

FORUM

ON CORRECTIONS RESEARCH

September 1994, Volume 6, Number 3

Featured issues

Enhancing Community Corrections

Community
residential centres

Sex offenders on
conditional release

Risk-assessment
training

Citizens' Advisory
Committees



Correctional Service
Canada

Service correctionnel
Canada

FORUM ON CORRECTIONS RESEARCH is published three times a year in both English and French for the staff and management of the Correctional Service of Canada.

FORUM reviews applied research related to corrections policy, programming and management issues. It also features original articles contributed by staff of the Correctional Service of Canada and other correctional researchers and practitioners.

FORUM is prepared and published by the Research and Statistics Branch, with the assistance of the Creative Services Branch, Communications and Corporate Development Sector of the Correctional Service of Canada.

FORUM invites contributions to any section of the magazine from researchers in the field. Please send your contributions to Larry Motiuk, Director General, Research and Statistics Branch, Correctional Service of Canada, 4B-340 Laurier Avenue West, Ottawa, Ontario, Canada K1A 0P9. Accepted manuscripts are subject to editing for style and length.

For further information regarding the content of the magazine, please contact:

Research and Statistics Branch
Correctional Service of Canada
4B-340 Laurier Avenue West
Ottawa, Ontario K1A 0P9

To request copies of this publication, please contact:

Publishing and Editorial Services
Correctional Service of Canada
4F-340 Laurier Avenue West
Ottawa, Ontario K1A 0P9

Editor: Larry Motiuk
Assistant Editor: Ted Murphy
Editorial Board: Cathy Delnef
Evelyn McCauley
Ted Murphy
Distribution Manager: Les Shand
Text Editors: Prosebusters!TM
Design Concept: Canada
Communication
Group
Typesetting and Layout: Accurate Design &
Communication Inc.

Sections of the magazine with no acknowledgement of authorship have been researched and written by the staff of the Research and Statistics Branch, Correctional Service of Canada.

The opinions expressed in this publication do not necessarily reflect the views or policies of the Correctional Service of Canada. FORUM strives to present a variety of opinions on, and approaches to, current issues in corrections. Articles may be reprinted as a whole or in part with the permission of the Correctional Service of Canada.

Pour obtenir de plus amples renseignements sur les sujets abordés dans FORUM, prière de s'adresser à la :

Direction de la recherche et
des statistiques
Service correctionnel du Canada
340, avenue Laurier ouest, pièce 4B
Ottawa (Ontario) K1A 0P9

Pour obtenir des exemplaires supplémentaires de FORUM, prière de s'adresser aux :

Services de rédaction et de publication
Service correctionnel du Canada
340, avenue Laurier ouest, pièce 4F
Ottawa (Ontario) K1A 0P9

FORUM

ON CORRECTIONS RESEARCH

Research in brief

Community residential centres in Quebec: A tripartite agreement by Louis Brunet	3
The benefits of the tripartite agreement by Anne-Marie Chartrand, Odette Gravel-Dunberry and Serge Trouillard	5
The demographic characteristics of offenders on day parole by Linda Lefebvre	7
Sex offenders and their survival time on conditional release by L.L. Motiuk and Shelley L. Brown	11
Offender needs identification and analysis in community corrections by L.L. Motiuk and Shelley L. Brown	14

Assessment and programming

An improved risk-assessment process: Ontario Region's Community Offender Management Strategy by Craig Townson	17
Learning to better predict the future: National Parole Board risk-assessment training by Jean Sutton	20
Community-based treatment of aboriginal sex offenders: Facing realities and exploring possibilities by Lawrence Ellerby	23

Feature articles

Conditional release supervision standards revisited: An examination of compliance in Ontario Region by Fred Luciani	26
Putting the "community" into community corrections by Pat Castillo	30
Bridging jurisdictional gaps: The Federation of Canadian Municipalities and corrections by Louis Théoret	32
Citizens' Advisory Committees: Allowing communities to hear and be heard by René Pelletier	35
Creating choices through community consultation and partnerships: The site-selection process for the Edmonton federally sentenced women's facility by Jan Fox	37
Just punishment? HIV infection and AIDS in correctional facilities by Ann Marie Pagliaro and Louis A. Pagliaro	40

