



# The First Peoples Justice Center of Montreal

STRATEGIC PLAN 2017 TO 2021



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## **Strategic Plan 2017 to 2021**

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**\*The FPJCM Budget 2017-2021 is in an attached Excel File**

## **Executive Summary**

This is the first five-year strategic plan developed by the First Peoples Justice Center of Montreal (FPJCM). The plan was developed by the Board of Directors and the staff of the Center. It is based on consultations and recommendations from key stakeholders across the justice and corrections systems and non-profit sector carried out in January 2017. The plan is also based on the Center's mandate, mission, vision, objectives and values.

The plan includes a high-level vision, strategic goals supported by program-level objectives, and a logic framework for 2017-2021. The plan builds on the accomplishments so far. The goal of the plan is to showcase the Center's vision for its programming and services, and expected outcomes for the next five years to guide the Board of Directors and staff members. Indicators and associated targets are designed to support monitoring of progress towards achieving these goals and objectives, while a select number of priority actions are identified to support plan implementation. The indicators, targets and actions will be revisited annually, and are subject to change. These changes will be operationalized in the form of the annual program work plan and budget, with the annual report serving as an instrument to share progress.

## **History and social context**

At a meeting held in November 2011, the working group of Quebec Indigenous community justice initiatives identified the need for an Indigenous community justice structure/resource in Montreal, as they were concerned about the following:

1. There are limited services for Indigenous people in Montreal in conflict with the law that offer a continuum of support throughout the judiciary and correctional system;
2. There is an absence of community justice structure and prevention/alternative approaches to deal with crimes and to resolve conflict, based on Indigenous values and culture in Montreal; and
3. There is a need for culturally appropriate information tools to improve understanding on the issues and the underlying causes behind crimes committed by Indigenous people.

The group asked Lyne St. Louis (expert in Indigenous justice in Quebec) to connect with the Justice Sub-Committee of the Montreal Urban Indigenous Community Strategy Network and look into the issue.

Lyne joined NETWORK committee and set in motion three research projects: (one by Vivien Carli and staff at the International Centre for the Prevention of Crime: "Indigenous Justice Research Project", one by Master's student following Lyne St. Louis, one by Lyne and Andrea Carroll (former member of the Justice Sub-Committee) who conducted consultations with social and judicial actors in Montreal).

### **Existing data at that time:**

According to the Urban Indigenous Peoples Study (UAPS) (Environics Institute, 2010) - Montreal report, which consisted of responses from 250 First Nations peoples (status and non-status), Métis and Inuit, who were 18 years and older:

- 60% suggested that creating an Indigenous justice system complementary to and separate from the mainstream system is needed. The reasons identified were: the current justice system is perceived as biased and treats Indigenous people unjustly - and a complimentary separate system would offer a setting that is more culturally comfortable for Indigenous people; Indigenous people would be better served by a system that allows them to be judged within their own value systems and by their own peers, and that respects Indigenous history and culture); it would provide greater rehabilitation, healing and reduce recidivism; and it would recognize that Indigenous peoples have a diversity of different values and orientations toward justice.
- The majority of respondents stated that a system which incorporates Indigenous approaches (such as sentencing circles and healing circles, Indigenous laws, and alternatives to punishment such as reconciliation and restoration) would have a big or moderate impact on reducing Indigenous crime rates, on improving community safety, and on improving confidence in the system.
- According to SPAQ data, in 2011 Native court workers for the GMA<sup>1</sup> had a clientele made up of 331 Indigenous clients who were charged with a crime. Of that total:
  - Men represented 74% of those accused (including 1 male under 18 years old), and women represented 26% of those accused (including 2 females under 18 years old).
  - The most common accusations were minor offences such as driving offenses which include all impaired driving offences, dangerous operations of vehicles and driving while prohibited.
  - The two other most common categories of offences were; simple assault and serious assault such as, assaults with weapon, assaults causing bodily harms and as well, assaults on police officer. 48,3 % of those accused had known prior convictions, while this information was unknown for 34,1 % of the accused.

