounds are those where detention is necessary for public safety and relate to the likelihood that the offender will commit an offence if released. Charges on secondary grounds include substantive offences (e.g., violent, property, drug, etc.). Secondary grounds may also include drug activity, risk to public safety, and child welfare involvement. Overall, the PPOP offenders in the sample averaged 23.6 convictions on primary grounds’ charges and 43.3 convictions on secondary grounds’ charges.

Further, as shown in Table 3.5, offender Show Cause Reports demonstrated that offenders be detained on other primary grounds such as having no fixed address (20%), unemployment (16.7%) and gang membership (3.3%) and on secondary grounds such as being a risk to public safety (63.3%), drug activity (36.7%) and child welfare involvement (3.3%).

**Table 3.5**

**Primary and Secondary Grounds for Detention**

Grounds for Detention	Yes		No		Total	
	n	%	n	%	n	%
<b>Primary</b>						
Gang member	1	3.3	29	96.7	30	100.0
Unemployed	5	16.7	25	83.3	30	100.0
No fixed address	6	20.0	24	80.0	30	100.0
<b>Secondary</b>						
Risk to public safety	19	63.3	11	36.7	30	100.0
Drug activity	11	36.7	19	63.3	30	100.0
Child welfare involvement	1	3.3	29	96.7	30	100.0

Source of data: Show Cause Report

Valid N=30; n=4 missing cases (n=3: Show Cause Report not completed; n=1: data not available for these variables)

The program's Show Cause Report recommends bail conditions for each offender based on their circumstances and criminal profile. Offenders averaged 12 recommended bail conditions in their reports, with the fewest being 8 and the most being 18. Table 3.6 summarizes the types of bail conditions recommended and the proportion of the sample for which each type of condition was recommended. For offenders who had a Show Cause Report completed (n=31), keeping the peace and reporting to a supervisor/PPOP/probation as directed were recommended conditions for all offenders; notifying a supervisor of a change in name, address, and employment was a condition for nearly all offenders (96.8%). Also quite commonly recommended was refraining from purchasing, possessing, and consuming alcohol/drugs (87.1%), remaining at their residence everyday (77.4%) and residing at an approved address (74.2%). Just over two-thirds of the offenders (67.7%) were recommended to attend alcohol or drug assessment/counselling/treatment and seek and maintain employment/education/training. It was recommended that just over half (51.6%) carry release documents at all times and not be in a vehicle without the registered owner, and for just under half (48.4%) that they appear before the court when required, not possess tools, and sign a release of information for supervisor access. For 45.2% of offenders, it was recommended that they remain in Alberta and not leave without consent, and that they not attend particular locations, and for 41.9% it was recommended that they have no contact with specified persons. Possessing a weapon was recommended as a prohibition for 38.7% of the sample, and no association with co-accused was recommended for 32.3%. For approximately one-quarter of the sample, it was recommended that they follow conditions provided by their supervisor. Other less common recommended bail conditions are outlined in Table 3.6.

**Table 3.6**

**Proportion of Offenders with Specified Recommended Bail Conditions**

Bail Conditions	Total	
	n	%
Keep the peace	31	100.0
Report to supervisor/PPOP/probation as directed	31	100.0
Notify of change in name, address, employment	30	96.8
Refrain from purchasing, possessing, consuming alcohol/drugs	27	87.1
Remain at residence everyday	24	77.4
Reside at approved address	23	74.2
Attend alcohol or drug assessment/counselling/treatment	21	67.7
Seek and maintain employment/education/training	21	67.7
Carry release documents at all times	16	51.6
Shall not be in vehicle without registered owner	16	51.6
Appear before the court when required	15	48.4
Do not possess tools	15	48.4
Shall sign release or waiver of information for supervisor access	15	48.4
Shall remain in Alberta and not leave without prior consent	14	45.2
No attendance at specified locations	14	45.2
No contact with specified persons	13	41.9
Prohibited from possessing a weapon	12	38.7
No association with any past co-accused	10	32.3
Follow conditions provided by supervisor	8	25.8
Do not obtain/possess documents, bank cards, credit cards, or ID not in specified name	5	16.1
Shall carry picture ID and present it on demand	4	12.9
Submit sample of breath, blood, urine	4	12.9
Report to RCMP regularly	3	9.7
Other conditions*	9	29.0

Source of data: Show Cause Report

Valid N=31; n=3 missing cases (Show Cause Report not completed)

\* Other conditions include: do not possess cell phone, pager, or other telecommunication device; shall not possess drug paraphernalia; shall not possess instrument used to make fraudulent documents; shall remain under the care of a medical physician; shall surrender to remand 48 hours before court dates; not permitted to possess or use a computer except for work purposes; shall not put any item up for sale without prior approval; shall not possess scrap metal; must provide a detailed map of most direct route of travel; shall maintain a landline telephone without call forwarding and answer it; shall not operate any motor vehicle without valid registration and insurance.

### 3.5 De-Selection from PPOP

On average, offenders spent 23.3 months in the program, the least being less than a month and the most being 41.4 months, before they were de-selected. Offenders can be de-selected from the program for a number of reasons, with Table 3.7 providing a summary of these reasons for de-selection and the proportion of offenders to whom each applies.

**Table 3.7**

**Reasons for De-Selection**

Reasons	Yes		No		Total	
	n	%	n	%	n	%
Subject has been stable and crime free in the community for at least a year	11	32.4	23	67.6	34	100.0
Subject has died, become permanently incapacitated, or relocated	5	14.7	29	85.3	34	100.0
Subject has been incarcerated for a significant period of time (>1 year)	18	52.9	16	47.1	34	100.0

Source of data: Show Cause Report  
Total N=34

The most common reason for de-selection was the incarceration of an offender for over one year, with just over half the sample (52.9%) being de-selected for this reason. However, nearly a third of the sample (32.4%) were de-selected because they were stable and crime free in the community for at least one year, pointing to the possible success of the program for these clients. The least common reason for de-selection was that the subject died, became permanently incapacitated, or relocated elsewhere, with 14.7% being de-selected for this reason.



## 4.0 STAFF SURVEY

### 4.1 Introduction

The PPOP staff survey was conducted to produce information on the process and outcomes of the program from the perspective of those working most closely with it. All 11 staff and three supervisors were emailed the survey and asked to complete it independently. Thirteen of 14 staff/supervisors who were sent the survey completed it. This chapter summarizes the quantitative and qualitative data obtained from the survey.

### 4.2 PPOP Processes

Staff were asked a number of questions regarding the effectiveness and efficiency of PPOP in relation to program processes and procedures. Staff were first asked the extent to which PPOP was meeting three program goals, with the results summarized in Table 4.1.

**Table 4.1**

**Extent to Which Staff Agree with PPOP Goals**

Goal	Strongly Agree		Agree		Neither Agree nor Disagree		Disagree		Strongly Disagree		Total	
	n	%	n	%	n	%	n	%	n	%	n	%
Goal #1: Ensure Crown prosecutors have complete, accurate, and up-to-date information when prosecuting prolific offenders	7	53.8	6	46.2	0	0.0	0	0.0	0	0.0	13	100.0
Goal #2: Promote rehabilitation via the provision of appropriate support services for the offender	6	46.2	6	46.2	0	0.0	0	0.0	1	7.7	13	100.0
Goal #3: Promote meaningful consequences for offenders	4	30.8	7	53.8	1	7.7	1	7.7	0	0.0	13	100.0

Source of data: Staff Survey

Overall, staff were quite positive about PPOP's ability to meet its program goals. With regard to goal #1, ensuring Crown prosecutors have complete, accurate, and up-to-date information when prosecuting prolific offenders, all of those surveyed either agreed (46.2%) or strongly agreed (53.8%). Though a majority of staff surveyed either

agreed (46.2%) or strongly agreed (46.2%) that PPOP was meeting goal #2 (promote rehabilitation via the provision of appropriate support services for the offender), one participant strongly disagreed. For goal #3, promoting meaningful consequences for offenders, a majority agreed (53.8%) or strongly agreed (30.8%) that this goal was met, but one participant neither agreed nor disagreed and another disagreed.

Staff were also asked their views on the mandatory and discretionary selection criteria for the program. Table 4.2 summarizes the extent to which staff agree with the mandatory selection criteria.

**Table 4.2**

**Extent to Which Staff Agree with the Mandatory PPOP Selection Criteria**

Criterion	Strongly Agree		Agree		Neither Agree nor Disagree		Disagree		Strongly Disagree		Total	
	n	%	n	%	n	%	n	%	n	%	n	%
Criteria #1: A history of frequently committing substantive offences	6	46.2	6	46.2	0	0.0	1	7.7	0	0.0	13	100.0
Criteria #2: A history of committing substantive offences while on release	7	53.8	6	46.2	0	0.0	0	0.0	0	0.0	13	100.0
Criteria #3: A history of non-compliance with court orders including failing to appear and breach of conditions	7	53.8	6	46.2	0	0.0	0	0.0	0	0.0	13	100.0
Criteria #4: Intelligence indicates the offender is currently active in committing criminal activity	8	61.5	5	38.5	0	0.0	0	0.0	0	0.0	13	100.0
Criteria #5: The criminal behaviour of the individual has a serious impact on public safety and victimization and/or on public confidence in the justice system	7	53.8	6	46.2	0	0.0	0	0.0	0	0.0	13	100.0
Criteria #6: The offender is considered to be a medium to high risk to reoffend, using recent risk assessment from corrections, forensic reports or police assessments	4	30.8	7	53.8	1	7.7	1	7.7	0	0.0	13	100.0

Source of data: Staff Survey

All staff who participated either agreed or strongly agreed with four of the criteria: a history of committing substantive offences while on release; a history of non-compliance with court orders including failing to appear and breach of conditions; intelligence indicates the offender is currently active in committing criminal activity; and that the criminal behaviour of the individual has a serious impact on public safety and victimization and/or on public confidence in the justice system. Though a majority of participants also agreed with “a history of frequently committing substantive offences” as a criterion, one respondent disagreed. Likewise, the majority of participants agreed with “the offender is considered to be a medium to high risk to reoffend” as a criterion, although one respondent disagreed, and one respondent neither agreed nor disagreed.

Table 4.3 summarizes the views of staff regarding the discretionary selection criteria. Overall, staff were relatively positive about the discretionary criteria, with a majority either agreeing or strongly agreeing with each. However, one participant disagreed with criteria #1, “the offender’s criminal behaviour is correlated with addictions.” Also one participant disagreed and one neither agreed nor disagreed with criteria #2, “the offender’s criminal behaviour is correlated to mental illness.” In addition, one respondent neither agreed nor disagreed with criteria #3, “the offender is unemployed and does not have stable residency” and criteria #4, “the offender may be influential with other offenders resulting in criminal behaviour among associates.”

**Table 4.3**

**Extent to Which Staff Agree with the Discretionary PPOP Selection Criteria**

Criterion	Strongly Agree		Agree		Neither Agree nor Disagree		Disagree		Strongly Disagree		Total	
	n	%	n	%	n	%	n	%	n	%	n	%
Criteria #1: The offender’s criminal behaviour is correlated with addictions	4	30.8	8	61.5	0	0.0	1	7.7	0	0.0	13	100.0
Criteria #2: The offender’s criminal behaviour is correlated to mental illness	2	15.4	9	69.2	1	7.7	1	7.7	0	0.0	13	100.0
Criteria #3: The offender is unemployed and does not have stable residency	4	30.8	8	61.5	1	7.7	0	0.0	0	0.0	13	100.0
Criteria #4: The offender may be influential with other offenders resulting in criminal behaviour among associates	8	61.5	4	30.8	1	7.7	0	0.0	0	0.0	13	100.0

Source of data: Staff Survey

When asked if the criteria are consistently used to select offenders, 92.3% agreed, with only one staff member disagreeing. When asked whether they thought any changes should be made to the way in which offenders are selected, staff offered a number of comments and suggestions, both specific to the criteria and more generally. One respondent suggested that the mandatory criteria #1, “a history of frequently committing substantive offences,” is too broad, with many offenders having far more than the required three convictions in the past five years, suggesting that the number of convictions be increased to capture the most prolific offenders. Another respondent commented that there needs to be more clarity around the type of risk assessment used to determine the level of risk for criteria #6. One participant suggested that a risk assessment tool be developed that could be used on all offenders so that there is a “meaningful and transparent way” of selecting offenders for the program.

General comments about the selection of offenders related to referral sources. One respondent suggested that the program expand referral sources from police and special exceptions (Crown prosecutors and analysts) to include more from probation officers, given they also have a vested interest in supervising the offenders. Another respondent expressed the concern that some chronic offenders in the community might be missed because no one has taken the time to refer them to the program.

Staff and supervisors were asked if the process of accepting referrals from the police was working well. A large majority (92.3%) agreed that it was, while one respondent disagreed. Staff were also asked whether the process of providing comprehensive bail packages to Crown is working well. All said “yes” and seven respondents provided comments. Four participants commented on the reputation for quality of the information in the bail packages, pointing to the fact-based nature, consistency, and detail provided. Others commented on the importance of the relationship between PPOP and the Crown in determining the effectiveness of the bail package. Two participants noted that relationship and awareness-building with Crown prosecutors leads to success. Another commented that the constant change among Crown prosecutors leads to difficulty in reaching the appropriate prosecutor and getting the information to them, resulting in additional work required to find them. The respondent also commented that Crown need to communicate with PPOP when they receive a file. One other respondent commented that the format of the bail package is being changed for easier use by Crown and Bail Officers.

When asked if the Crown prosecutors are using the bail packages, a majority (92.3%; n=12) said “yes,” while one disagreed. When asked to elaborate, three participants provided additional comments. One stressed the importance of the bail packages in ensuring better outcomes in court. All three participants pointed to the confusion that sometimes arises due to the name of the package, with some Crown prosecutors assuming that they are only to be used for bail. One suggested that the name be changed to avoid confusion and ensure that the Crown use all the information provided in the package, and another suggested that it needs to be used as a summary of the clients’ history and not just a bail package. One respondent also stressed the

importance for PPOP members to be put on the stand to speak with the Judge about the contents of the bail package. Two participants stressed that PPOP needs to consistently make Crown prosecutors aware of PPOP, the bail package, and what it is for.

Additionally, staff were asked whether the process for notifying Crown that an offender is part of PPOP is working well, and a majority (92.3%) said “yes,” while one participant disagreed. When asked to elaborate, six participants provided comments. Two participants commented that their close contact with the Crown prosecutors ensure that they are aware when an offender belongs to PPOP. Another commented that the Crown is notified through the Intranet, but that there needs to be a more consistent way of ensuring the Crown has the required information. One participant commented that PPOP offenders are flagged on JOIN, which should be an indication to the Crown. Another stated that the offenders are flagged by the Crown’s office, and that the bail packages clearly state that an offender belongs to PPOP. One Calgary staff member pointed to the importance of having an assigned Crown who acts as a liaison with PPOP and a key point of contact. Two participants commented that the program is slowly receiving more recognition and buy-in from the Crown, which helps.