Legal perspectives

The impact of the <i>Corrections and Conditional Release Act</i> on community corrections by Charles Haskell	45
---	----

Guide for Prospective Authors

Submissions

To submit an article to FORUM, send two copies of the article in addition to a diskette copy (in WordPerfect) to

Larry Motiuk, Ph.D.
Director General,
Research and Statistics Branch
Correctional Service of Canada
4-B, 340 Laurier Avenue West
Ottawa, Ontario K1A 0P9
Fax: (613) 941-8477

Articles may be submitted in English or French.

Deadlines

FORUM is published three times a year: January, May and September. In general, articles must be received at least four months in advance. An article to be considered for the September issue, for example, must be submitted by May 15.

Style

Articles should be written in plain language. Complicated research and statistical terms should be avoided; however, if they are unavoidable, a clear explanation of the meaning of the term should be provided. FORUM reaches about 5,000 individuals in more than 35 countries, including academics, the public, journalists, corrections staff (from front-line staff to senior managers) and members of the judiciary. Our goal is to present reliable research to a **lay audience**.

Length

Ideally, articles should be 1,000 to 1,500 words in length (six double-spaced pages). Feature articles must be no longer than 2,000 words.

Figures and Tables

Figures and tables should be on separate pages at the end of the article. When an article has more than one figure or table, these should be numbered consecutively. Graphs, if possible, are preferred over tables.

References

References will appear as endnotes in published articles, but when submitting an article, do not use the footnote or endnote feature of WordPerfect. Instead, type the notes in numerical order at the end of the article. All that should appear in the article is the superscript number of the endnote. Please note that author-date reference citations, e.g., Andrews (1989), should **not** appear in the text. All references must include the following items.

Articles

- author's name (with initials only)
- title of the article
- name of the periodical
- volume (and issue number) of the periodical
- date of the volume or issue
- page number(s) of the article

Books

- author's name (with initials only)
- complete title of the book
- editor, compiler or translator if any
- series, if any, and volume or number of the series
- edition, if not the original
- facts of publication (city where published, publisher and date of publication)
- page number(s) of the particular citation

Editing Procedure

All articles are edited in two stages. First, articles are edited for content and style, then they are checked for grammar and readability.

Edited articles are returned to the authors for final approval before printing.

Copyright

Articles in FORUM may be reproduced or reprinted with permission from the Correctional Service of Canada (see address above).

Community residential centres in Quebec: A tripartite agreement

by *Louis Brunet*¹

Correctional Operations, Correctional Service of Canada

In public administration, the current "hot" management methods are accountability, empowerment, restructuring, partnership and cultural change. The tripartite (three partners) agreement on the use of Quebec community residential centres is an initiative that features all of these favoured management methods.

Quebec Region's administration of community residences for offenders is also unique in Canada. For example, the rates paid to operators of community residential facilities are negotiated jointly by the Correctional Service of Canada, the Direction générale des services correctionnels du Québec, and their community partners. As well, minimum standards have been developed for all community residential facilities, and the funding for accommodation resources is based on services rendered and not on a guaranteed minimum. This too is unique to Quebec Region and the tripartite agreement.

What is the origin of this agreement? What is it, exactly? To answer these questions properly, we must go back to the 1970s.

Community residential centres

In 1969, an amendment to the *Parole Act* led to what is today known as day parole. Under this type of parole, an offender must return to prison or a community residential centre each evening. Therefore, as day parole use grew, so did the need for centres for offender accommodation and supervision.

In 1973, William Outerbridge, a professor of criminology at the University of Ottawa (who later became chairperson of the National Parole Board), conducted a study of community-based residential centres. He predicted a stronger demand for these centres as a result of day parole and proposed that both levels of government work together with the private sector to reach agreements on the operation of community-based residential centres in each region.