There was no data on corrections or justice statistics relating to the urban Indigenous population. Similarly, there was no data from the Service de Police de la Ville de Montreal on specific populations, including the Indigenous population.

Correctional Service Canada (CSC):

- There are a total of 38 Indigenous people (First Nations, Inuit and Metis) on parole in various areas of Montreal. Indigenous offenders (24) are on statutory release, while the rest are on day parole (5), conditional parole (6), and long-term surveillance (3).
- Many Indigenous people stay imprisoned longer as there is no existing justice program in Montreal to assist them for reintegration (i.e. Section 84 release conditions).

**The Indigenous Justice Research Project took place during March and April 2012. It consisted of 63 semi-structured interviews and unstructured in-depth interviews. The results revealed that there was a:**

- Lack of culturally appropriate support for the Indigenous population at all stages: prevention of offending, before the judicial process, during the judicial process, during detention, after detention, and during reintegration;
- Lack of access to alternative measures of justice (i.e. alternatives to incarceration);

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<sup>1</sup> This includes Montreal (GMA), Longueuil and Valleyfield.

- Lack of understanding of the judicial system and one's rights during the judicial process (lack of understanding by Indigenous people accused of an offence); and
- Lack of understanding by judicial and correctional services staff about Indigenous culture and the particular issues affecting the population.

**The in-depth study (i.e. *JustPeace* program) was carried out to explore:**

- Would the judicial interveners and institutions as well as the social resources find such an Indigenous community justice program needed, beneficial and useful?
- Would they be open to collaborate with this program?
- What was needed for such a program to function well?
- What form should it take?

A total of 42 interviews were conducted. The findings of the research were:

- Most of the judicial and socio-judicial stakeholders suggested that the growing reality is that many Indigenous detainees end up in provincial detention centres, and upon release they are stuck in Montreal where a significant number become homeless due a lack of a proper reintegration and prevention of recidivism programming.
- At the federal level, transition houses may offer some form of reintegration but there is no tailored approach, and they lack information from the client's community of origin. Therefore, the main issues are: a) the lack of appropriate reintegration strategies for Indigenous ex-offenders in Montreal; and b) the lack of monitoring and documenting the trajectory of these individuals.
- There are no Indigenous specific, culturally appropriate and holistic justice services for Indigenous people in Montreal. Many services and resources that are non-Indigenous lack the knowledge, information and intervention skills to respond well to Indigenous clients.
- Although networking occurs in Montreal, it was noticed that organizations and institutions are at times not aware of the existence of other resources in the city and there is a need for a central resource to ensure all stakeholders maintain links to ensure that Indigenous people do not fall through the cracks. There is a need for more information provision and an independent Center that could offer a holistic approach and act as a centralized point to access other services.
- Social and judicial resources tend to lack a general knowledge of the socio-judicial continuum. Compartmentalized services.
- Native court workers (SPAQ) are one of the groups within the judicial continuum who have the longest period of intervention yet with the caseload they have, they cannot assist clients after sentencing.
- There is a lack of knowledge about alternatives or resources for Indigenous clients (i.e. Criminal Code 717 Alternative measures, Criminal Code 718.3 (e) Gladue Report) among most judicial stakeholders in Montreal.
- When Indigenous people transit through Montreal or are sent to a detention centre in the city, then tend to return to or stay in the city. There is a lack of intervention between the city-based workers and the community. This is also the case for Indigenous youth protection files. The Center would address these issues and improve outcomes for the population.

## Overview and Vision

The FPJCM was officially incorporated in January 2014 and opened its door in spring 2017. The Center has begun to offer services under its Prevention and Diversion Program and Intervention Program.

### Mission statement

- The organization seeks to work with the Indigenous community to end the systemic issues of marginalization, discrimination, and victimization of Indigenous Peoples in the justice and correctional system.

### Objectives of the Center

1. Offer support services, guidance, and follow-up to Indigenous people involved in the justice and correctional system regarding criminal, penal, family or civil matters.
2. Provide culturally appropriate conflict resolution mechanisms adapted to Indigenous values and approaches.
3. Develop culturally appropriate tools to improve understanding on the issues and underlying causes of crimes committed by Indigenous people.