Staff were asked about the monitoring of PPOP offenders, and whether the current processes are working well. Just over three-quarters (76.9%; n=10) said yes, while two (15.4%) responded “yes and no” and one disagreed. When asked to elaborate, eight respondents provided additional comments. Three respondents stated that the effectiveness of monitoring is largely dependent on the level of buy-in and cooperation with law enforcement partners – with more buy-in and understanding of the program, monitoring improves. One respondent expanded on this by saying that more understanding of the types and number of crimes committed by PPOP offenders demands increased attention from local law enforcement. Two respondents pointed to the need for more surveillance units/staff, with one stating that having greater access to RCMP surveillance would cut down on travel time for PPOP staff. The other stated that more surveillance trained staff would allow them to more quickly respond to re-offending or breaching by PPOP offenders. Additionally, one participant commented on the importance of all law enforcement agencies (CPS, EPS, RCMP) working collaboratively to provide surveillance, and another pointed to the challenge of monitoring offenders who are not on orders. Finally, one respondent questioned whether the program is intended to *monitor* or *manage* offenders, and that views of this task vary among PPOP staff.

Staff were asked a number of questions about the support services available to PPOP offenders. They were first asked what types of support services are available for offenders, and 12 of 13 participants provided responses. A total of nine respondents either stated that there are a number of programs available or more specifically listed a number of services available (e.g., treatment, housing, mental health, income support, employment, training, assistance with ID, etc.). However, two opposing themes emerged with regard to accessing the services available. On the one hand, two respondents pointed to the fact that though services are available, it is up to the

offender to follow through. On the other hand, three respondents pointed to the fact that PPOP offenders are often not prioritized by the programs, and the waiting period to get into programs often results in relapse or reoffending. Two respondents stated that probation is instrumental in connecting them to these services. Conversely, two respondents stated that access to services for this offender population is limited or a work in progress, and one specifically discussed housing as a challenge given that offenders often do not qualify for housing due to their criminal background and risk to the safety of others.

Participants were also asked whether support services are sufficient and about formal partnerships with service providers; the results are presented in Table 4.4. When asked whether there are sufficient support services available for the offenders in the program, a majority (69.2%) said no. When asked to elaborate, nine participants provided comments. Four participants commented generally on the availability and accessibility of services. Support services for offenders are limited, services are overwhelmed with referrals, and they are often hesitant or unable to work with offenders. One participant noted that intake criteria are often prohibitive. Two of the respondents raised the issue that when services are not readily available, offenders often relapse or reoffend, despite PPOP gaining buy-in from the offender. Some participants noted limitations in specific services. Four participants commented on the limitations in terms of housing. Offenders often do not meet the criteria for government and non-government housing programs due to their criminal record. In addition, the location of some of the housing options available upon release from custody (e.g., shelters) are undesirable (e.g., inner city) and often make it difficult for offenders to positively move forward once they are released, as identified by two of the participants. Another participant pointed to the difficulty with educational and subsidized mental health programs, stating that if they do not have the minimum education required or are not clinically diagnosed with a mental health developmental disability, they are not eligible. Finally, one participant commented on the lack of resources in rural areas, and the fact that this restriction often influences the offenders that are selected for the program.

**Table 4.4**

**Staff Perceptions of Support Services**

Question	Yes		No		Total	
	n	%	n	%	n	%
Are there sufficient support services available to which prolific offenders can be referred?	4	30.8	9	69.2	13	100.0
Does the program have formal partnerships with service providers?	2	15.4	11	84.6	13	100.0

Source of data: Staff Survey

When asked whether PPOP has formal partnerships with service providers, a majority (84.6%) said no. Participants who responded “no” were asked whether formal partnerships would be helpful and most agreed, with seven participants providing additional comments. Three respondents stated that formal partnerships would help to prioritize PPOP offenders; one respondent pointed to the fact that leaving these offenders in large queues is not serving their needs. The same respondent noted that in order for there to be formal partnerships, there would need to be buy-in from the highest levels among their stakeholders. Three respondents commented that partnerships are a constant work in progress, and referrals do occur to external agencies. One respondent suggested specific partnerships that would be helpful:

- Alberta Works for one-time initial welfare funding upon release from custody;
- Alberta Registries for government-issued ID; and
- designated spots in drug treatment programs *not* located in the inner city.

Staff were asked about their perceptions of offender engagement in the program. Table 4.5 presents the results.

**Table 4.5**

**Staff Perceptions of Offender Engagement in the Program**

Question	Yes		No		Yes and No		Total	
	n	%	n	%	n	%	n	%
Are offenders engaged in the program?	4	30.8	7	53.8	2	15.4	13	100.0
Is it difficult to engage offenders in the program?*	4	36.4	6	54.5	1	9.1	11	100.0

Source of data: Staff Survey

\* Missing n=2; question was not applicable to these respondents

Over half the participants (53.8%) felt that offenders are not engaged in the program, while 30.8% said they are and 15.4% said “yes and no.” When asked to elaborate on their responses all but two (n=11) provided a response. Six respondents reported that some offenders engage but a majority do not. Participants explained engagement in a number of ways. One stated that engagement is often linked to whether the offender is under some type of supervision. Another commented that engagement only occurs when the offender is getting a consistent message from all stakeholders – law enforcement, corrections, Crown, courts, etc. Two respondents felt that engagement comes down to choice – an offender has to *want* to engage in the program and cooperate in order for it to be effective. Another noted that offenders have to be convinced of the effectiveness of the program in order for them to buy-in, and that

trust has to be built in order for them to work with it. Two participants observed that the restrictions that are placed on them by the program and the enforcement approach for those who do not “work the program” leads to resentment and resistance on the part of the offenders. Two respondents noted that offenders often show willingness to engage before they are sentenced, but change their mind once they are released or begin working with the program.

When asked whether they find it difficult to engage clients in the program, just over one-third (36.4%) said “yes,” just over half said “no,” and one responded “yes and no.” When asked to elaborate, eight participants provided additional comments. Four respondents commented that it comes down to choice on the part of the offenders – those that want to work with PPOP are not difficult to engage, as opposed to those who do not. One respondent noted that consistent messaging from the justice system is an important component with regard to engagement. Two participants noted that when offenders have conditions that require them to report/participate, they are easier to engage. One respondent who felt offenders are difficult to engage felt that offenders often manipulate people and situations to get what they want, making it difficult to engage them in the program.

Respondents were asked whether the program’s response to relapse or re-offending is timely and adequate, and a majority (85.6%) said “yes,” while 15.4% respondent “yes and no.” Four respondents provided additional comments. Two respondents stated that timely response is often dependent on partners in the community (e.g., police, probation); one specifically pointed to the important role that probation officers could play in getting breaches on the system quickly for police. One respondent noted that response to relapse or reoffending is often dependent on the offender, agency, and the agency’s resources. One respondent stated that the courts and sentencing is often an issue with regard to reoffending, as sentencing may be too lenient or the courts do not pay attention to the information provided by PPOP.

Staff and supervisors were further asked the extent to which offenders are complying with their conditions. As shown in Table 4.6, responses vary. Only one participant felt that offenders “often” comply with their conditions, while a majority (61.5%) felt that they “sometimes” comply and 30.8% felt that they “rarely” comply with their conditions.

**Table 4.6**

**Extent to Which Offenders are Complying with Conditions**

Question	Often		Sometimes		Rarely		Total	
	n	%	n	%	n	%	n	%
To what extent are offenders complying with conditions?	1	7.7	8	61.5	4	30.8	13	100.0

Source of data: Staff Survey

Finally, with regard to program processes, staff and supervisors were asked whether they felt the de-selection criteria for the program are appropriate, with a large majority (92.3%) agreeing and only one participant disagreeing. When asked why or why not, seven participants provided responses. Others commented that the criteria ensure community safety, in that the offender is crime free, is stabilized in the community, or has another monitoring unit or is incarcerated. Further two respondents noted that those who are de-selected for these reasons allow PPOP to focus on other offenders who may need support. Three participants noted that an additional criteria has been added – that offenders are to be de-selected if they are no longer a priority for the referring agency. One respondent commented on the importance of this criterion, stating that if the referring law enforcement agency is not working with the program (e.g., enforcing conditions) or seeing offenders as a priority, then PPOP will not be effective. PPOP must be seen by referring agencies as a value-added program.

### 4.3 PPOP Growth and Sustainability

Staff and supervisors were asked a number of questions related to the ability of PPOP to grow and be sustainable. Table 4.7 summarizes the results.

**Table 4.7**

**Staff Perceptions of PPOP’s Growth and Sustainability**

Question	Yes		No		Yes and No		Total	
	n	%	n	%	n	%	n	%
Should PPOP be expanded to other locations?	11	84.6	2	15.4	0	0.0	13	100.0
Should the unit be expanded to accept more offenders?	11	84.6	2	15.4	0	0.0	13	100.0
Do the processes in place support moving forward?	10	76.9	3	23.1	0	0.0	13	100.0
Are resources in place sufficient for future expansion?	2	15.4	10	76.9	1	7.7	13	100.0

Source of data: Staff Survey

When asked if PPOP should be expanded to other locations in Alberta, a majority (84.6%) said “yes,” while two respondents (15.4%) said “no.” When asked why or why not, five participants commented that it is an effective model to keep communities safe. Two respondents commented that it is the partnerships that are created through PPOP (e.g., police, courts, Crown, community services, corrections,

probation) that make it an important model for expansion. However, a number of respondents caution against expanding PPOP before the right conditions are in place. Three respondents alluded to the need for a strong infrastructure and dedicated resources (e.g., Crown support) in order for the program to be expanded. One participant pointed to the need for consistency between the current sites, and to ensure that they are resourced adequately before considering expansion. Two commented that the program needs to be established as a best practice model before it is expanded.

When asked if the current Unit should be expanded to accept more offenders, again, a majority (84.6%) said “yes.” A total of 10 participants provided additional comments. Three respondents felt that there are numerous offenders in the community who would qualify for PPOP. However, seven respondents felt that the number of offenders can only be expanded if there is a corresponding expansion of resource (e.g., probation, police, etc.). Only one respondent felt that the program could be expanded to accept more offenders with the current resource structure. One participant commented that more individuals could be accepted only if there is a greater level of commitment from community partners in addressing PPOP offenders.

Staff and supervisors were specifically asked if the current processes and procedures would support the expansion of PPOP. Just over three-quarters (76.9%) said “yes,” while 23.1% disagreed. Those who disagreed were asked what procedural changes would be required. One participant commented that the administrative assistant be utilized for comprehensive bail package development, editing and distribution. Another commented that a better reporting structure is needed in Calgary, as the five members each have supervisors from their home agencies, or have multiple supervisors. One respondent commented on the importance of having a PROS terminal for the analysts, and the fact that there has been a long wait for this. Other comments included the need for reform of external procedures, as well as easier and faster access to treatment and programs.

With regard to the sufficiency of resources and program expansion, a large majority (76.9%) felt that the current resource structure is not sufficient to support expansion. When asked what additional resources would be required, nine participants provided suggestions. Five respondents suggested the need for more PPOP staff. Two participants specifically commented that one manager to oversee the strategic and operational components of the program is not adequate, and that supervisors in both Edmonton and Calgary are necessary to ensure program efficiency. Three participants suggested the need for greater surveillance resources, whether it be support for street surveillance teams, or more surveillance officers or a surveillance unit for PPOP. Other suggestions for resources include: a dedicated provincial Crown to bridge the gaps in the legal system and increase accountability; a dedicated court for PPOP offenders to ensure consistency and offender accountability; greater resources in the rural areas; and PROS access for the analysts.

Staff were asked what impact PPOP has had on the justice system. All 13 participants provided a response. Five respondents commented that by providing relevant and timely information to the court, including recommendations for conditions, it allows for more well-informed decision-making in terms of bail and sentencing. Two participants noted that offenders are more likely to be held accountable for their actions. Two participants observed that the collaborative nature of the program has a positive impact by identifying and bridging the gaps in the systems that PPOP offenders come into contact with. Three participants pointed to the fact that the program raises awareness and understanding of an offending population that has a tremendous impact on the community and the province, and the fact that there is now a resource to address them. Two participants noted that as the profile of the program increases, the impact will be greater. Three respondents commented on the importance of the program providing opportunities for offenders to successfully reintegrate back into the community and be successful with the help of community supports. One participant commented that PPOP does not reduce the pressure on the justice system, but rather, seeks to reduce the number of victims by breaching before an offender commits a new substantive offence. Another felt that the program is having an impact, but “the wheels of justice move slow.”

Finally, staff and supervisors were asked for any additional comments they had about PPOP, and a number of themes emerged. Some participants commented on how much the program has evolved since it began, particularly in terms of filling gaps (e.g., intelligence sharing, enforcement, services) and with regard to partnerships, both internally and externally. One participant further commented that it is important for the program to grow, expand, and be innovative and open to new strategies while maintaining the integrity of the program. Two participants commented positively about the team environment that has been created within PPOP. One participant commented that PPOP has brought attention to the impact of low level offenders and their various risk factors (addiction, mental health, homelessness), and is addressing these offenders through a collaborative approach. The participant stressed the importance of offender specific conditions, monitoring, and accountability for this population.

Moving forward, four respondents had suggestions about how the program could improve. One respondent suggested the need for a dedicated Crown to act as a liaison between the Unit and court. In addition, the respondent added that more police and probation officers would allow them to increase their clientele, ultimately resulting in a greater impact (e.g., reduction in crime). Another respondent stressed the importance of garnering greater support for the program from all levels of government in order to ensure it is successful. Additionally, the respondent suggested that the processes necessary for the program to operate are in place, but that they now need to focus on results and impact. One participant suggested that other best practice models be examined in order for PPOP to expand effectively. Finally, one respondent highlighted the need to change the criteria to address the difference between prolific offending in rural and urban environments, given policing and offenders may be different in other communities.



## 5.0 STAKEHOLDER SURVEY

### 5.1 Introduction

An important component of PPOP is its relationship with community partners. Eight key community stakeholder groups were identified:

- police (Edmonton Police Service, Calgary Police Service, RCMP), who provide referrals and monitoring support;
- Sheriffs Investigative Support Unit, who provide surveillance on PPOP targets;
- Crown prosecutors, who receive and utilize the comprehensive bail packages to recommend bail and sentencing conditions;
- defence counsel, who defend offenders in court;
- Provincial Court Judges, who make decisions regarding bail and sentencing;
- treatment/service providers, who provide support services (e.g., rehabilitation, housing, mental health, education, employment, etc.);
- probation officers, who provide supervision to PPOP offenders in the community; and
- police analysts, who provide analytical and monitoring support, as well as make referrals to PPOP.

The survey was designed to ask both general and specific questions with regard to each stakeholder's role in relation to PPOP. A total of 134 surveys were distributed, and 54 stakeholders completed them for a response rate of 40.3%. Unfortunately there were no defence counsel who completed the survey. Only one police analyst completed the survey, so their responses were combined with those of police given the questions were the same.