Following this report, the Secretariat of the Solicitor General of Canada organized a national forum on community-based residential centres. At the conclusion of this forum, the privately run Quebec centres formed the Association des membres des centres résidentiels communautaires du Québec, a move facilitated by the fact that the majority of the centres were already members of the Quebec Association of Social Rehabilitation Agencies.

Under this type of parole, an offender must return to prison or a community residential centre each evening. Therefore, as day parole use grew, so did the need for centres for offender accommodation and supervision.

Regional joint committees

At a federal-provincial conference in December 1973, the Canadian federal and provincial ministers responsible for corrections agreed to create joint committees for the coordination of correctional services, facilities and resources (including both institutional and community programs) in every region of the country. These committees could identify their own objectives, priorities and work methods and determine the best means of their implementation.

The first meeting of Quebec's regional joint committee was held in Québec City, in October 1974. The participants were executives from the National Parole Board, the

Quebec Department of Justice, the Canadian Penitentiary Service, and the National Parole Service (the latter two would later merge to form the Correctional Service of Canada).

The committee identified four priorities: exchange of inmates, personnel training, offenders with mental health problems, and community-based residential centres. This last priority led to the creation of an accreditation committee.

It is worth noting that the joint committee eventually came to be made up of representatives

of the Correctional Service of Canada, the Direction générale des services correctionnels du Québec, the National Parole Board, the Commission québécoise des libérations conditionnelles, and the Ministry Secretariat of the Solicitor General of Canada.

The accreditation committee

The accreditation committee's mandate was to develop policies for community residential centres and to plan and coordinate correctional activities related to the use of community resources.

In February 1979, the regional joint committee approved minimum requirements for community residential centres, as formulated by the accreditation committee. The philosophy of the centres was stated as follows:

"Every resident of a community residential centre, whether an offender or ex-inmate, on probation or parole, must be able to benefit from a humane residential service, based on a program that will gradually enable him (or her) to succeed in conducting himself (or herself) as a responsible citizen in their target community..." [translation]

The accreditation committee and the Association des membres des centres résidentiels communautaires du Québec then each conducted their own study to identify the costs of implementing these requirements.

Tripartite agreement

Finally, in January 1981, the two levels of government and the Association des membres des centres résidentiels communautaires du Québec approved a tripartite agreement. The agreement was the result of the combined efforts of many participants, all wanting to move in the same direction.

However, nothing was signed at the ministerial or deputy ministerial level to provide a framework for the agreement. Consequently,

this was a purely administrative rather than political agreement.

Implementation

In 1987, the Association des membres des centres résidentiels communautaires du Québec asked to join the regional joint committee, but in view of the variety of issues covered by the committee, a tripartite committee — made up of representatives of the executive committee of the Association des résidences communautaires du Québec (formerly the Association des membres des centres résidentiels communautaires du Québec), the Direction générale des services correctionnels du Québec, and the Correctional Service of Canada — was formed instead.

The principal tasks of the tripartite committee are to reassess funding for residential resources (in general) and all standards applicable to them, to exchange information, and to inform the regional joint committee about the condition of, and level of funding for, community residential centres.

The agreement was the result of the combined efforts of many participants, all wanting to move in the same direction.

An effective partnership

The tripartite agreement has meant an expansion of partnerships in the field of corrections — the various arms of the two levels of government have been consulting each other and exchanging information regularly for more than 20 years, and the private sector is also now fully involved in the process of negotiating the daily rates paid by the two levels of government to operators of community residential centres.

There is no question that this excellent initiative has yielded positive results and made possible a partnership between two levels of government and the public and private sectors. ■

¹ Correctional Operations, Correctional Service of Canada, 2nd Floor, 340 Laurier Avenue West, Ottawa, Ontario K1A 0P9.

The benefits of the tripartite agreement

by Anne-Marie Chartrand,¹ Odette Gravel-Dunberry¹ and Serge Trouillard¹

Quebec Region, Correctional Service of Canada

The previous article relates the history of the tripartite (three-partner) agreement on the use of Quebec community residential centres. But how does the agreement harmonize with current correctional operations, resource concerns and departmental policies?