### Vision statement

- A community which is empowered, innovative, and self-sufficient in its response to conflict.
- A community involved in developing and implementing compassionate and culturally based justice alternatives

### Values/Principles

- The organization:
  - is driven by the importance of understanding and responding to the history and ongoing impacts of colonization
  - believes in Indigenous values of respect, honour, forgiveness, wisdom and reciprocity
  - believes in the importance of healing our communities
  - believes in equitable treatment in the justice system and access to holistic and culturally safe legal and justice-related resources

The FPJCM adopts a holistic approach to address the root cause of the high representation of the Indigenous people in the justice and correctional system. The goal is to reinforce a sense of community by helping the Indigenous population to develop a sense of belonging, built trust, value their Indigenous identity and share an emotional connection through their diverse and rich culture. This will help the Indigenous peoples regain power and pride in their culture identity. Through the Center's programming, Indigenous peoples accused of a crime will be diverted towards a culturally appropriate and safe support. For those already sentenced, the Center will help the individual identify the source of their actions and take responsibility for it as well, develop new healthy coping skills rather than turning to substance or drug consumption or acting out violently to express their pain and frustration. This

will allow a reconciliation with their traumatic past as well with others or systems that may have discriminate them. Indigenous peoples accused of a crime will be supported throughout this entire process with a structured plan adapted to their needs to ensure that they work on their problematic aspects and improve them so that they become law-abiding citizens and people who contribute positively to the Indigenous community. Therefore, this will reduce their risk of reoffending and increase their success of reintegrating in the society. This approach is more just and effective in responding to the needs and realities of Indigenous people in the justice and correctional system.

The FPJCM is located at the Native Friendship Centre of Montreal.

It has three main programs:

1. Prevention
2. Diversion and Intervention run by a Coordinator
3. Awareness and Capacity Building

### **Strategic Goals for 2017-2021**

- 1. Hire appropriate staff to run the Center**
  - Director by 2018
  - 2 Coordinators by 2017-2018
  - 3<sup>rd</sup> Coordinator by 2019
  - 3 Case Workers to support 3 Coordinators by 2021
- 2. Secure funding for the Center**
- 3. Ensure Center has appropriate policy, procedures and control in place by 2018**

### **Program Goals for 2017-2021**

Over the next five years, the FPJCM will pursue a number of strategic goals to expand the scope, reach and impact of its programs.

In order to achieve our mission and overarching goal, the FPJCM will need to achieve its program goals.

- To work with the Indigenous community and the justice system to end the systemic issues of marginalization, discrimination, and victimization of Indigenous Peoples in the justice and correctional system, through culturally safe supports and services

Prevention Program Goals:

- To provide culturally appropriate prevention and alternative conflict resolution mechanisms adapted to Indigenous values and approaches
- To offer prevention-based supports throughout Indigenous people's experience within the justice and corrections systems to prevent offending and reoffending

#### Diversion and Intervention Program Goals:

- To provide community controlled and culturally-based justice alternatives.
- To offer support services, guidance, and follow-up to Indigenous peoples (and their families) involved in the justice and correctional system regarding criminal, penal, family or civil matters to prevent re-offending.

#### Awareness and Capacity Building Program Goals:

- To develop culturally appropriate tools to improve understanding on the issues and underlying causes of crimes committed by Indigenous peoples.
- To build awareness and strengthen the capacity of the Indigenous community and those working with the community to deal with justice issues in a culturally appropriate manner.