### 5.2 Sample

Table 5.1 shows the distribution of professions among the sample. Police and probation officers composed the majority of the sample, 31.5% and 27.8%, respectively. Crown prosecutors composed 16.7% of the sample, while 13% of respondents were treatment/service providers. Judges (5.6%), Sheriffs (3.7%), and analysts (1.9%) composed the remainder of the sample.

**Table 5.1**

**Distribution of Professions  
Among Stakeholder Survey Respondents**

Profession	Total	
	n	%
Police officer	17	31.5
Probation officer	15	27.8
Crown prosecutor	9	16.7
Treatment/service provider	7	13.0
Judge	3	5.6
Sheriffs Investigative Support Unit	2	3.7
Analyst	1	1.9
Total	54	100.0

Source of data: Stakeholder Survey

Stakeholders were asked the location where they work, and the results are summarized in Table 5.2. Calgary and Edmonton were fairly equally represented, composing 37.7% and 39.6% respectively. Stakeholders from other locations, including Airdrie, Cochrane, Leduc, Medicine Hat, Thorsby, Wetaskiwin, northern Alberta, and western Alberta, composed 22.6% of the sample.

**Table 5.2**

**Distribution of Locations  
Among Stakeholder Survey Respondents**

Location	Total	
	n	%
Calgary	20	37.7
Edmonton	21	39.6
Other*	12	22.6
Total	53	100.0

Source of data: Stakeholder Survey

n=1 missing case: participant did not provide a response

\* "Other" includes Airdrie, Cochrane, Leduc, Medicine Hat, Thorsby, Wetaskiwin, Northern Alberta, and Western Alberta

### **5.3 Survey Results**

#### **5.3.1 Perceptions of Police Officers and Police Analysts**

A total of 17 police officers and one police analyst responded to the survey, 44.4% (n=8) from Calgary, 22.2% (n=3) from Edmonton (n=4), and 33.3% (n=6) from surrounding areas (e.g., Airdrie, Cochrane, Leduc, Thorsby, Wetaskiwin). On average,

the police officers in the sample had known about PPOP for 21.6 months, ranging from 2 to 60 months, and had referred an average of 4 offenders to the program, ranging from 0 to 11. The analyst had known about PPOP for 60 months, and had referred four offenders.

Police officers and analysts were asked a number of questions related to their roles in relation to PPOP (e.g., referral, monitoring, etc.). Table 5.3 summarizes data on the means by which police officers/analysts refer offenders to PPOP. A large majority (93.3%) complete the referral form, while two-thirds also email the PPOP Constable and/or call the PPOP Constable, respectively. Just under half (46.7%) report that they provide the offender’s name, date of birth, and a brief synopsis as their referral, and one reported that they email the PPOP analyst.

**Table 5.3**

**Means by which Police Officers/Analysts Refer Offenders to PPOP**

Means	Total	
	n	%
I complete the referral/intake form	14	93.3
I email the PPOP Constable	10	66.7
I call the PPOP Constable	10	66.7
I provide the offender’s name, date of birth, and a brief synopsis	7	46.7
I email the Analyst	1	5.9

Source of data: Stakeholder Survey  
Valid N=15; n=3 missing cases: participants did not provide responses

Police officers and analysts were asked whether local police services as the source of PPOP referrals is working well. A majority of those who provided a response (93.8%; n=15) agreed, and only one person (6.3%) disagreed. When asked to elaborate, eight participants provided comments. Two respondents commented that it works well because those on the front-line are most familiar with the offenders in their area, and allows for focused enforcement. One respondent commented that they communicated with PPOP while a target was still a youth, and everything was ready for the offender to enter the program once he/she reached adulthood. One respondent commented on the “constant and effective working relationship” they have with the PPOP Constable, and another commented that PPOP does well to raise awareness of the opportunity for front-line police officers to refer offenders to the program. Two respondents were less positive about the process. One felt that while it is working well in the cities, referrals from RCMP detachments are not as effective. The other felt that it is not working because training and knowledge among front-line officers is lacking, and because PPOP is not properly staffed or resourced.

Police and analysts were also asked specific questions about the monitoring of offenders. First they were asked whether they continue monitoring the activities of offenders for PPOP once they have been selected for the program. Of those who provided an answer (n=15), a majority (93.3%; n=14) reported that they did, while only one (6.7%) reported that they did not. Of those who answered affirmatively, 85.7% (n=12) felt that this process was working well, while two (14.3%) did not. When asked why or why not, seven participants provided additional comments. Among those who felt positively about the process, one commented on the positive working relationship that monitoring fosters with PPOP. Another commented that it allows them to keep updated on the offender and provides information to PPOP to keep the bail packages current, resulting in appropriate action being taken against the offender. Further, as one participant added, monitoring allows their police agency to keep track of the risk offenders pose to police. Additionally, one participant commented that “offender management is an important component with regards to public safety.” Of those who did not feel the monitoring process was working well, one participant commented that their offenders often get picked up in Calgary and they are not made aware of this. Another said that PPOP and the officers making the referral need to communicate more closely to ensure there is no duplication. Though they felt positively about the monitoring process, one participant felt there needed to be more buy-in from the RCMP in order for the monitoring process to be effective.

Participants were asked what they do with information gained from monitoring an offender, and the results are summarized in Table 5.4.

**Table 5.4**

**How Offending Monitoring Information is Used,  
as Reported by Police Officers and Analysts**

How Information is Used	Total	
	n	%
Share the information with PPOP	12	80.0
Share the information with fellow police officers	11	73.3
Share the information with Crown Prosecutors	6	40.0
Use the information to help solve crimes	10	66.7
Enter the information into CPIC	2	13.3
Enter the information into PROS	4	26.7
Use the information to support operations upon offenders' release	1	6.7

Source of data: Stakeholder Survey

Valid N=15; n=3 missing cases: participants did not provide responses

A majority of participants (80%) reported that they share the information gained from monitoring with PPOP, and nearly three-quarters (73.3%) said they share the information with other police officers. Two-thirds (66.7%) reported that they use the

information to help solve crimes, while just under half (40%) share the information with the Crown prosecutor. Just over one-quarter (26.7%) reported that they enter the information into PROS, and 13.3% enter it into CPIC. One respondent reported that they use the information to support operations upon the offenders' release from custody.

Additionally, respondents were asked whether they are aware of other methods used to monitor PPOP offenders. Of those who responded to the questions (n=14) only three respondents (21.4%) were aware of other methods. When asked to identify these other methods, participants mentioned the following: Calgary Police Service's Serious Habitual Offender Program (SHOP); Calgary Police Service's Real Time Operations Centre (RTOC) Directed Patrols; surveillance; electronic monitoring; parole officers; and probation. One participant noted that each area of the service may try to monitor the offender, but if they are selected as a PPOP offender it is the responsibility of PPOP.

Finally, participants were asked whether there are any programs within their agencies that overlap with PPOP. Of those who responded (n=14), 42.9% (n=6) said "yes." When asked what the outcome of this overlap is, five participants provided additional comments. Most respondents listed programs that target similar groups of offenders (e.g., monitoring program for mid-level repeat offenders in Leduc; Calgary Police Service's Retail Industry Crime Initiative (RICI), targeting prolific retail offenders that can fit the PPOP profile; SHOP; Calgary Police Service's High Risk Offender Program (HROP); Targeted Offender Section; Behavioural Assessment Unit; broader target list of offenders that cause significant disruption in the community).

### 5.3.2 Perceptions of Members of the Sheriffs Investigative Support Unit (SISU)

Members of SISU were asked questions about their role in relation to PPOP, specifically, providing monitoring and surveillance on PPOP offenders. Two SISU members were surveyed and both responded. When asked how many PPOP files they had handled, one responded "six or more" and the other had handled approximately 10.

When asked if their role in relation to PPOP, to provide additional surveillance capacity, is working well, both agreed that it is. When asked to elaborate, one participant commented that the process is working well but more surveillance resources are necessary in order for them to be effective. When asked whether the surveillance demands of PPOP are manageable given other priorities, the respondents were divided. When asked to comment, one noted that the surveillance responsibilities were shared with other police agencies, making it more manageable. However, both respondents noted that there is more work than the currently available surveillance resources can handle.

### 5.3.3 Perceptions of Crown Prosecutors

Nine Crown prosecutors responded to the survey, answering questions regarding their experience with PPOP and the comprehensive bail packages. Just

under 50% (44.4%; n=4) were from Calgary, and 55.6% (n=5) were from Edmonton. Their level of experience with the program varied, with their knowledge of PPOP spanning 12 to 72 months, averaging 34 months. When asked how many of their cases have involved PPOP offenders, answers ranged from “a few” to “more than 25” to “too many to count.”

Crown prosecutors were asked a number of questions regarding the comprehensive bail packages. When asked if the process of PPOP creating and providing Crown prosecutors with comprehensive bail packages is working well, all nine respondents agreed it is and seven respondents provided additional comments. Four respondents commented on how useful and comprehensive the information in the bail package is for making meaningful decisions about bail and sentencing conditions. Another commented that it is helpful to have a PPOP member in the courtroom. One prosecutor agreed that the bail package process is working well but that the package contains a lot of information that is not required for bail or sentencing, and another who agreed also commented that they sometimes receive updates last minute. When asked if the information contained in the comprehensive bail package is useful for prosecuting offenders, all who responded (n=8) agreed. Three respondents commented further, with one stating that the information contained in the package helps to guide the line of questioning they use if the offender takes the stand. Another commented that more information is always helpful, and a third stated that oftentimes the package contains more information than is necessary. All of the prosecutors who answered the questions agreed that they receive the bail package information in a timely fashion (n=8), that the information is up-to-date (n=9), and accurate (n=8). Similarly, all who answered the question (n=8) said that they use the comprehensive bail package.

Crown prosecutors were also asked whether the process for notifying them that an offender is part of PPOP is working well. A majority agreed (88.8%) with the exception of one respondent. When asked to elaborate, six respondents provided comments. Two respondents commented that the direct contact they have with the program facilitates this process. While one participant noted that it is clearly flagged on JOIN, another felt that there needs to be a better flagging process. Another participant stressed the importance of a designated Crown in aiding this process. Finally, one respondent stressed the importance of having as much notice as possible that an offender is part of PPOP, particularly if certain release conditions are being recommended.

When asked if appropriate offenders are being identified for PPOP, of those who responded to the question (n=8), three-quarters (n=6) said “yes.” When asked “why or why not,” five respondents provided comments. Three respondents commented that the offenders they have seen that have been designated as “prolific” according to the criteria have been appropriately identified as such. One respondent felt that some of the offenders identified as prolific are a “nuisance but not a serious offender.” One respondent felt that the program “barely scratches the surface” of the prolific offender population.

Crown prosecutors were asked whether they are more likely to suggest conditions for PPOP offenders. Of those who responded (n=8), just under two-thirds (62.5%; n=5) said “yes” while 37.5% (n=3) said “no.” When asked to provide additional comments, five respondents did so. Two respondents stated that they are more likely to suggest conditions because they appreciate the recommendations made by PPOP and they know PPOP will provide the support to the offender to make the conditions meaningful in terms of their rehabilitation. One participant stated that conditions might prevent the offender from offending and give the police the tools to manage the offender in the community. One participant felt the conditions suggested by PPOP are often appropriate for offenders, and another stated that they suggest conditions regardless of the status of the offender.

Finally, prosecutors were asked about offender compliance with conditions and the program’s response to reoffending. As shown in Table 5.5, 12.5% of prosecutors who responded thought that offenders “often” comply with their conditions, while 62.5% thought they “sometimes” complied. The remaining 25% did not know. When asked whether PPOP’s response to reoffending is timely and adequate, of those who responded, 75% (n=6) thought it was and the remaining 25% (n=2) didn’t know.

**Table 5.5**

**Extent to Which Crown Prosecutors Believe that Offenders are Complying with Conditions**

Question	Often		Sometimes		Don't Know		Total	
	n	%	n	%	n	%	n	%
To what extent are offenders complying with conditions?	1	12.5	5	62.5	2	25.0	8	100.0

Source of data: Stakeholder Survey  
n=1 missing case: participant did not provide a response

#### 5.3.4 Perceptions of Treatment/Service Providers

A total of seven treatment/service providers completed the survey, with 57.1% (n=4) being from Calgary, one respondent (14.3%) from Edmonton, and 28.6% (n=2) from other communities in Alberta. The treatment/service providers in the sample had relatively high levels of experience with PPOP, ranging from 12 to 36 months, averaging 23 months, having worked with an average of four offenders (ranging from one to 10). Treatment/service providers were asked a number of questions about the service they provide to PPOP offenders and their views of the program.

When asked what type of services they provide to PPOP offenders, the treatment/service providers surveyed provided a large variety; the results are summarized in Table 5.6. The most common was addiction/treatment programs (57.1%), followed by counselling (42.9%). Mental health services, permanent housing,

temporary/transitional housing, employment funding, and resume services were provided by just over one-quarter (28.6%) of respondents. Other services included employment programs, assessment, case management, help obtaining identification and medication, and remand, each provided by one respondent. When asked if they are able to provide the services that PPOP requires, a majority (83.3%) of those that responded (n=6) said yes, while one respondent said “no.” When asked to comment further, two respondents did so. The respondent who replied “no” explained that their program is at full capacity but felt a case could be built for having more resources just for corrections clients. One respondent who answered “yes” further commented that communication with the program is difficult due to privacy issues. When asked whether their agency is able to provide timely service to PPOP offenders, five participants answered the question with 60% (n=3) agreeing and 40% (n=2) disagreeing. When asked to explain why they could not, the two who disagreed provided explanations. One explained that their agency has a three-month wait list, and the other explained that, as a remand centre, they have limited programming opportunities.

**Table 5.6**

**Types of Services Provided to PPOP Offenders  
By Treatment/Service Providers Surveyed**

Types of Services	Total	
	n	%
Addiction/treatment programs	4	57.1
Counselling	3	42.9
Mental health services	2	28.6
Permanent housing	2	28.6
Temporary/transitional housing	2	28.6
Employment funding	2	28.6
Resume services	2	28.6
Employment programs	1	14.3
Assessment	1	14.3
Case management	1	14.3
Help obtaining ID, medication, etc.	1	14.3
Remand	1	14.3

Source of data: Stakeholder Survey  
Total N=7

When asked if they have a formal partnership with PPOP, only one respondent answered that they did. Those who answered “no” (n=5) were asked whether a formal partnership would be beneficial, and four participants provided a response. Two commented that a formal partnership would be beneficial, one thought it could possibly be, and one replied that it would not, because privacy issues would still be an issue.

When asked specifically about information sharing – whether there have been any issues encountered in relation to PPOP – only one respondent said “yes.” When asked to elaborate, the respondent explained that they are unable to share information without a release of information from the offender; in one case, the offender refused to sign the release.

Treatment/service providers were asked whether the referral process from PPOP to their agency was working well. Three respondents (60%) thought it was while two disagreed; two participants did not provide a response. When asked to elaborate, one respondent explained that contact with their program is generally initiated by the offender, and one explained that, as a correctional centre, they have very limited input to the overall program. Another explained that the referral process did not apply to them, as they are a mandated service.