To give the agreement shape, a committee was formed to facilitate cooperation between the three organizations and maintain the commitment of resources to ensure the success of the agreement. The tripartite committee is made up of representatives of the Association des résidences communautaires du Québec, Services correctionnels du Québec and the Correctional Service of Canada, and looks primarily at program delivery, funding, operational standards, and other issues pertaining to residential centres.

The committee is also an ideal forum for exchange of information between the community agencies represented and the two levels of government.

Numerous benefits flow from the tripartite agreement and the committee. This article examines some of the most significant of these benefits.

Facilitating service contracts with residential centres

Privately run residential centres play a leading role in Quebec Region's pursuit of the Correctional Service of Canada's number one corporate objective, which is to safely reintegrate offenders into the community as law-abiding citizens, while resorting as little as possible to the use of incarceration as a correctional intervention.

Given the number of centres available and the needs of the federal and provincial correctional services, joint service contracts make it possible to rationalize and reduce costs, plan for development, and therefore also ensure that the centres themselves have a degree of financial security.

There are many residential and accommodation centres in Quebec that enter into service contracts with the two levels of government. This assures the centres of a larger potential clientele and allows the federal and Quebec provincial correctional services to diversify resources in line with their budget constraints.

However, this does not prevent either of these two government organizations from entering into exclusive service contracts with certain centres. The restrictions governing such contracts are the same as for joint contracts, particularly regarding minimum requirements and rates of pay.

Minimum operating requirements

The three partners have jointly established minimum operating requirements for both community residential centres and community accommodation centres. All minimum requirements have been approved by the tripartite committee, are discussed regularly, and may be revised. The requirements cover all administrative and operational aspects of the centres: organization, beneficiaries' rights, programming, admission procedures, security requirements, collaboration with other community players, offender accountability activities, case management standards, availability

of centre staff, health care, information and records management, personnel, and civil liability standards.

To ensure compliance with these standards, centres are evaluated annually by the Correctional Service of Canada and periodically by Services correctionnels du Québec. Each

Given the number of centres available and the needs of the federal and provincial correctional services, joint service contracts make it possible to rationalize and reduce costs, plan for development, and therefore also ensure that the centres themselves have a degree of financial security.

centre is also audited every three years. This audit is conducted jointly by representatives of the two correctional organizations and covers both exclusive and shared centres.

Financial policy

The mission statements of both the Correctional Service of Canada and Services correctionnels du Québec (which are each part of the criminal justice system) focus on contributing to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens. Financial considerations are, however, crucial (to all parties) to the involvement of residential centres in the correctional process.

The tripartite committee's role as a forum for discussion encourages cooperation in this area, even if the various needs expressed (by any or all sides) are sometimes beyond budgetary capacities. For example, the tripartite agreement resolves one question by stipulating that accommodation centres be paid solely on the basis of the number of offenders these centres accommodate. Further, committee members have **together** developed a unique method for determining the daily rates granted to each of the centres. Simple, yet complex, this method identifies and determines the value of all aspects of offender accommodation, service and program delivery, and administration of the centre.

This mechanism for determining operational costs identifies and quantifies 10 components in the daily operation of a residential centre. These components range from staff salaries (based on the accommodation capacity of the centre) to food, to travel and professional insurance expenses, to capital costs. The three parties cooperatively assigned values to each component, which are then used every year to draw up service contracts with the various centres.

Information exchange

The tripartite committee meetings provide a special forum for sharing information and exchanging opinions — not only on operational considerations, but also on criminal justice issues and policies and on intervention and prevention. The meetings also present an excellent opportunity for the representatives of centres to highlight their centre's contribution to the rehabilitation of offenders.

Consultation and cooperation

One cannot help but note the many significant advantages of the tripartite agreement. It should, however, be emphasized that the agreement is responsible for two major achievements in Quebec Region.

First, the tripartite agreement has led to the development of accommodation spaces in the community network. Quebec Region alone accounts for 500 of the 1,200 Canadian private accommodation spaces. Second, the agreement sparked the introduction of terms and conditions allowing for centres to be paid on the basis of services rendered (rather than flat-rate payments).