#### Achievements to date

- Prevention Program
  - The Center is receiving cases from self-referral, SPAQ, community organizations (such as Projet Autochtones du Quebec, Native Women's Shelter of Montreal, Native Friendship Centre of Montreal, Chez Doris), Correctional Services, and Clinique Droits Devant that refers people involved with the Municipal Court of Montreal for those at-risk or those accused of a crime, some individuals have approached the Center themselves for prevention-based assistance and some individuals are undergoing the PAJIC program at the Municipal Court: 41 clients so far (10 have been referrals)
  - The Prevention Program has offered the following services:
    - i. Healthy relationships program: Assisted 5 clients so far
    - ii. Substance abuse program: Assisted 8 clients so far
    - iii. Culturally based therapeutic program for victims of crime: Assisted 1 client so far
    - iv. Started to develop a culturally adapted process at the Municipal Court PAJIC: 20 clients so far
    - v. Provided individual counselling: 7 clients so far

Clients' issues include help reporting abuse by police, mental health crisis, suicide prevention, grief and loss, substance abuse, and missing persons reporting. Of all clients, there are 10 Inuit women, 9 Inuit men, 8 First Nations women, and 14 First Nations men. Half are Inuit and half are First Nations. The majority are English-speaking either as a first or as a preferred second language. There are several clients from outside of Quebec that speak English. Some Innu and Cree service users prefer to communicate in French.

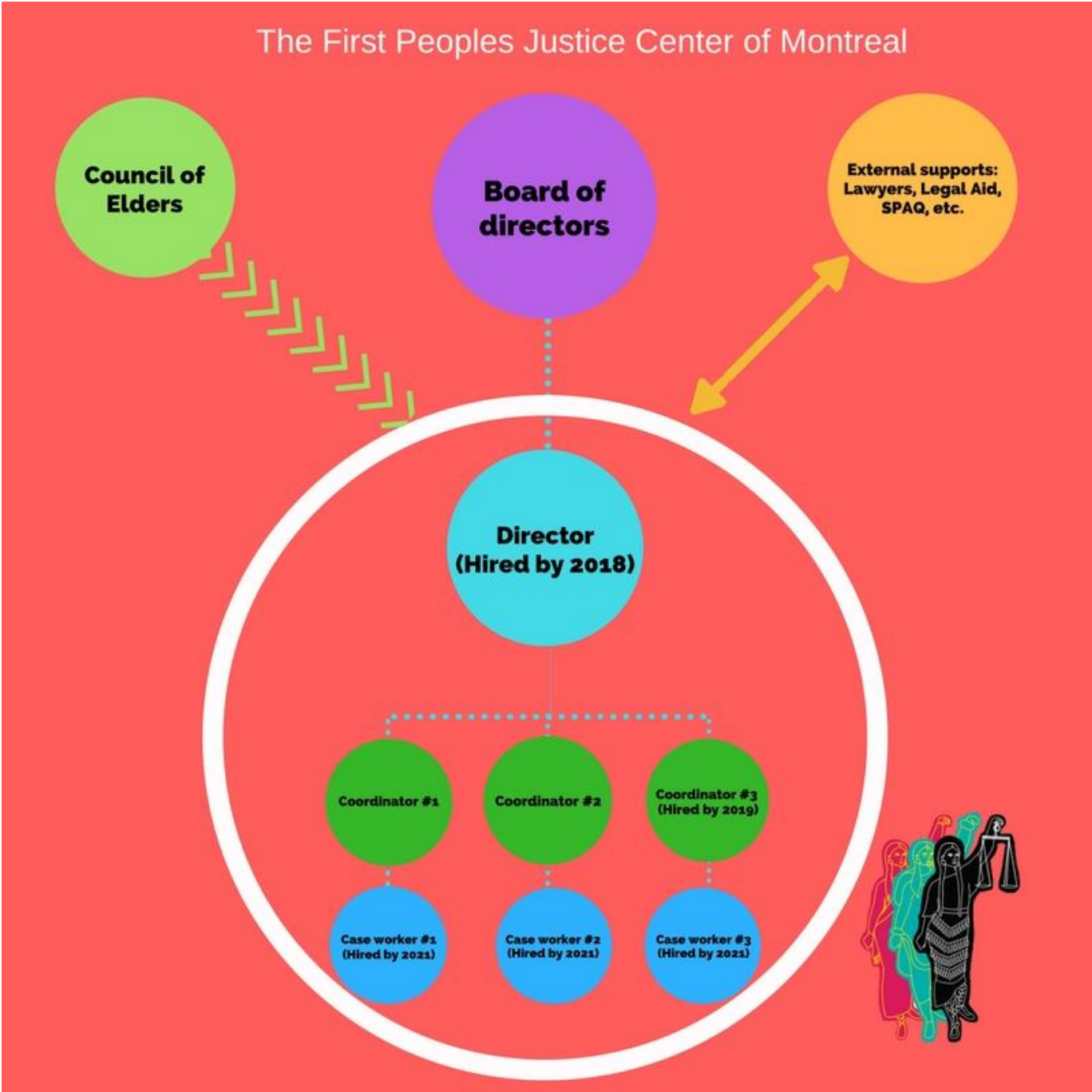
- Diversion and Intervention Program:
  - Elder and cultural programming provided in Bordeaux detention center: 14 participants
  - Beginning to build the Indigenous justice committee that will assess and suggest culturally