Treatment/service providers were asked whether having PPOP closely involved is a benefit, and all who responded (n=5) agreed. When asked why, three respondents provided additional comments. One reported that it is a benefit for the offender and one commented that PPOP is a good support to their program, providing a more complete wrap around service. One respondent commented that collaborative information sharing enhances the work they do with the client.

When asked whether PPOP staff fulfill their role in facilitating appropriate service referrals, 80% of those who responded to the question (n=5) agreed that they do, while one disagreed. When asked why or why not, one participant explained that PPOP staff consult with their agency to ensure their clients receive the required services.

Finally, when asked if they have dedicated resources for offenders in PPOP, only one respondent reported that they did. When those who answered “no” (n=4) were asked to explain, three provided an explanation. One reported that all clients are serviced equally, while one reported that they serve a broad range of offenders, therefore there are no resources specifically for PPOP. The third participant reported that their agency is working on dedicating resources for corrections clients.

#### 5.3.5 Perceptions of Probation Officers

A total of 15 probation officers responded to the survey, with 42.9% (n=6) working in Edmonton, 28.6% (n=4) working in Calgary, and 28.6% (n=4) working in other communities; one respondent did not provide their location. Probation officers were asked about offender selection, services for offenders, offender compliance, and de-selection.

Probation officers were first asked whether they thought the appropriate offenders were being selected for PPOP. Of those who answered the question (n=14), 92.9% (n=13) agreed that they were while one disagreed. When asked to explain, four participants provided comments. Three respondents felt that the offenders have been appropriately identified; however, one commented that the program needs “to do a

better job of selling the program to offenders,” because there is a lot of resistance to it. Another felt that mental health clients do not belong in the program. One respondent commented that a majority of those very active offenders in their community have been identified and if removed from the community would free up police resources; however, the respondent felt that they are not being appropriately sanctioned for breaches, which are often withdrawn as a result of plea bargains.

Table 5.7 summarizes probation officers’ views of offender compliance with treatment, bail, and/or sentencing conditions. Just under one-quarter (21.4%) of respondents believed that offenders “often” comply with conditions, while 42.9% believed that they “sometimes” comply. Just over one-quarter (28.6%) believed that they “rarely” comply, while one respondent responded that offenders “never” comply with conditions. When asked whether the program’s response to relapse or re-offending is timely and adequate, just over three-quarters (78.6%; n=11) agreed it is while three respondents (21.4%) disagreed. When asked why they disagreed, all three provided additional comments. One responded that, due to their workload, they are unable to focus on the PPOP offenders, and that the PPOP officer should file breaches for further enforcement; this would make the response more timely. One commented that close supervision would provide a more timely response, and another was unsure how the response could be improved.

**Table 5.7**

**Extent to Which Probation Officers Believe that Offenders are Complying with Conditions**

Question	Often		Sometimes		Rarely		Never		Total	
	n	%	n	%	n	%			n	%
To what extent are offenders complying with conditions?	3	21.4	6	42.9	4	28.6	1	7.1	14	100.0

Source of data: Stakeholder Survey  
n=1 missing case: participant did not provide a response

Probation officers were also asked about support services for offenders. When asked whether there are sufficient support services available, 14 probation officers provided a response. Of these, 71.4% (n=10) responded “no” and only four (28.6%) responded “yes.” When asked what other services are needed, those who responded “no” (n=10) provided a number of suggestions, summarized in Table 5.8. Nearly all probation officers (90%) suggested that temporary/transitional housing was needed. Eighty percent felt that permanent housing, employment programs, and rehabilitation services immediately upon offenders’ release are necessary, respectively. Drug treatment beds/programs were suggested by 70% of respondents, while reintegration services and transit passes were each suggested by 60% of respondents. One probation officer recognized the need for financial aid, and one for psychiatry for rural offenders.

**Table 5.8**  
**Types of Services Needed for PPOP Offenders,**  
**as Reported by Probation Officers**

Types of Services	Total	
	n	%
Temporary/transitional housing	9	90.0
Permanent housing	8	80.0
Employment programs	8	80.0
Rehabilitation services immediately upon offenders' release	8	80.0
Drug treatment beds/programs	7	70.0
Reintegration services	6	60.0
Transit passes	6	60.0
Financial aid	1	10.0
Psychiatry (rural)	1	10.0

Source of data: Stakeholder Survey  
Total N=10

Finally, probation officers were asked about the appropriateness of the criteria for de-selection from the program. Of those who responded (n=14), 64.3% (n=9) agreed that it was appropriate and 35.7% (n=5) disagreed. When asked to explain, six participants provided further comment. Two probation officers agreed that one year crime free is appropriate, given the fact that it is likely that circumstances have changed for that person if they are crime-free for a whole year. However, two respondents contrasted this by saying that a year is not long enough, with one further explaining that, it is not long enough for a long-time offender to “unlearn” criminal behaviour. Two others suggested that the offender’s willingness to work with the program should be another consideration, one arguing that offenders should be able to continue on with the program if they are willing, and another suggesting that if they are not willing to make any changes (despite not committing criminal acts), they should be de-selected.

### 5.3.6 Perceptions of Provincial Court Judges

Three Provincial Court Judges responded to the survey, and all three were from Edmonton. Of the three, only two were aware that they had had accused involved in PPOP. Judges were asked about the information available to them because of PPOP and their overall perceptions. With regard to PPOP creating and providing comprehensive bail packages to the Crown, the Judges did not know whether the process was working well, but one commented that the more information the court has, the better, and another felt that it was a good idea. None of the Judges knew whether the information contained in the package provided a more holistic view of the offender, but two felt that the type of information provided would be useful to them in reaching a decision. When asked whether the comprehensive bail package has made them more comfortable in assigning conditions, one agreed while the other two did not know. The one Judge who agreed further commented that full information is always desirable.

### 5.3.7 Views on PPOP Selection Criteria

Police officers, probation officers, and analysts were specifically asked about the PPOP mandatory and discretionary selection criteria. Table 5.9 summarizes the results. A majority of the respondents either agreed or strongly agreed with the appropriateness of each of the mandatory selection criteria. However, three respondents disagreed with the appropriateness of mandatory criterion #1, “a history of frequently committing substantive offences,” and two respondents disagreed with the appropriateness of mandatory criterion #3, “a history of non-compliance with court orders including failing to appear and breach of conditions.” One respondent disagreed with the appropriateness of mandatory criterion #4, “intelligence indicates the offender is currently active in committing criminal activity,” and one respondent strongly disagreed with mandatory criterion #6, “the offender is considered to be a medium to high risk to reoffend.”

As shown in Table 5.9, a majority of respondents also agreed or strongly agreed with the appropriateness of each of the discretionary criteria, though perhaps less so than the mandatory criteria. Two respondents disagreed with the appropriateness of discretionary criterion #1, “the offender’s criminal behaviour is correlated with addictions,” and two respondents neither agreed nor disagreed. Though over 60% agreed or strongly agreed with discretionary criterion #2, “the offender’s criminal behaviour is correlated to mental illness,” 20% disagreed and another 3.3% strongly disagreed; 10% neither agreed nor disagreed. Regarding discretionary criterion #3, “the offender is unemployed and does not have stable residency,” while 80% agreed or strongly agreed, 13.3% disagreed, 3.3% strongly disagreed, and 3.3% neither agreed nor disagreed. Finally, over 80% of respondents either agreed or strongly agreed with the appropriateness of discretionary criterion #4, “the offender may be influential with other offenders resulting in criminal behaviour among associates.” However, 13.3% disagreed.

When asked whether they would make any changes to the selection criteria, 11 participants provided additional comments. Two participants commented that as opposed to simply the criminal record, the ratio of charges versus convictions should be considered, with one of the participants also suggesting that whether the offender is *currently* active should be a consideration. Another suggested that sentencing should be considered when looking at consecutive years of criminal activity, given offenders may have been incarcerated for a period of time in recent years. One participant suggested that it needs to be easier to refer a habitual fraudster to the program, while another suggested that PPOP should consider offenders *without* substance abuse issues who commit crimes for money. Another felt that violence and domestic violence should be a consideration. The same participant suggested that offenders without community resources should be considered. Three participants suggested that addiction and mental health should not be used as a discretionary criterion, with one suggesting that there “needs to be resources in place in other areas to deal with mental health.” Another reinforced the need to strongly consider risk to community safety as a criterion. However, this was contrasted by the comment that criterion #6 (offender is

considered to be a medium to high risk to reoffend) had been removed by the program given the difficulty in measuring risk.

**Table 5.9**

**Extent to Which Police Officers, Probation Officers, and Analysts Agree that the PPOP Selection Criteria is Appropriate**

Criteria	Strongly Agree		Agree		Neither Agree nor Disagree		Disagree		Strongly Disagree	
	n	%	n	%	n	%	n	%	n	%
Mandatory criterion 1: A history of frequently committing substantive offences	18	60.0	9	30.0	0	0.0	3	10.0	0	0.0
Mandatory criterion 2: A history of committing substantive offences while on release	24	80.0	6	20.0	0	0.0	0	0.0	0	0.0
Mandatory criterion 3: A history of non-compliance with court orders including failing to appear and breach of conditions	26	86.7	2	6.7	0	0.0	2	6.7	0	0.0
Mandatory criterion 4: Intelligence indicates the offender is currently active in committing criminal activity	20	66.7	9	30.0	0	0.0	1	3.3	0	0.0
Mandatory criterion 5: Criminal behaviour of the individual has a serious impact on public safety and victimization and/or on public confidence in the justice system	27	90.0	3	10.0	0	0.0	0	0.0	0	0.0
Mandatory criterion 6: Offender is considered to be a medium to high risk to reoffend*	20	66.7	9	30.0	0	0.0	0	0.0	1	3.3
Discretionary criterion 1: Offender's criminal behaviour is correlated with addictions	11	36.7	15	50.0	2	6.7	2	6.7	0	0.0
Discretionary criterion 2: Offender's criminal behaviour is correlated to mental illness	8	26.7	12	40.0	3	10.0	6	20.0	1	3.3
Discretionary criterion 3: Offender is unemployed and does not have a stable residency	9	30.0	15	50.0	1	3.3	4	13.3	1	3.3
Discretionary criterion 4: Offender may be influential with other offenders resulting in criminal behaviour among associates	11	36.7	15	50.0	0	0.0	4	13.3	0	0.0

Source of data: Stakeholder Survey

Valid N=30; n=3 missing cases: participants did not provide a response

### 5.3.8 Perceptions of PPOP's Impact and Future

All of the stakeholders were asked general questions about the impact and future of PPOP: whether it has met its goals, its impact on the justice system, and whether it should and could be expanded. Table 5.10 summarizes stakeholders' level of agreement with whether PPOP goals are being achieved. A majority of stakeholders either agreed or strongly agreed that PPOP is achieving each of its three goals with a few exceptions. Two participants disagreed that PPOP is ensuring that Crown prosecutors have complete, accurate, and up-to-date information when prosecuting prolific offenders, while 11.3% neither agreed nor disagreed. With regard to PPOP's goal to promote rehabilitation via the provision of appropriate support services, 5.9% disagreed and 2% strongly disagreed; 7.8% neither agreed nor disagreed. Finally, when asked if PPOP is promoting meaningful consequences for offenders, 7.8% disagreed and 5.9% strongly disagreed; 5.9% neither agreed nor disagreed.

**Table 5.10**

**Stakeholders' Level of Agreement with Whether PPOP Goals are Being Achieved**

Goal	Strongly Agree		Agree		Neither Agree nor Disagree		Disagree		Strongly Disagree		Total	
	n	%	n	%	n	%	n	%	n	%	n	%
Goal #1: Ensure Crown prosecutors have complete, accurate, and up-to-date information when prosecuting prolific offenders <sup>1</sup>	29	54.7	16	30.2	6	11.3	2	3.8	0	0.0	53	100.0
Goal #2: Promote rehabilitation via the provision of appropriate support services for the offender <sup>2</sup>	12	23.5	31	60.8	4	7.8	3	5.9	1	2.0	51	100.0
Goal #3: Promote meaningful consequences for offenders <sup>3</sup>	18	35.3	23	45.1	3	5.9	4	7.8	3	5.9	51	100.0

Source of data: Stakeholder Survey

<sup>1</sup> n=1 missing case: participant did not provide a response

<sup>2</sup> n=3 missing cases: participant did not provide a response

<sup>3</sup> n=3 missing cases: participant did not provide a response

Table 5.11 summarizes the results of a series of questions related to the impact and future of PPOP.

**Table 5.11**  
**Stakeholders' Perceptions of the Impact and Future of PPOP**

Question	Yes		No		Don't Know		Total	
	n	%	n	%	n	%	n	%
Has the program improved the efficiency of the justice system?	41	75.9	9	16.7	4	7.4	54	100.0
Do you think PPOP should be expanded to other locations in Alberta? <sup>1</sup>	44	84.6	6	11.5	2	3.8	52	100.0
Do you think the PPOP Unit should be expanded to take in more prolific offenders? <sup>2</sup>	43	81.1	7	13.2	3	5.7	53	100.0
Are the resources in place sufficient to support future expansion of the program? <sup>3</sup>	17	34.7	28	57.1	4	8.2	49	100.0
Do you think the processes that are in place would support PPOP moving forward? <sup>4</sup>	36	69.2	11	21.2	5	9.6	52	100.0
Would you like to see any changes made to the current policies and procedures? <sup>5</sup>	16	32.7	29	59.2	4	8.2	49	100.0

Source of data: Stakeholder Survey

<sup>1</sup> n=2 missing cases: participants did not provide a response

<sup>2</sup> n=1 missing case: participant did not provide a response

<sup>3</sup> n=5 missing cases: participants did not provide a response

<sup>4</sup> n=2 missing cases: participants did not provide a response

<sup>5</sup> n=5 missing cases: participants did not provide a response

When asked whether PPOP has improved the efficiency of the justice system, just over three-quarters (75.9%) agreed that it has, while 16.7% disagreed and 7.4% didn't know. When asked why or why not, 39 respondents provided additional comments, with a number of themes emerging. Among those who felt that PPOP improved the efficiency of the justice system, many of the themes that emerged related to the efficiencies created in the courts. The most common theme (mentioned by 13 respondents) was that the information contained in the bail packages increases efficiency in that it provides complete information about the offender's background so that meaningful and appropriate decisions regarding bail and sentencing are made. Other related themes were that PPOP greatly assists the Crown in making sentencing recommendations (n=3) and decreases court time (n=1). Further, PPOP's direct communication with prosecutors also improves system efficiency (n=2) and allows for better tracking of offenders.

A number of comments also related to the efficiencies created on the front-line of police and agencies. Two respondents commented that PPOP has improved efficiency

with regard to paper work for front-line officers, while one commented that there are fewer calls for front-line officers in relation to these offenders because they are so closely monitored. Two others commented that PPOP helps police to prepare better cases for court (n=2). Another commented that PPOP streamlines the points of contact between agencies involved with the offender, and two others felt that it reduces the need for other justice services.