These benefits are the result of the consultation and cooperation that has been, and remains, characteristic of the tripartite agreement. Although obstacles can pop up along "partnership road," the tripartite committee has been, and will continue to be, an ideal setting for judicious and cooperative decision making. ■

The tripartite committee meetings provide a special forum for sharing information and exchanging opinions — not only on operational considerations, but also on criminal justice issues and policies and on intervention and prevention.

¹ Regional Headquarters (Québec), Correctional Service of Canada, 3 place Laval, 2nd Floor, Chomedey, Laval, Québec H7N 1A2.

The demographic characteristics of offenders on day parole

by Linda Lefebvre¹

Research and Statistics Branch, Correctional Service of Canada

In the Canadian correctional system, conditional release programs (day parole, full parole and statutory release²) make it possible for offenders to be released from prison to serve a portion of their sentence in the community. Throughout the period of conditional release, the offender may be returned to prison if there is a failure to meet certain legally binding conditions concerning residency and behaviour.

When full parole is granted or the statutory release date is reached, offenders are released into the community until their sentence has expired. However, day parole is unique in that it is granted for a relatively short period (frequently six months) and its completion does not coincide with the expiry of the offender's sentence.

Day parole is also unique because the offenders must live in a correctional facility (prison or halfway house) or must report to such a facility at regular intervals, restricting their activities in the community and ensuring tighter control of the offenders by correctional officials.

At present, offenders become eligible for day parole six months before the date at which they are eligible for full parole, which is set at one third of their sentence. However, this method of calculating eligibility has only been in use since November 1992.³ Before that, offenders generally became eligible for day parole after they had served one sixth of their sentence.⁴

This article examines the demographic characteristics of offenders on day parole and, in particular, their failure (of day parole) rate, in an attempt to identify risk factors — a matter of considerable importance in view of the relatively short interval between the start of offender sentences and their eligibility for day parole.

Method of study

The data for this study were obtained by reviewing offender records. A representative sample of 929 non-native male offenders was chosen from among those who completed (successfully or otherwise) their day parole in the 1990–1991 fiscal year. All female (44) and native male offenders (77) who completed day parole during the year were also included in the sample.

Type of day parole and sentence length

There are three basic types of day parole. Regular day parole, which lasts for approximately four to six months, requires the offender to return to a community correctional centre, community residential centre or institution each evening. Special projects day parole allows offenders simply to work outside the institution during the day. Finally, there is the "other" category of day parole, which only requires the offender to return to an institution or community centre periodically.

Table 1

Day Parole Type and Sentence Characteristics of Offenders on Day Parole

	Male offenders	Female offenders	Native male offenders
Day parole type			
Regular	87.3%	95.0%	97.2%
Special projects	8.1%	2.5%	0
Other	2.6%	2.5%	2.8%
Total sentence			
2–4 years	63.8%	65.9%	66.2%
5–9 years	24.8%	31.8%	28.6%
10 years or longer	8.1%	0	2.6%
Life	3.3%	2.3%	2.6%
Number*	929	44	77

*The total numbers of the various categories may not equal the total samples because of missing values.

The majority of those in the sample had been granted regular day parole (87% of the male offenders, 95% of the female offenders, and 97% of the native offenders), with only a small proportion of the male offenders released on special projects day parole (8%) or other type of day parole (3%) (see Table 1).

Approximately two thirds of the entire group were serving sentences of two to four years in length. As you might expect, the number of offenders in each category dropped as the

sentences got longer. Twenty-five percent of the male offenders, 32% of the female offenders and 29% of the native offenders were serving sentences of five to nine years in length, and only approximately 3% of each group were serving a life sentence.

Demographic characteristics

The majority of the offenders on day parole were between the ages of 26 and 40. This age group accounted for roughly 60% of the male and native offenders and slightly more than half of the female offenders. The male and native offenders in the sample followed roughly the same age distribution, but the female population was slightly younger, with close to a third in the 17–25 age group (see Table 2).

slightly fewer single native offenders on day parole (30%) than male or female offenders (36 and 35%, respectively).