appropriate alternative measures and diversion plans for accused individuals when the program has been set up.

- Prepared a first draft of the alternative measure program
  - Legal Aid has agreed to provide 1 lawyer to offer services 1.5 days per week at the same location as the Center
  - The Coordinators of the Centre received training on Gladue reports at Makivik Corporation in August 2017
  - The Center is providing money for transport for 20 clients so far to access services, attend court and visit their lawyer.
  - The Center is helping 2 people complete compensatory work.
  - The Center is helping 2 people on probation
  - The Center has developed an informal collaboration with CAVAC - One or two CAVAC workers will be trained and will work specifically with Indigenous clients.
- Awareness and Capacity Building Program
    - The Center is assisting Éducaloi in developing a legal information guide to help front-line workers to be more aware of clients' rights and the criminal justice process. The outcome will be a legal guide created by Éducaloi that is available to service providers in Montreal who work with Indigenous people.
    - The Center is working with Éducaloi and Clinique Droits Devant to develop workshops on rights for clients.
    - The Center has been invited to provide a training to probation officers in the Montreal area.
- Research:
    - In order to better understand the judicialization of the Indigenous population (in homelessness and other vulnerable situations) in Montreal, the Center is working with Professors Céline Bellot (School of Social Work, Université de Montréal) and Marie-Ève Sylvestre (Law, University of Ottawa) on a research project. This research is focused on the Municipal Court that deals with both tickets resulting from Municipal bylaws and summary charges, such as minor theft and violence. The research will help us make important contributions to improving the PAJIC program, and preventing discriminatory and repressive practices leading to increasing: number of tickets given; and incarceration of Indigenous peoples.

Structure of the Center



## Logic Framework

Program	Activity	Staff member responsible	Outputs	Short-term outcomes	Mid-term outcomes	Long-term outcomes
<p><b>Prevention</b></p> <p><u>Goals:</u> To provide culturally appropriate prevention and alternative conflict resolution mechanisms adapted to Indigenous values and approaches</p> <p>To offer prevention-based supports throughout Indigenous people's experience within the justice and corrections systems to prevent offending and reoffending</p>	Conflict resolution programming	Social worker + partners	# clients receive programming per year	Make agreements with partners	<p>Increased proportion of clients receiving culturally appropriate prevention and alternative conflict resolution mechanisms</p> <p>Increased number of prevention programming available</p>	Increased proportion of clients being prevented from committing a crime or re-committing crime.
	Healthy relationships and anger management programming		Target: 2 clients per year per program	Social worker received conflict resolution training		
	Parenting programming		# prevention programs available	Increased proportion of clients have changes in knowledge, skills, or beliefs		
	Substance abuse programming		Target: As many programs running as possible			
	Healing		# clients that have changes in knowledge, skills, or beliefs			
	Elder mentorship		Target: 2 clients per year that has changes in knowledge, skills, or beliefs			