Some comments related specifically to the offender population. Three participants commented that PPOP improves justice system efficiency by providing better tracking for prolific offenders, while two pointed out that the close monitoring results in offenders being returned to jail more quickly and ultimately being discouraged from committing more crime. One respondent felt that the fact that PPOP identifies issues among offenders (e.g., mental health, addiction) ultimately improves justice system efficiency.

Among those who felt that PPOP does not improve the efficiency of the justice system, a number of comments were also provided to explain why. One felt that PPOP is not a long-term solution to justice system efficiency, and that the system has many more problems. Similarly, one respondent felt that the overall system is broken and needs to be completely “over hauled.” One respondent felt that PPOP might speed up paperwork for police officers, but it does not speed up the court process. Two others commented that increasing the efficiency of the justice system is not possible given the volume of crime committed by prolific offenders. Two respondents commented that the consequences for those who reoffend are not a strong enough deterrent, and one felt that there needs to be mandatory treatment provisions prior to release in order for efficiency to be impacted. Finally, one respondent commented that there is not enough information about offenders to make proper judgements, and one commented that verbal information and background is already provided to the Crown by Probation Officers, thereby creating a redundancy.

Stakeholders were asked a number of questions related to the expansion of PPOP. When asked whether PPOP should be expanded to other locations in Alberta, a large majority (84.6%) said “yes,” while 11.5% disagreed (3.8% didn’t know). When asked to elaborate on their opinion, 37 respondents provided comments. Among those who agreed with expansion to other communities in Alberta, the most common reasons cited were that PPOP increases community safety by decreasing crime (n=6), and by putting more resources toward prolific offenders, PPOP would be helpful to other communities due to the impact of these offenders (n=6). Others (n=4) pointed to the fact that due to the transient nature of this offender population, having PPOP in other communities would be beneficial, while two participants commented that criminal activity by prolific offenders is not limited to the major cities. Three participants noted that expansion would allow other prolific offenders in the province to be targeted, given there are others that would fit the criteria. Two participants commented that the availability of the comprehensive bail packages would be beneficial for other communities, two others pointed to the value of PPOP to the Crown. Other comments pointed to the benefit of PPOP to local law enforcement (n=1), probation officers (n=1)

and offenders (n=1), and that expansion would result in uniformity of service (n=1). One participant noted that PPOP should be expanded to where there are support services available, and another that it would be effective in other locations if used properly.

Those who disagreed with expansion to other locations in Alberta provided a number of reasons. One person noted that it should depend on need, and another felt that the current model is more manageable, preventing duplication and ensuring adherence to criteria given it is limited. One respondent commented that it would be difficult to have a PPOP unit in a smaller centre given the staffing issues among rural police, and another commented that PPOP would interfere in case management and create more work for Probation Officers in small communities. Another questioned the logistics of expansion. Finally, one comment pointed to the fact that PPOP only addresses the needs of a small percentage of individuals, and could be more efficiently conducted by targeting groups in correctional centres.

When asked whether the current PPOP units should be expanded to take in more prolific offenders, a majority (81.1%) said “yes,” while only 13.2% disagreed (5.7% didn’t know). When asked to explain their response, 36 participants provided additional comments. Among those who agreed, the most common response was that PPOP needs more spots because they are always at full capacity. An additional four respondents commented that the more resources that can be put toward prolific offenders the better due to their impact. Four respondents cautioned that the program needs to be properly resourced to expand. Three participants felt that the program should be expanded to include more offenders because bail packages and the information contained in them assist the justice system. Specifically in relation to the offenders, participants commented that the program should be expanded to include more offenders because of their extensive criminal records (n=1), because the program reduces recidivism and ends the cycle of crime (n=2), monitoring prolific offenders is essential to preserving public safety (n=1), and more offenders would have a chance at rehabilitation (n=1). Additionally, two respondents commented that expansion could allow the program to also focus on those with violent and domestic violence-related charges, while one commented generally that expansion could better address offender diversity. Finally, one respondent commented that PPOP should be expanded because it acts as a resource for agencies, and another felt that expansion might allow for a more rapid rotation of offenders in and out of the program.

Those who said that the program should not be expanded to include more offenders provided some reasons as well. The most common response was that keeping the program small increases its credibility in court and prevents dilution of the meaning of the program. Two additional participants felt that a small caseload allows the program to target the *most* prolific offenders. One respondent felt that the program is growing but resources are not, while another commented that the program just isn’t beneficial to the public or offenders, and therefore should not be expanded. For those who didn’t know whether it should be expanded, one commented that it depends on

priorities for money and manpower, and another was unsure of what the current threshold was for selection of a prolific offender.

When asked if the resources are in place to support the future expansion of the program, just over half (57.1%) responded “no,” while 34.7% agreed and 8.2% didn’t know. When asked to explain their answers, 25 provided comments. Among those who felt that there are not adequate resources in place to support future expansion, the most common response was that more PPOP staff (police, probation officers) are needed to monitor the caseload effectively. Another participant stressed the need for manageable caseloads for staff. Three respondents pointed to the need for more compliance check and enforcement teams if the program were to expand, and the same number of participants identified treatment, counselling, housing, and addiction programs as a necessity for program expansion. Two respondents identified the need for support for front-line police officers to ensure proper surveillance and consistent processing of offenders. One suggested that the PPOP officer should have expanded responsibilities to file and complete breaches if the program is to expand. Other suggestions for resources, each identified by one participant, included: dedicated RCMP officers in each detachment; analysts; legal teams; staff who will focus on building relationships with offenders; a psychiatric nurse added to the program to assist with clients with mental health issues; and IT and office space.

Stakeholders were also asked questions about PPOP processes in relation to the future of the program. As shown in Table 5.11, when asked if the processes were in place to support PPOP moving forward, 69.2% said “yes,” while 21.2% disagreed; 9.6% did not know. When asked “why or why not,” 12 participants provided comments, primarily those who disagreed. Among those, the most common reason was that they would need more manpower to expand (n=4). Three respondents commented that there needs to be clarity around who processes arrests and warrants when PPOP offenders commit a crime. Two stakeholders stated that PPOP needs more monitoring/surveillance support, while another felt that the PPOP officers need more front-line support to process crime. One participant felt that there needs to be more buy-in from RCMP detachments to support the program moving forward, while another commented that there needs to be more training regarding the process for front-line officers. One participant explained that PPOP needs to allow more referral submissions from the front-line, and one suggested that more effective operation would be supported through expansion of the mandate. One stakeholder explained that the redundancy in supervision needs to be addressed, suggesting that the PPOP probation officers should supervise the PPOP offenders instead of having dual supervision with a community probation officer. One respondent suggested the need for more education of the Crown and public to increase utilization, and one suggested the need for more community contacts and resources to improve the referral process. Finally, one respondent suggested that the program is currently too intensive in sanctioning, and that there needs to be more focus on supporting and assisting PPOP offenders to be crime free.

When asked for specific suggestions for changes to the current policies and procedures, 13 participants each provided unique suggestions. One suggestion was for

surveillance support to closely monitor, arrest, and jail PPOP offenders to reduce harm to the public. Another felt that court decisions (e.g., punishment) should more closely reflect the information contained in the bail package. Additionally, with regard to the bail package, one participant suggested that there be more information on community services to demonstrate whether the offender is succeeding with regard to support services, and one commented generally that the bail packages need to be revisited. One comment suggested the need for a change in mandate relating to offender management, similar to other offender management programs in the province. Two comments related to the supervision of the offenders, with one participant stating that the PPOP probation officer take on the offender (instead of the offender reporting to two people), while the other suggested that PPOP not interfere with supervision by community probation officers. Other suggestions included: improved information sharing between PPOP and stakeholders; a better flagging system; more active involvement by correctional officials; a quicker, more streamlined referral process to community agencies; and an increased focus on high risk (violent) offenders to ensure community safety.

#### 5.3.9 Additional Comments

At the conclusion of the survey, stakeholders were invited to provide additional comments about PPOP. A total of 21 participants provided comments. Eight participants commented that the program was useful and effective, and an additional four commented positively regarding communication and helpfulness of the staff. Other specific comments included:

- The bail package template be shared with detachments.
- Better information sharing by PPOP to the referring agency/individual.
- Better notification by PPOP to home agency of offender if there are new conditions.
- Include more white collar/fraud offenders.
- Need for proper funding/resources.
- Need to train front-line officers.
- Duplication of work for referring officer and PPOP officer needs to be addressed – could be solved with better communication and identified responsibilities of PPOP officer and referring officer.
- Should be permanent assignment of offenders to PPOP until they show substantial time without recidivism and a positive contribution to the community.

- Assignment of a designated Crown would make it easier to track the offender through court.
- Longer prison terms are a good thing.
- The punishment PPOP offenders receive is not a deterrent.
- Need for more coordination to deal with arrest when an offender has committed a crime – need a designated arrest team.
- PPOP works because of the officers in the program attending court, providing updates to bail packages, etc.
- PPOP allows the Crown and defence to be more prepared.
- Success and failure of the program should be communicated to stakeholders.
- PPOP acts as an additional resource and support to the front-line.
- It is easier to supervise an offender when their file is attached to a particular PPOP officer.
- Need for more awareness about the program among probation officers and stakeholders.
- Parole officers should be included as a referral agent; there needs to be recognition of the difference between a probation officer and a parole officer.
- PPOP probation officer should do enforcement documentation for charges/breaches of court orders.
- PPOP should utilize the media when offenders are wanted; an information session with all involved and the media should occur.

## 6.0 SUMMARY AND DISCUSSION

### 6.1 Introduction

The preceding chapters discussed the results of the first year of a proposed three-year process and outcomes evaluation of the Priority Prolific Offender Program (PPOP). PPOP joins a growing number of programs in Canada designed to collaboratively address the behaviour of prolific offenders, using a combination of monitoring, enforcement, and rehabilitative services. The objectives of Alberta's program specifically aim to ensure Crown prosecutors have complete, accurate, and up-to-date information on prolific offenders, rehabilitation is promoted through the provision of appropriate support services, and the consequences of offending and reoffending are meaningful.

The Canadian Research Institute for Law and the Family (CRILF) was first contracted in 2010 to conduct a process evaluation of the program. The results of this evaluation yielded five recommendations for the program moving forward:

- (1) The development of an Operations Manual;
- (2) A review of the comprehensive bail packages;
- (3) Adequate funding and resources;
- (4) Education and awareness; and
- (5) A process and outcomes evaluation.

Following the final recommendation, PPOP contracted CRILF in 2012 to begin the first year of a three-year process and outcomes evaluation involving multiple components. The overall purpose of this report was to re-examine program processes and, in particular, assess the program's response to the recommendations made in the Phase 1 process evaluation. In addition, the report provides a profile of the offenders in the program as a foundation for examining outcomes in the proposed second and third years of the evaluation. Specifically, the following research questions related to process were addressed:

- (1) Are the PPOP selection criteria being followed?
- (2) Does PPOP provide comprehensive bail packages to the Crown in a timely fashion?
- (3) Is the Crown requesting the court to consider sentencing recommendations as per the Bail Package?
- (4) Are the most appropriate services received?
- (5) Are breaches or new charges laid quickly?

- (6) Has monitoring of the offender increased (such as curfew checks)?

The following research questions related to the outcomes analysis were also preliminarily addressed:

- (1) Do the recommendations of the Crown and judge's/JP's orders reflect the Bail Package information for the PPOP offender?
- (2) Are PPOP offenders receiving conditions which are reflective of their needs and risk profile?
- (3) Are services more coordinated?
- (4) Are PPOP offenders receiving services in a timely fashion?
- (5) Is compliance with conditions increasing for PPOP offenders?
- (6) Are PPOP offenders' needs being met with a unique combination of services?
- (7) Do the sentence and conditions contribute to the rehabilitation of the PPOP offender?

Three main methods were used to address these research questions: a retrospective analysis of data on clients de-selected from the program from its inception to December 31, 2012; a survey of PPOP staff; and a survey of PPOP stakeholders. The following sections will summarize the findings and discuss the results in relation to the research questions.

## **6.2 Summary**

The following sections summarize the results of the retrospective data analysis, the PPOP staff survey, and the stakeholder survey.

### 6.2.1 Summary of Retrospective Analysis

- The retrospective sample was composed of 34 offenders who had been de-selected from the program between its inception in 2008 and December 31, 2012.
- A majority of the sample (94.1%) was male.
- On average, offenders in the retrospective sample were 16.5 years old when they received their first conviction.
- Offenders were divided into age groups (under 25; 25-34; 35+) to analyze the average number of offences committed in the five years prior to PPOP selection.

- The under 25 group had the highest average number of convictions (28.25) of all the groups.
- The 35+ group had the highest average number of substantive offence convictions (19.50), while the under 25 group had the highest average number of administrative offence convictions (13.88), approximately twice as many as the other two groups.
- Criminal history characteristics were also analyzed by age group. As expected, the 35+ group spent the highest average amount of time in custody since their first conviction (80.45 months). They also received the highest number of custodial sentences (71.91) and were admitted to custody the most, on average (48.27 admissions).
- On average, the under 25 group spent the highest percentage of their lives incarcerated since their first conviction (39.50 months).
- Each group averaged a similar number of criminal convictions while on bail convictions, at roughly 15. The over 35 group had the highest average number of convictions while on sentence for other offences (24.45).
- A majority of the offenders in the sample were referred to PPOP from Edmonton Police Service (41.2%), followed by Calgary Police Service (26.5%), RCMP (23.5%) and probation officers (8.8%).
- For the most part, all offenders met the mandatory selection criteria for PPOP.
- 85.3% of offenders met the discretionary criteria of their offending being correlated to addiction.
- 82.4% of offenders met the discretionary criteria of being unemployed and without stable residency.
- 55.9% of offenders met the discretionary criteria of being influential with other offenders resulting in criminal behaviour among associates.
- Only 11.8% of offenders met the discretionary criteria of their behaviour being correlated to mental illness.
- Non-compliance with court orders (97.1%) and property offences (94.1%) were the most common offences cited by referring agencies, followed by drug offences (82.4%), violence offences (73.5%), weapons offences (58.8%) and driving offences (58.8%).

- Primary grounds for detention are based on ensuring offenders will attend court to be dealt with according to the law. Offenders averaged 23.6 convictions on primary grounds (e.g., administration of justice crimes), and some demonstrated other characteristics such as having no fixed address (20%), unemployment (16.7%), or being a gang member (3.3%).
- Secondary grounds for detention are based on ensuring public safety. Offenders averaged 43.3 convictions on secondary grounds (e.g., substantive offences), and some demonstrated other characteristics such as being a risk to public safety (63.3%), drug activity (36.7%), and child welfare involvement (3.3%).
- PPOP recommended a variety of conditions for these offenders in the comprehensive bail package, addressing a number of different risk factors. Over 24 different types of conditions were found among the bail packages. Offenders averaged 12 recommended conditions, ranging from 8 to 18.
- The most common reason for de-selection was that the subject had been incarcerated for a significant period of time (> 1 year) (52.9%). Nearly a third of the sample was de-selected because they had been stable and crime free in the community for at least one year. Five were de-selected because they had died, become permanently incapacitated, or relocated.