<b>Diversion + Intervention</b>  Goals: To provide community controlled and culturally-based justice alternatives.  To offer support services, guidance, and follow-up to Indigenous peoples (and their families) involved in the justice and correctional system regarding criminal, penal, family or civil matters to prevent re-offending.	Offer basic legal information	Coordinator + partners (Legal Aid)	# clients receive legal information per year  Target: 5 clients per year  # clients with increased knowledge  Target: 5 clients per year	Increased proportion of clients with knowledge	Increased proportion of clients getting basic legal information and increasing their knowledge	Reduction in the recidivism rate among Indigenous peoples in the Montreal area by 1% by 2021  Increased proportion of Indigenous peoples successfully reintegrating following incarceration, an accusation or conviction
	Referrals and case management	Social worker, Coordinator + partners	# clients being referred to Center or Center referring clients to appropriate services  Target: 5 clients per year	Increased proportion of clients being referred to the Center	Increased proportion of clients being referred to get access to appropriate services in the Center or outside	
	PAJIC and other Municipal Court programs	Social worker + partners	# clients accessing Indigenous adapted Municipal Court programs  # clients completing program and being diverted	Fully adapted PAJIC program for Indigenous peoples by 2018	All Municipal Court programs adapted for Indigenous peoples By 2021  Increased proportion of clients being diverted	

			Target: 10 clients per year			
	Alternative measures program at Palais de Justice	Coordinator + partners	# clients accessing Indigenous alternative measures program at Palais de Justice  # clients completing program and being diverted  Target: 2 clients per year as of 2019	Clients accessing alternative measures program at Palais de Justice in 2019	Increased proportion of clients accessing the program and being diverted	
	Community work and compensatory work	Coordinator + partners	# clients accessing Indigenous community and compensatory work  # clients completing community and compensatory work programs  Target: 2 clients per year	Increased proportion of clients accessing the programs	Increased proportion of clients have changes in knowledge, behaviours, or beliefs	
	Bail plans	Coordinator + partners	# clients getting bail plans	Center preparing bail plans in 2018	Increased proportion of clients have changes in	

			Target: 1 client per year as of 2018		<p>knowledge, behaviours, or beliefs following bail plan implementation</p> <p>Increased proportion of clients fulfilling the bail plan</p>	
	Gladue report	Social worker + Coordinator make referrals, Gladue reports done by partners	<p># clients referred to Gladue report</p> <p>Target: 1 client per year as of 2018</p>	Center staff received training on Gladue reports in 2018, start to make referrals	<p>Increased proportion of clients being referred to partner for Gladue reports</p> <p>Increased proportion of clients with Gladue report getting reduced sentence, diversion, early release</p> <p>Increased proportion of clients have changes in knowledge, behaviours, or beliefs following Gladue report implementation</p>	

	Sentencing Circles	Social worker, Coordinator + partners	# clients getting accessing sentencing circles  Target: 1 client per year as of 2020	Center helping to provide sentencing circles in 2020 (Staff received training)	Increased proportion of clients getting access to sentencing circles  Increased proportion of clients have changes in knowledge, behaviours, or beliefs following sentencing circles	
	Prison visits	Coordinator + partners	# clients accessing the Center's services through visits  # Prison visits per program (elder visits, cultural programming, etc in federal penitentiaries  # Prison visits per program in provincial detention center  Target: 4 visits per year	Increased proportion of clients accessing Center's services through visits  Increased proportion of clients have changes in knowledge, skills, or beliefs following programming	Increased proportion of clients receiving reintegration and support services in prisons  Prison visits taking place in RDP, Leclerc, St. Jerome + federal penitentiaries by 2021	

	Conditional discharge, probation, suspended sentence with probation and conditional sentence of imprisonment	Coordinator + partners	# clients getting access the Center's services while on conditional discharge, probation, suspended sentence with probation, or conditional sentence of imprisonment  Target: 1 client per year as of 2018	Increased proportion of clients accessing Center's services	Increased proportion of clients have changes in knowledge, behaviours, or beliefs	
	Release plans	Coordinator + partners	# clients getting release plans and successfully reintegrating  Target: 1 client per year as of 2019	Center preparing release plans in 2019		
	Breach (write letter and support)	Coordinator + partners	# clients prevented from breaching conditions  Target: 1 client per year as of 2019	Center assisting clients that have breached in 2019		
	Provide financial support for travel	Coordinator + partners	# clients receiving financial support for travel	Increased proportion of clients meeting appointments and court dates		



			Target: 5 clients per year			
	Victim and family outreach	Social worker, Coordinator + partners	# victims and family members receiving assistance or information  Target: 1 per year	Increased proportion of victims and family members reaching out to the Center for assistance or information		
<b>Awareness and capacity building</b>  To develop culturally appropriate tools to improve understanding on the issues and underlying causes of crimes committed by Indigenous peoples.  To build awareness and strengthen the capacity of the Indigenous community and those working with the community to deal with justice	Indigenous realities, intervention skills training and cultural safety	TBD  Hired a Coordinator to take on this program by 2019	# Indigenous peoples accessing the awareness and capacity building sessions  # Sociojudicial workers accessing sessions  # Judicial workers accessing sessions  # Police officers accessing sessions  Target: 10 people per year as of 2019	Increased proportion of people accessing the awareness and capacity building sessions	Increased proportion of clients have changes in knowledge, skills, behaviours, or beliefs	Change mentalities and understanding of Indigenous peoples by building awareness among judicial and socio-judicial actors  Build capacity of Indigenous peoples regarding their rights and responsibilities
	Legal context / tools (eg. Gladue)					
	First Peoples' Justice Center & the justice continuum					

issues in a culturally appropriate manner.	Rights and obligations					
	Research, engagement in committee	Social worker, Coordinator	# research projects # committee meetings			

## Appendix 1 - Environmental Analysis

Environment	Influence on the Centre	What we will do
Legal	<ol style="list-style-type: none"> <li>1. New laws with positive or negative impact</li> <li>2. Removal of laws</li> <li>3. New structures</li> </ol>	Stay up to date and seek help of policy monitoring organizations.
Political	<ol style="list-style-type: none"> <li>1. Federal policy</li> <li>2. Provincial policy</li> <li>3. Municipal policy</li> <li>4. Indigenous political structures and policies (AFN, RESEAU, etc.)</li> </ol>	Stay informed on the political climate, changes to government, and changing approaches to the justice system. Where possible, create position statements on politics affecting the Indigenous Montreal community.
Social	<ol style="list-style-type: none"> <li>1. Media responses to the Center</li> <li>2. General public reaction to services</li> <li>3. External events (ex: Val d'Or)</li> </ol>	Stay up to date on media coverage relating to the Center. Do surveys where possible with service users on experiences at the Center.
Financial	<ol style="list-style-type: none"> <li>1. Cuts</li> <li>2. Staff funding</li> </ol>	Try to ensure funding plans and applications are done in advance and plan long term.
Organizational	<ol style="list-style-type: none"> <li>1. Inter-organizational relationships</li> <li>2. Staff changes</li> </ol>	Continue to connect and participate in the NETWORK. Hold organization strategic meetings as needed and team-building activities.
Community	<ol style="list-style-type: none"> <li>1. Community relationships- First Nations, Inuit, etc.</li> </ol>	Ensure that the organization responds to community needs and is culturally adapted by receiving and acting on community input and direction.

## Appendix 2 - Analysis of stakeholders

#	Stakeholders	Interest in the project (L / H)	Power or influence on the project	How we intend to manage it
1	Poursuites pénales et criminelles de la Ville de Montréal	H	H	Integrate in the project
2	Projet Droits Devant	H	H	Integrate in the project
3	CAVAC	H	L	Keep them informed about the project
4	YMCA	H	L	Keep them informed about the project
5	Native Women's Shelter	H	L	Keep them informed about the project
6	PAQ	H	L	Integrate in the project
7	Probation officers	L	H	Pay close attention to their concerns and collaborate to gain interest
8	Legal Aid	H	H	Pay close attention to their concerns and collaborate to gain interest
9	Native Friendship Centre	H	L	Keep them informed about the project
10	Native Montreal	H	L	Keep them informed about the project
11	Makivik	H	H	Integrate in the project
12	Ouentokon Healing Lodge	H	H	Integrate in the project
13	Barreau du Quebec	L	L	Monitor for changes
14	Legal structure	L	H	Pay close attention to their concerns and collaborate to gain interest
15	Police structure	L	H	Pay close attention to their concerns and collaborate to gain interest