#### 6.2.2 Summary of Staff Survey

- A majority of staff (over 80%) either agreed or strongly agreed that PPOP is meeting each of its goals.
- A majority of staff (over 80%) either agreed or strongly agreed with each of the mandatory and discretionary selection criteria.
- A large majority (92.3%) agreed that the criteria are being used consistently to select offenders. Suggestions for changes to the selection process included: increasing the requisite number of convictions for selection; clarity with regard to risk assessment; and expanding sources of referral.
- A majority of staff (92.3%) agreed that the process of accepting referrals from police is working well.
- All staff agreed that the process of providing comprehensive bail packages to the Crown is working well. Staff identified the quality of the information in the bail packages, the close relationship between PPOP and the Crown, and awareness-building activities as attributable to this success. The need to change the format of the bail package and to improve communication between Crown and PPOP was suggested.

- A majority of staff (92.3%) agreed that the Crown is using the bail package. However, participants identified that confusion among the Crown arises due to the name of the package, with some Crown assuming it is only for bail. It was suggested that the name be changed and that PPOP consistently raise awareness and communicate with the Crown regarding the bail package.
- A majority of staff (92.3%) agreed that the process of notifying the Crown that an offender is part of PPOP is working well. Respondents stressed the importance of close contact and consistent communication with the Crown in this regard, a flagging system, an assigned Crown, and recognition and buy-in from the Crown as important to this process.
- Just over three-quarters of staff agreed that the monitoring of PPOP offenders is working well. Staff commented that cooperation from law enforcement partners is important to the success of monitoring, as is more surveillance resources and cooperation among all law enforcement agencies.
- Staff listed a number of support services available to offenders. Some suggested that it is up to offenders to access them, while others noted that PPOP offenders are not prioritized by programs, and the long waiting period often results in relapse or reoffending. Access to services for this population was noted as an issue.
- Nearly 70% of staff felt that there are not sufficient support services available for offenders in the program. Staff commented that existing services are overwhelmed and offenders often do not meet the criteria of acceptance into programs (e.g., education, housing, mental health). The lack of availability often leads to relapse or reoffending. Services are also limited in rural areas.
- 84.6% of staff reported that the program does not have formal partnerships with service providers, though most agreed that they would help if PPOP offenders could be prioritized. Formal partnerships are a constant work in progress, according to staff.
- Over half of the staff felt that offenders are *not* engaged in the program, while 30.8% thought they are; 15.4% said “yes and no.” Staff reported that some engage but a majority do not. Level of engagement is linked to supervision, consistent messaging, choice on the part of the offender, offender buy-in to the program, trust, etc.
- Just over one-third of staff agreed that it is difficult to engage clients in the program. Again, staff commented that it comes down to choice on the part of the offender, consistent messaging, clear conditions for reporting, etc.
- A majority of staff (85.6%) agreed that the program’s response to relapse or reoffending is timely and adequate. Staff reported that this response is

dependent on the cooperation of justice system partners (e.g., police, probation) and the courts' response to reoffending.

- A majority of staff felt that offenders “sometimes” or “rarely” comply with their conditions.
- A majority of staff (92.3%) felt the program de-selection criteria are appropriate. Staff noted the addition of a fourth criterion, that offenders are to be de-selected if they are no longer a priority for the referring agency, is particularly important for the program given the important role that home agencies play in monitoring their offenders.
- A majority of staff (84.6%) believed that PPOP should be expanded to other locations and to accept more offenders. With regard to other locations, staff felt it is a good model for other communities but caution that the right conditions, infrastructure, and practices need to be in place in order for it to be successful. With regard to accepting more clients, the consensus was that more resources would need to be added in order to do so.
- Just over three-quarters of staff felt that the current processes and procedures would support PPOP expansion. Those who disagreed felt that using the administrative assistance to help with comprehensive bail packages, a better reporting structure in Calgary, and a PROS terminal for PPOP analysts is needed.
- Just over three-quarters of staff felt that the current resource structure is not adequate to support program expansion. Staff felt that more staff, program supervisors for Calgary and Edmonton, greater surveillance resources, dedicated Crown, a dedicated court, more resources in rural areas, and PROS terminals for analysts are needed.
- When asked about the impact of PPOP on the justice system, the most common response among staff was that the provision of timely and relevant information to the court allows for well-informed decision making regarding bail and sentencing. Others attributed the collaborative nature of the program, raising awareness about the prolific offender population, and opportunities for successful reintegration of offenders to increased system efficiency.
- Staff were positive about the evolution of the program and the team environment that has been created. A dedicated Crown, more staff, greater support among all levels of government, evaluation and best practice, and addressing differences between prolific offenders in urban and rural environments are important considerations moving forward.

### 6.2.3 Summary of Stakeholder Survey

- 54 surveys were returned of 134, for a response rate of 40.3%. Stakeholders represented in the sample included police officers (31.5%), probation officers (27.8%), Crown prosecutors (16.7%), treatment/service providers (13%), judges (5.6%), members of the Sheriffs Investigative Support Unit (3.7%) and a police analyst. Calgary (37.7%), Edmonton (39.6%), and other communities (22.6%) were represented.

#### Police

- The most common means by which police officers refer offenders to PPOP is by completing the referral/intake form (93.3%).
- A majority (93.8%) agreed that the referral process to PPOP is working well because front-line officers are most familiar with offenders in their area, they have a good working relationship with PPOP, and PPOP does well to raise awareness among front-line officers. However, it was noted that front-line officers would benefit from more training and knowledge and a more well-resourced PPOP.
- A majority of police (93.3%) reported that they continue monitoring the activities of PPOP offenders once they are selected for the program, and 85.7% felt it was working well. Those who responded positively felt that monitoring fosters a positive working relationship with PPOP, they keep updated on the offender and keep bail packages current, and it allows them to track the risk offenders pose to police. Those who responded negatively felt that they are not made aware when offenders are picked up in other locations, and there needs to be better communication between PPOP and the front-line to avoid duplication. There also needs to be more buy-in from the RCMP with respect to monitoring.
- 80% of police reported that they share monitoring information with PPOP.
- 42.9% reported that there are other programs in their agencies that overlap with PPOP.

#### SISU

- Both SISU officers surveyed agreed that their role in providing additional surveillance capacity to PPOP is working well, but more surveillance resources are needed for it to be effective.
- SISU officers were divided when asked whether the demands of PPOP are manageable given other priorities.

- Both officers noted that there is more surveillance work than current surveillance resources can handle.

### Crown Prosecutors

- All the Crown prosecutors agreed that the process of PPOP creating and providing them with comprehensive bail packages is working well, commenting that the information contained in them is useful and comprehensive and assists them with making decisions about bail and sentencing; one noted that there is more information in the bail package than is necessary.
- All Crown prosecutors surveyed agreed that the information contained in the bail package is useful, is received in a timely fashion, is up-to-date, and accurate. All reported that they use the comprehensive bail package.
- A majority of Crown prosecutors surveyed (88.8%) agreed that the process by which PPOP notifies them that an offender is part of the program is working well, crediting consistent communication and the flagging system on JOIN. It was suggested that a designated Crown, a better flagging system, and more notice would assist this process.
- Three-quarters of Crown prosecutors surveyed agreed that appropriate offenders are being identified for PPOP.
- 62.5% reported that they are more likely to suggest conditions for PPOP offenders because of the recommendations PPOP makes in the bail package.
- Three-quarters of Crown prosecutors believed that offenders either “often” or “sometimes” comply with their conditions.

### Treatment/Service Providers

- The treatment/service providers surveyed provided a wide range of services to PPOP offenders, including addiction/treatment programs, counselling, mental health services, permanent/temporary/transitional housing, employment funding and programs, résumé services, assessment, case management, help obtaining ID/medication, and remand.
- Only one treatment/service provider reported that their agency had a formal partnership with PPOP. When asked if a formal partnership would be beneficial, responses were mixed.
- Only one reported that information sharing had been an issue, due to the need to get release of information signed by the offender.

- 60% of respondents agreed that the referral process from PPOP to their agency was working well.
- All respondents agreed that having PPOP closely involved is beneficial, noting the support and collaborative relationship provided by PPOP.
- 80% agreed that PPOP staff fulfill their role in facilitating appropriate service referrals.
- Only one respondent reported that their agency has dedicated resources for PPOP offenders.

### Probation Officers

- A majority of probation officers (92.9%) agreed that appropriate offenders are being selected for PPOP. They commented that the program needs to do a better job of “selling” the program to the offender due to resistance, mental health clients might not be appropriate, and offenders selected for the program need to be held accountable.
- Probation officers were divided in their belief about whether offenders comply with conditions; while 21.4% believed that they “often” comply, 42.9% believed they sometimes comply and 28.6% believed they “rarely” comply.
- Just over three-quarters of probation officers agreed that the program’s response to relapse or reoffending is timely and adequate. Those who disagreed reported that they are unable to focus on PPOP offenders due to their workload and support from the PPOP officer would help, and a timely response to reoffending would help.
- 71.4% reported that they did not feel that there are sufficient support services available for PPOP offenders. When asked what services are needed, the most common responses were temporary/transitional housing (90%), permanent housing (80%), rehabilitation services upon release (70%), and drug treatment beds/programs (70%), among others.
- Nearly two-thirds of probation officers agreed that the de-selection criteria are appropriate. Some felt that being crime-free for a year is appropriate, while some felt it was not long enough. It was also suggested that their willingness to work with the program should be a consideration.

### Provincial Court Judges

- The Provincial Court Judges surveyed had limited knowledge of the program, but were positive about the information provided to the court in the comprehensive bail packages.

## Selection Criteria

- Specific stakeholders (police officers, probation officers, analysts) were asked about the appropriateness of the PPOP selection criteria. Overall, respondents were very positive about the appropriateness of the mandatory and discretionary criteria. Suggestions for improvement included consideration of the ratio of charges to convictions, consideration of incarceration in recent years, consideration of particular offences (e.g., violence, domestic violence, fraud), consideration of community safety, etc.

## PPOP's Impact and Future

- Stakeholders largely agreed that PPOP has been reaching its program goals.
- Three-quarters of stakeholders agreed that PPOP has improved the efficiency of the justice system. The most common reason was that the information provided in the comprehensive bail packages assists the court in making meaningful and appropriate decisions.
- Over 80% of stakeholders believe that PPOP should be expanded to other locations in Alberta. The most common reason was that PPOP increases community safety by decreasing crime and reduces the impact of prolific offenders by putting resources toward them.
- Over 80% of stakeholders believe that the current PPOP units should be expanded to take in more prolific offenders. The most common reason given was that PPOP is always at full capacity.
- Over half of the stakeholders felt that the resources are not in place to support future expansion of PPOP. The most common comment was that PPOP requires more staff in order to monitor the caseload effectively.
- Nearly 70% of stakeholders believe that the processes are in place to support PPOP moving forward. The most common comment was that PPOP would need more manpower in order to expand.
- When asked for specific suggestions for changes to current policy and procedure, some suggestions included more surveillance support, court decisions that reflect the information in the bail package, more information about offender response to community services in the bail package, a change in mandate regarding offender management, and revisiting probation supervision.

### **6.3 Discussion**

Since CRILF's initial process evaluation, a number of changes have occurred within PPOP to address the recommendations made. First, an Operations Manual has been developed that will ensure consistency and continuity with regard to policy. Second, the comprehensive bail packages are currently under review. Third, funding and resources are being reviewed on an ongoing basis. Fourth, education and awareness efforts continue and are a priority for the program. Finally, a comprehensive process and outcomes evaluation is underway, which will inform the future of the program and is the subject of this report.

Findings from the year 1 process and outcomes evaluation report indicate that PPOP processes are largely in line with the intention of the program. Findings show that the PPOP selection criteria are for the most part being followed. In addition to clearly meeting the mandatory offending criteria for selection, the offenders demonstrate the presence of a number of co-morbid risk factors, including substance addiction, homelessness, lack of employment, and criminal association. Though the analysis of discretionary criteria among the retrospective sample showed that mental health issues were largely absent among the sample, it is expected that this is an underestimation due to the referring agency not being aware of a mental health diagnosis, or to the fact that many offenders likely had not had a proper assessment at the time of referral. It is expected that future analysis of outcomes data will yield better information with regard to the presence of mental health issues among the prolific offender population, and the resultant need for PPOP to provide adequate resources and support. With regard to the process of selection, the staff and stakeholder survey yielded a number of suggestions to improve the process, including increasing the number of requisite convictions or consideration of the ratio of charges to convictions, development of a program risk assessment tool to ensure consistency in this regard, and expanding the source of referrals from police to include other sources (e.g., probation officers).

The development and distribution of the comprehensive bail packages continues to be a feature of PPOP that is viewed very positively. Overall, staff and stakeholders believe the information contained in the packages to be appropriate and effective for making recommendations regarding bail and sentencing, and the process for providing this information to the Crown is efficient. The need to change the format of the bail package emerged, and specifically, to change the name of the bail package so that they are not viewed purely as a source of information for bail hearings. It was further suggested that communication between PPOP and the Crown could improve with regard to the bail package and each offender. The importance of continued education and advocacy for the program among Crown prosecutors and judges was also revealed. Analysis of the information provided in the bail packages demonstrated a complete picture of each offender, with the recommendations for conditions being comprehensive and appropriate to each individual's needs and risk profile. As the evaluation moves forward, outcomes regarding conditions and compliance will be measured.

The discretionary criteria used to select many offenders demonstrate on a basic level the complex needs of the offender group, and the resultant need for PPOP to provide a range of services and resources to support the offenders in changing their lives. Findings related to the provision of community services were similar to the initial process evaluation, in that both the staff and stakeholder surveys revealed that treatment and support services are not sufficient to meet the needs of PPOP offenders. Though PPOP endeavours to link offenders with necessary support services, the services themselves are often limiting in their selection criteria, willingness to accept those with a criminal record, appropriateness, and availability. As revealed in the surveys, inability to provide appropriate support services when they are needed (e.g., post release from custody) often results in recidivism. However, it is also important to note that willingness to engage in services on the part of the offender is a key factor. The continued development of formal partnerships with service providers is an important consideration for the program moving forward. As the evaluation continues, CRILF will further examine the appropriateness and availability of services for offenders in the context of case planning and outcomes.

Overall, staff and stakeholders believed that monitoring and the response to relapse and reoffending by PPOP is timely and adequate. However, it was reported that effectiveness of monitoring and surveillance is largely dependent on the cooperation of justice system partners (e.g., referring agency, probation), as well as a better understanding of “who” is responsible for filing breaches and new charges. The availability of surveillance and monitoring was also a common theme, with many staff and stakeholders pointing to the need for more resources in this area in order for it to be effective. As PPOP moves forward, it is recommended that communication with external agencies regarding responsibilities for monitoring, compliance, and charges be revisited.

Specifically with regard to compliance, staff and stakeholders were somewhat less positive about offenders’ ability to follow their conditions. As the evaluation continues, an examination of offending data while offenders are in the program will further reveal outcomes regarding compliance.

As the program moves forward, the staff and stakeholder surveys revealed a number of important considerations for the future of PPOP. Though response to the program and any possible expansion is overwhelmingly positive, it is recognized that the program must have appropriate processes and resources before it increases its current caseload or is offered in other communities.

## **6.4 Conclusion**

The preliminary findings from year one of the comprehensive process and outcomes evaluation revealed a number of themes and considerations for the program. The retrospective analysis showed an offender population with complex needs and risk profiles, pointing to the need for a comprehensive and coordinated response. Re-examining PPOP processes revealed that although many of the recommendations from

the 2011 process evaluation have been followed, the program needs to continue to address the format of the comprehensive bail packages, communication with the Crown and courts, monitoring and surveillance resources, and importantly, community supports and services.

As the process and outcomes evaluation moves into the second year, monitoring program processes will continue. Importantly, however, the impact of these program processes on outcomes for offenders will be thoroughly examined, in terms of both the retrospective sample discussed in this report and the longitudinal sample for which data are being collected on an ongoing basis.



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## **APPENDIX A**

### **PPOP Staff Survey**



## **PRIORITY PROLIFIC OFFENDER PROGRAM SURVEY FOR PROGRAM STAFF**

**PPOP Unit:**

**Date completed:**

The Canadian Research Institute for Law and the Family is conducting an evaluation of the Priority Prolific Offender Program (PPOP). The purpose of the evaluation is to examine the processes and outcomes of the program. As a member of the PPOP staff, your input and experiences are very important to the evaluation. Therefore, we are asking you to participate in a survey regarding your experiences with the program. Your participation is completely voluntary, and you are free to withdraw from the study at any time. You may refuse to answer any question. All the information you provide will be anonymous, and your name will not be used in any of CRILF's publications.

### **BACKGROUND INFORMATION**

1. What is your position with the program?
2. How long have you been involved with the program?
3. How many offenders are currently in your Unit's program?

### **PERCEPTIONS OF PPOP**

4. The basic goals of PPOP are to ensure Crown prosecutors have complete, accurate and up-to-date information when prosecuting prolific offenders, to promote rehabilitation via the provision of appropriate support services for the offender, and to promote meaningful consequences for offenders. How much do you agree or disagree that PPOP meets each of these goals?

Goal #1: Ensure Crown prosecutors have complete, accurate, and up-to-date information when prosecuting prolific offenders

- strongly agree    agree    disagree    strongly disagree  
 neither agree/disagree

Goal #2: Promote rehabilitation via the provision of appropriate support services for the offender

- strongly agree    agree    disagree    strongly disagree  
 neither agree/disagree

Goal #3: Promote meaningful consequences for offenders.

- strongly agree    agree    disagree    strongly disagree  
 neither agree/disagree

5. The program relies on referrals from local police services. Is this process working well?  
 yes       no      Why or why not?
6. Currently there are six mandatory criteria that offenders must meet to be eligible for the program. In addition, if an offender meets five of the six mandatory criteria and all four discretionary criteria, he/she may also be eligible for the program. For each criterion, please indicate the extent to which you agree that it is appropriate for selection of offenders into the program.

**Mandatory Criteria**

1. A history of frequently committing substantive offences (excluding non-compliance or strictly summary offences). This would be demonstrated by a minimum of five or more substantive incidents where charges were laid within the last five years or the five years preceding the most recent incarceration. At least 3 must be convictions.

- strongly agree    agree    disagree    strongly disagree  
 neither agree/disagree

2. A history of committing substantive offences while on release.

- strongly agree    agree    disagree    strongly disagree  
 neither agree/disagree

3. A history of non-compliance with court orders including failing to appear and breach of conditions. Court orders include orders issued by the court while on release and after sentencing including conditions set by parole or probation.

- strongly agree    agree    disagree    strongly disagree  
 neither agree/disagree

4. Intelligence indicates the offender is currently active in committing criminal activity.

- strongly agree    agree    disagree    strongly disagree  
 neither agree/disagree

5. The criminal behavior of the individual has a serious impact on public safety and victimization and/or on public confidence in the justice system. Public safety can be physical, emotional or economic/property harm.

- strongly agree    agree    disagree    strongly disagree  
 neither agree/disagree

6. The offender is considered to be a medium to high risk to reoffend, using recent risk assessment from corrections, forensic reports or police assessments. If a

recent risk assessment is not available from any correctional agency, a risk assessment should be completed.

- strongly agree    agree    disagree    strongly disagree  
 neither agree/disagree

**Discretionary Criteria**

1. The offender's criminal behavior is correlated with addictions.

- strongly agree    agree    disagree    strongly disagree  
 neither agree/disagree

2. The offender's criminal behavior is correlated to mental illness.

- strongly agree    agree    disagree    strongly disagree  
 neither agree/disagree

3. The offender is unemployed and does not have stable residency.

- strongly agree    agree    disagree    strongly disagree  
 neither agree/disagree

4. The offender may be influential with other offenders resulting in criminal behavior among associates.

- strongly agree    agree    disagree    strongly disagree  
 neither agree/disagree

Do you think any changes should be made to the way in which offenders are selected?

7. Is the program consistently using these criteria to select offenders?

- yes    no   If no, why not?

8. One of the functions of PPOP is to create and provide Crown prosecutors with comprehensive bail packages. Is this process working well?

- yes    no   Why or why not?

9. Is the process for notifying Crown prosecutors that an offender is a prolific offender working well?

- yes    no   Why or why not?

10. Are Crown prosecutors using the comprehensive bail packages?

- yes    no   If no, why not?

11. What types of support services are available for offenders?

12. Are there sufficient support services available to which prolific offenders can be referred?  
 yes       no      If no, what else is needed?
13. Does the program have formal partnerships (e.g., agreements, protocols) with service providers?  
 yes       no      If no, would formal partnerships be beneficial?
14. Is the process for monitoring prolific offenders working well?  
 yes       no      Why or why not?
15. Overall, do you find that offenders are engaged in the program?  
 yes       no      Why or why not?
16. Do you find it difficult to engage clients in the program?  
 yes       no      Why or why not?
17. To what extent are offenders complying with treatment and bail and/or probation sentencing conditions?  
 always       often       sometimes       rarely       never  
 don't know
18. Is the program's response to relapse or re-offending timely and adequate?  
 yes       no      If no, why not?
19. An offender will be removed from the program if he or she has been crime-free in the community for at least one year and his or her risk to reoffend has dropped significantly; if the offender becomes permanently incapacitated or permanently relocates; or if he or she is incarcerated for an extended period of time. Do you think these criteria are appropriate for de-selection from the program?  
  
 yes       no      Why or why not?

### **OVERALL PERCEPTIONS OF PPOP**

20. What impact do you think PPOP has had on the justice system?
21. Do you think PPOP should be expanded to other locations in Alberta?  
 yes       no      Why or why not?
22. Do you think the current Unit should be expanded to accept more prolific offenders?  
 yes       no      Why or why not?

23. Do you think the current processes and procedures that are in place would support expansion of PPOP?

yes       no

If no, what procedural changes do you think are needed?

24. Are the resources in place sufficient to support future expansion of the program?

yes       no

If no, what additional resources are required?

25. Do you have any other comments or suggestions you would like to make about PPOP?



## **APPENDIX B**

### **PPOP Stakeholder Survey**



# PRIORITY PROLIFIC OFFENDER PROGRAM: STAKEHOLDER SURVEY

[Administered through Survey Monkey]

## Overall Perceptions of PPOP

The basic goals of PPOP are to ensure Crown prosecutors have complete, accurate and up-to-date information when prosecuting prolific offenders, to promote rehabilitation via the provision of appropriate support services for the offender, and to promote meaningful consequences for offenders. How much do you agree or disagree that PPOP meets each of these goals?

	Strongly agree	Agree	Disagree	Strongly disagree	Neither agree/ disagree
Goal #1: Ensure Crown prosecutors have complete, accurate, and up-to-date information when prosecuting prolific offenders.	<input type="checkbox"/>				
Goal #2: Promote rehabilitation via the provision of appropriate support services for the offender.	<input type="checkbox"/>				
Goal #3: Promote meaningful consequences for offenders.	<input type="checkbox"/>				

**Has the program improved the efficiency of the justice system?**

Yes     No    Why or why not?

**Do you think PPOP should be expanded to other locations in Alberta?**

Yes     No    Why or why not?

**Do you think the PPOP Unit should be expanded to take in more prolific offenders?**

Yes     No    Why or why not?

**Do you think the processes that are in place would support PPOP moving forward?**

Yes     No

If no, what procedural changes are needed to support PPOP moving forward?

**Are the resources in place sufficient to support future expansion of the program?**

Yes     No    If no, what additional resources are required?

**Would you like to see any changes made to the current policies and procedures?**

Yes       No      If yes, what?

**In which city/town do you work?**

- Calgary
- Edmonton
- Other (please specify)

**In what profession are you associated with PPOP? [Skip to appropriate section]**

- Police officer
- Sheriff Investigative Support Unit
- Crown prosecutor
- Defence counsel
- Judge
- Treatment/service provider
- Probation officer
- Analyst

### **Police Officers: Perceptions of Your Involvement with PPOP**

**How long have you know about PPOP?**

**How many offenders have you referred to PPOP?**

**The program relies on referrals from local police services. Is this process working well?**

Yes       No      Why or why not?

**Currently there are six mandatory criteria that offenders must meet to be eligible for the program. In addition, if an offender meets five of the six mandatory criteria and all four discretionary criteria, he/she may also be eligible for the program. For each mandatory criterion, please indicate the extent to which you agree that it is appropriate for selection of offenders into the program.**

	Strongly agree	Agree	Disagree	Strongly disagree	Neither agree/disagree
A history of frequently committing substantive offences (excluding non-compliance or strictly summary offences). This would be demonstrated by a minimum of five or more substantive incidents where charges were laid within the last five years or the five years preceding the most recent incarceration. At least 3 must be convictions.	<input type="checkbox"/>				

	Strongly agree	Agree	Disagree	Strongly disagree	Neither agree/ disagree
A history of committing substantive offences while on release.	<input type="checkbox"/>				
A history of non-compliance with Court orders including failing to appear and breach of conditions. Court orders include orders issued by the court while on release and after sentencing including conditions set by parole or probation.	<input type="checkbox"/>				
Intelligence indicates the offender is currently active in committing criminal activity.	<input type="checkbox"/>				
The criminal behavior of the individual has a serious impact on public safety and victimization and/or on public confidence in the justice system. Public safety can be physical, emotional or economic/property harm.	<input type="checkbox"/>				
The offender is considered to be a medium to high risk to reoffend, using recent risk assessment from corrections, forensic reports or police assessments. If a recent risk assessment is not available from any correctional agency, a risk assessment should be completed.	<input type="checkbox"/>				

**For each discretionary criterion, please indicate the extent to which you agree that it is appropriate for selection of offenders into the program.**

	Strongly agree	Agree	Disagree	Strongly disagree	Neither agree/ disagree
The offender's criminal behavior is correlated with addictions.	<input type="checkbox"/>				
The offender's criminal behavior is correlated to mental illness.	<input type="checkbox"/>				
The offender is unemployed and does not have stable residency.	<input type="checkbox"/>				
The offender may be influential with other offenders resulting in criminal behavior among associates.	<input type="checkbox"/>				

**What changes (if any) do you think should be made to the selection criteria?**

**How do you go about referring an offender to the program? (Select all that apply)**

- I complete the referral/intake form
- I e-mail the PPOP Constable
- I call the PPOP Constable
- I provide the offender's name, date of birth and a brief synopsis to PPOP
- I refer offenders from SHOP, if youth who have reached adulthood continue to offend
- Other (please specify)

**Once an offender is selected for the program, do you continue to monitor the activities of the offender for PPOP?**

- Yes       No      If yes, is this process working well? Why or why not?

**What do you do with the information gained from monitoring the offender? (Select all that apply)**

- I share the information with PPOP
- I share the information with fellow police officers
- I share the information with the Crown prosecutor
- I use the information to help solve crimes
- I enter the information into CPIC
- I enter the information into PROS
- Other (please specify)

**Are you aware of other methods used to monitor PPOP offenders?**

- Yes       No      If yes, can you identify the other methods?

**Are there currently any programs within your service that overlap with PPOP?**

- Yes       No      If yes, what has been the outcome of this overlap?

### **SISU: Perceptions of Your Involvement with PPOP**

**How many PPOP files have you had?**

**It is our understanding that your role is to provide additional surveillance capacity to PPOP. Is the procedure for doing this working well?**

- Yes       No      Why or why not?

**Are the demands of PPOP manageable given other surveillance priorities?**

- Yes       No      If no, why not?

## **Crown Prosecutors: Perceptions of Your Involvement with PPOP**

**How long have you known about PPOP?**

**How many of your cases have involved offenders who were in PPOP?**

**One of the functions of PPOP is to create and provide Crown prosecutors with comprehensive bail packages. Is this process working well?**

Yes       No      Why or why not?

**Is the process for notifying Crown prosecutors that an offender is a prolific offender working well?**

Yes       No      Why or why not?

**Do you think that appropriate offenders are being identified for PPOP?**

Yes       No      Why or why not?

**Are you more inclined to suggest conditions for offenders in PPOP?**

Yes       No      Why or why not?

**Are you using the comprehensive bail packages?**

Yes       No      If no, why not?

**If yes, do you find the information contained in them useful for prosecuting offenders?**

Yes       No      Why or why not?

**Do you receive information in a timely fashion?**

Yes       No

**Is the information up-to-date?**

Yes       No

**Is the information accurate?**

Yes       No

**To what extent are offenders complying with treatment and bail and/or probation sentencing conditions?**

Always       Often       Sometimes       Rarely       Never       Don't know

**Is the program's response to relapse or re-offending timely and adequate?**

Yes       No      If no, why not?

## Defence Lawyers: Perceptions of Your Involvement with PPOP

How long have you known about PPOP?

How many clients have you had that were involved with PPOP?

Currently there are six mandatory criteria that offenders must meet to be eligible for the program. In addition, if an offender meets five of the six mandatory criteria and all four discretionary criteria, he/she may also be eligible for the program. For each mandatory criterion, please indicate the extent to which you agree that it is appropriate for selection of offenders into the program.

	Strongly agree	Agree	Disagree	Strongly disagree	Neither agree/disagree
A history of frequently committing substantive offences (excluding non-compliance or strictly summary offences). This would be demonstrated by a minimum of five or more substantive incidents where charges were laid within the last five years or the five years preceding the most recent incarceration. At least 3 must be convictions.	<input type="checkbox"/>				
A history of committing substantive offences while on release.	<input type="checkbox"/>				
A history of non-compliance with Court orders including failing to appear and breach of conditions. Court orders include orders issued by the court while on release and after sentencing including conditions set by parole or probation.	<input type="checkbox"/>				
Intelligence indicates the offender is currently active in committing criminal activity.	<input type="checkbox"/>				
The criminal behavior of the individual has a serious impact on public safety and victimization and/or on public confidence in the justice system. Public safety can be physical, emotional or economic/property harm.	<input type="checkbox"/>				

	Strongly agree	Agree	Disagree	Strongly disagree	Neither agree/disagree
The offender is considered to be a medium to high risk to reoffend, using recent risk assessment from corrections, forensic reports or police assessments. If a recent risk assessment is not available from any correctional agency, a risk assessment should be completed.	<input type="checkbox"/>				

**For each discretionary criterion, please indicate the extent to which you agree that it is appropriate for selection of offenders into the program.**

	Strongly agree	Agree	Disagree	Strongly disagree	Neither agree/disagree
The offender's criminal behavior is correlated with addictions.	<input type="checkbox"/>				
The offender's criminal behavior is correlated to mental illness.	<input type="checkbox"/>				
The offender is unemployed and does not have stable residency.	<input type="checkbox"/>				
The offender may be influential with other offenders resulting in criminal behavior among associates.	<input type="checkbox"/>				

**What changes (if any) do you think should be made to the selection criteria?**

**Do you think that appropriate offenders are being identified for PPOP?**

Yes     No    Why or why not?

**One of the functions of PPOP is to create and provide Crown prosecutors with comprehensive bail packages. Is the process of disclosure of this information by the Crown working well?**

Yes     No    Why or why not?

**Do you think that the referral services used by PPOP are appropriate for your clients who have been designated as prolific offenders?**

Yes     No    Why or why not?

**Are there sufficient support services available to which prolific offenders can be referred?**

Yes     No

**If no, what else is needed? (Select all that apply)**

- More drug treatment beds/programs
- Temporary/transitional housing
- Permanent housing
- Employment programs
- Reintegration services
- Rehabilitation services immediately upon offenders' release from custody
- Transit passes
- Other (please specify)

**To what extent are offenders complying with treatment and bail and/or probation sentencing conditions?**

- Always     Often     Sometimes     Rarely     Never     Don't know

**Is the program's response to relapse or re-offending timely and adequate?**

- Yes     No    If no, why not?

**An offender will be removed from the program if he or she has been crime-free in the community for at least one year and his or her risk to reoffend has dropped significantly; if the offender becomes permanently incapacitated or permanently relocates; or if he or she is incarcerated for an extended period of time. Do you think these criteria are appropriate for de-selection from the program?**

- Yes     No    Why or why not?

**Provincial Court Judges: Perceptions of Your Involvement with PPOP**

**Are you aware if you've had accused involved in PPOP?**

- Yes     No    If yes, how many?

How long have you known about the program?

**One of the functions of PPOP is to create comprehensive bail packages and provide these documents to the Crown. Is this process working well?**

- Yes     No    Why or why not?

**Does the information contained in the comprehensive bail packages provide a more holistic view of the offender?**

- Yes     No

**Is the information useful to you in reaching a decision?**

- Yes     No    Why or why not?

**Do you think the comprehensive bail packages have made you more comfortable assigning conditions to PPOP offenders?**

- Yes     No    Why or why not?

**Overall, how has your experience with PPOP been?**

**Treatment/Service Providers: Perceptions of Your Involvement with PPOP**

**How long have you known about PPOP?**

**How many PPOP offenders have you provided service to?**

**Are you able to provide the services that PPOP requires?**

Yes       No      If no, why not?

**What types of support services does your agency provide for offenders in PPOP?  
(Select all that apply)**

- Addiction treatment programs
- Mental health services
- Counselling
- Permanent housing
- Temporary/transitional housing
- Employment programs
- Employment funding
- Résumé services
- Other (please specify)

**Does your agency have a formal partnership (e.g., protocol, agreement) with PPOP?**

Yes       No      If no, would a formal partnership be beneficial?

**Have you encountered any information sharing issues in your work with PPOP?**

Yes       No      If yes, please explain.

**Is the process for referring offenders in PPOP to your agency working well?**

Yes       No      If no, why not?

**Do you feel that having PPOP closely involved is a benefit?**

Yes       No      Why or why not?

**Do you think that PPOP staff fulfill their role in facilitating appropriate service referrals for offenders?**

Yes       No      Why or why not?

**Does your agency have the capacity to provide timely service to offenders in PPOP?**

Yes       No      If no, why not?

**Does your agency have dedicated resources for offenders in PPOP?**

Yes       No      If no, why not?

**Probation Officers: Perceptions of Your Involvement with PPOP**

**How long have you known about PPOP?**

**How many offenders have you referred to PPOP?**

**How many clients have you had that were involved with PPOP?**

**Currently there are six mandatory criteria that offenders must meet to be eligible for the program. In addition, if an offender meets five of the six mandatory criteria and all four discretionary criteria, he/she may also be eligible for the program. For each mandatory criterion, please indicate the extent to which you agree that it is appropriate for selection of offenders into the program.**

	Strongly agree	Agree	Disagree	Strongly disagree	Neither agree/disagree
A history of frequently committing substantive offences (excluding non-compliance or strictly summary offences). This would be demonstrated by a minimum of five or more substantive incidents where charges were laid within the last five years or the five years preceding the most recent incarceration. At least 3 must be convictions.	<input type="checkbox"/>				
A history of committing substantive offences while on release.	<input type="checkbox"/>				
A history of non-compliance with Court orders including failing to appear and breach of conditions. Court orders include orders issued by the court while on release and after sentencing including conditions set by parole or probation.	<input type="checkbox"/>				
Intelligence indicates the offender is currently active in committing criminal activity.	<input type="checkbox"/>				
The criminal behavior of the individual has a serious impact on public safety and victimization and/or on public confidence in the justice system. Public safety can be physical, emotional or economic/property harm.	<input type="checkbox"/>				

	Strongly agree	Agree	Disagree	Strongly disagree	Neither agree/ disagree
The criminal behavior of the individual has a serious impact on public safety and victimization and/or on public confidence in the justice system. Public safety can be physical, emotional or economic/property harm.	<input type="checkbox"/>				

The offender is considered to be a medium to high risk to reoffend, using recent risk assessment from corrections, forensic reports or police assessments. If a recent risk assessment is not available from any correctional agency, a risk assessment should be completed.	<input type="checkbox"/>				
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**For each discretionary criterion, please indicate the extent to which you agree that it is appropriate for selection of offenders into the program.**

	Strongly agree	Agree	Disagree	Strongly disagree	Neither agree/ disagree
The offender's criminal behavior is correlated with addictions.	<input type="checkbox"/>				
The offender's criminal behavior is correlated to mental illness.	<input type="checkbox"/>				
The offender is unemployed and does not have stable residency.	<input type="checkbox"/>				
The offender may be influential with other offenders resulting in criminal behavior among associates.	<input type="checkbox"/>				

**What changes (if any) do you think should be made to the selection criteria?**

**Do you think that appropriate offenders are being identified for PPOP?**

Yes     No    Why or why not?

**To what extent are offenders complying with treatment and bail and/or probation sentencing conditions?**

Always     Often     Sometimes     Rarely     Never     Don't know

**Is the program's response to relapse or re-offending timely and adequate?**

Yes     No    If no, why not?

**Are there sufficient support services available to which prolific offenders can be referred?**     Yes     No

**If no, what else is needed? (Select all that apply)**

- More drug treatment beds/programs
- Temporary/transitional housing
- Permanent housing
- Employment programs
- Reintegration services
- Rehabilitation services immediately upon offenders' release from custody
- Transit passes
- Other (please specify)

**An offender will be removed from the program if he or she has been crime-free in the community for at least one year and his or her risk to reoffend has dropped significantly; if the offender becomes permanently incapacitated or permanently relocates; or if he or she is incarcerated for an extended period of time. Do you think these criteria are appropriate for de-selection from the program?**

- Yes       No      Why or why not?

**Analysts: Perceptions of Your Involvement with PPOP**

**How long have you known about PPOP?**

**How many offenders have you referred to PPOP?**

**The program relies on referrals from local police services. Is this process working well?**

- Yes       No      Why or why not?

**Currently there are six mandatory criteria that offenders must meet to be eligible for the program. In addition, if an offender meets five of the six mandatory criteria and all four discretionary criteria, he/she may also be eligible for the program. For each mandatory criterion, please indicate the extent to which you agree that it is appropriate for selection of offenders into the program.**

	Strongly agree	Agree	Disagree	Strongly disagree	Neither agree/disagree
A history of frequently committing substantive offences (excluding non-compliance or strictly summary offences). This would be demonstrated by a minimum of five or more substantive incidents where charges were laid within the last five years or the five years preceding the most recent incarceration. At least 3 must be convictions.	<input type="checkbox"/>				

	Strongly agree	Agree	Disagree	Strongly disagree	Neither agree/ disagree
A history of committing substantive offences while on release.	<input type="checkbox"/>				
A history of non-compliance with Court orders including failing to appear and breach of conditions. Court orders include orders issued by the court while on release and after sentencing including conditions set by parole or probation.	<input type="checkbox"/>				
Intelligence indicates the offender is currently active in committing criminal activity.	<input type="checkbox"/>				
The criminal behavior of the individual has a serious impact on public safety and victimization and/or on public confidence in the justice system. Public safety can be physical, emotional or economic/property harm.	<input type="checkbox"/>				
The offender is considered to be a medium to high risk to reoffend, using recent risk assessment from corrections, forensic reports or police assessments. If a recent risk assessment is not available from any correctional agency, a risk assessment should be completed.	<input type="checkbox"/>				

**For each discretionary criterion, please indicate the extent to which you agree that it is appropriate for selection of offenders into the program.**

	Strongly agree	Agree	Disagree	Strongly disagree	Neither agree/ disagree
The offender's criminal behavior is correlated with addictions.	<input type="checkbox"/>				
The offender's criminal behavior is correlated to mental illness.	<input type="checkbox"/>				
The offender is unemployed and does not have stable residency.	<input type="checkbox"/>				
The offender may be influential with other offenders resulting in criminal behavior among associates.	<input type="checkbox"/>				

**What changes (if any) do you think should be made to the selection criteria?**

**How do you go about referring an offender to the program? (Select all that apply)**

- I complete the referral/intake form
- I e-mail the PPOP Constable
- I call the PPOP Constable
- I provide the offender's name, date of birth and a brief synopsis to PPOP
- I refer offenders from SHOP, if youth who have reached adulthood continue to offend
- Other (please specify)

**Once an offender is selected for the program, do you continue to monitor the activities of the offender for PPOP?**

- Yes
- No

**If yes, is this process working well?**

- Yes
  - No
- Why or why not?

**What do you do with the information gained from monitoring the offender? (Select all that apply)**

- I share the information with PPOP
- I share the information with police officers
- Other (please specify)

**Are there currently any programs within your service that overlap with PPOP?**

- Yes
  - No
- If yes, what has been the outcome of this overlap?

### **Concluding Comments [all groups]**

**Do you have any other comments or suggestions you would like to make about PPOP?**

Thank you for your participation in this study.

## **APPENDIX C**

### **Stakeholder Survey Introduction Letter**



December 12, 2012

The Canadian Research Institute for Law and the Family (CRILF) has been contracted by Alberta Solicitor General and Public Security to conduct an evaluation of the Priority Prolific Offender Program (PPOP). The purpose of the evaluation is to examine program processes and procedures, outcomes of the program for offenders selected for PPOP, and the cost and potential benefit of PPOP. The results of the evaluation will be used to direct the future course of the program, and will inform the development of long-term evaluation strategies.

In order to assess these areas, CRILF is requesting your participation in a short online survey regarding your experiences with PPOP. As a stakeholder who has had experience with the program, your knowledge and input is vital to the success of the evaluation. If you agree to participate, you will be asked questions about your specific role and experience with PPOP, as well as general questions regarding your view of the impact of the program.

Your name and email address have been forwarded to CRILF, and you will be sent an email by CRILF containing the link to the survey in early January.

In the meantime, if you have any questions or concerns regarding the evaluation or the survey, please contact myself or Leslie MacRae-Krisa, Project Co-Director at CRILF (403-216-0345; [ldmacrae@ucalgary.ca](mailto:ldmacrae@ucalgary.ca)).

Thank you in advance for your interest in this study.

Menasha Nikhanj  
Program Manager  
Priority Prolific Offender Program



## **APPENDIX D**

### **Stakeholder Survey Email**



Dear PPOP Stakeholder,

The Canadian Research Institute for Law and the Family is conducting an evaluation of the Priority Prolific Offender Program (PPOP). The purpose of the evaluation is to examine processes and outcomes of the program, toward making recommendations to improve PPOP in the future. PPOP staff assisted us in identifying key community stakeholders who are familiar with the program. As one of these community stakeholders, your knowledge and experience is very important to the evaluation. As such, we are requesting your participation in a short survey regarding your experience with PPOP.

Your participation in this survey is completely voluntary. If you choose to participate, you may refuse to answer any questions and your responses will be anonymous.

The survey is web-based and accessible from this link: <https://www.surveymonkey.com/s/F2P25SV>. The survey should take approximately 10-15 minutes to complete.

If you have any questions or concerns, please contact Leslie MacRae-Krisa, Coordinator of Alberta-Based Research Projects at (403) 216-0345 or [ldmacrae@ucalgary.ca](mailto:ldmacrae@ucalgary.ca).

Thank you in advance for your interest in this study.

Sincerely,

Leslie MacRae-Krisa  
Coordinator of Alberta-based Research Projects  
Canadian Research Institute for Law and the Family



## **APPENDIX D**

### **Judges' Survey Information Letter**



February 27, 2012

The Canadian Research Institute for Law and the Family (CRILF) has been contracted by Alberta Solicitor General and Public Security to conduct an evaluation of the Priority Prolific Offender Program (PPOP). The purpose of the evaluation is to examine program processes and procedures, outcomes of the program for offenders selected for PPOP, and the cost and potential benefit of PPOP. The results of the evaluation will be used to direct the future course of the program, and will inform the development of long-term evaluation strategies.

In order to assess these areas, CRILF is requesting your participation in a short online survey regarding your experiences with PPOP. As a Provincial Court Judge who has had experience with PPOP offenders, your knowledge and input is vital to the success of the evaluation. If you agree to participate, you will be asked questions about your experience with PPOP, as well as general questions regarding your view of the impact of the program.

The survey is available online accessible from the following link: <https://www.surveymonkey.com/s/F2P25SV>. Your participation is completely voluntary. If you choose to participate, you may refuse to answer any question and your responses will be anonymous.

If you would like to participate in the evaluation, please complete the survey by **Monday, March 18, 2013**.

If you have any questions or concerns regarding the evaluation or the survey, please contact myself or Leslie MacRae-Krisa, Project Co-Director at CRILF (403-216-0345; [ldmacrae@ucalgary.ca](mailto:ldmacrae@ucalgary.ca)).

Thank you in advance for your interest in this evaluation.

Menasha Nikhanj  
Program Manager  
Priority Prolific Offender Program