As for employment, more than half of the offenders were unemployed at the time of their offence. The male offender group had the lowest proportion unemployed, at 50%, with the proportion rising to 57% for female offenders and 60% for native offenders.

Close to two thirds (65%) of the female offenders had some level of secondary school education at the time of their offence, and another 7% had received post-secondary education. Similarly, 59% of the male offenders had some level of secondary school education and another 10% had received post-secondary schooling. However, just 42% of the native offenders had received some level of secondary school education at the time of their offence, and the majority (57%) had received less than a ninth-grade education.

Table 2

Demographic Characteristics (at the time of their offence) of Offenders on Day Parole

	Male offenders	Female offenders	Native male offenders
Age*			
17–25 years old	22.0%	29.5%	25.0%
26–40 years old	59.0%	52.3%	60.5%
Older than 40	19.0%	18.2%	14.5%
Marital status			
Single	35.7%	35.0%	29.6%
Married or common-law relationship	49.6%	52.5%	56.3%
Separated, divorced or widowed	14.7%	12.5%	14.1%
Employment status			
Unemployed	50.3%	57.1%	60.0%
Employed	45.8%	40.5%	29.2%
Student, retired or incarcerated	3.9%	2.4%	10.8%
Education level			
8th grade or less	30.8%	27.9%	56.8%
Grade 9–13	59.1%	65.1%	41.9%
Post-secondary	10.1%	7.0%	1.3%
Number†	929	44	77

* This is the only category not measured at the time of the offence; it was measured at the time of the study.

† The total numbers of the various categories may not equal the total samples because of missing values.

Failure rate

Two types of failure rates were considered in this study. One rate corresponds to the overall day parole failure rate and includes all types of failure: breach of day parole special conditions, revocation of day parole without a new offence, and revocation of day parole because of a new offence. The other rate covers only revocations of day parole because of a new offence. This second rate was calculated in an attempt to determine whether day parole failures were due to the commission of a new offence or simply to “technical” violations.

Because of the small number of women in the sample, the failure rate of female offenders was not examined in detail. However, the overall failure rate for this group was 30%, of which 5% involved a new offence. Small numbers also resulted

in the native offenders being included in the male offender calculations.

The overall failure rate among male offenders was 27% (all forms of day parole), with close to 10% due to a new offence. More specifically, approximately one quarter (26%) of the

There was little variation in marital status among the three groups. Approximately half of the offenders in all three groups were married or involved in a common-law relationship at the time of their offence, while roughly 14% of offenders in all three groups were divorced, separated or widowed. However, there were

offenders on regular day parole had their release revoked, 10% of them for a new offence (see Table 3). These rates were lower for special projects day parole and the other types of day parole (both had roughly a 10% overall failure rate, with approximately 4% due to new offence).

Table 3

Day Parole Failure Rates for Day Parole Type and Sentence Characteristics

	Overall failure rate (for each group)	Failure due to new offence (for each group)
Day Parole Type		
Regular	26.3%	9.7%
Special Projects	10.4%	3.0%
Other	8.3%	4.2%
Total Sentence		
2-4 years	25.7%	9.3%
5-9 years	27.2%	9.2%
10 years and longer	32.9%	11.8%
Life	12.1%	3.0%

Approximately one quarter of offenders serving a sentence of 2-4 years or 5-9 years in length had their conditional release revoked (26% and 27%, respectively). This number rose to roughly one third (33%) of offenders serving a sentence of 10 years or more but was much lower for offenders serving a life sentence (12%).

The trend was similar for the rate of revocation due to a new offence, with a failure rate of just under 10% for the two groups (2-4 years, 5-9 years) of offenders serving sentences shorter than 10 years, slightly higher (12%) for those serving sentences of 10 years or longer, and then lower (3%) for those serving life sentences.

Failure rates and demographic characteristics

Generally, both failure rates were inversely proportional to age. The overall failure rate was 41% for those under 25, 25% for those 26-40 years old, and 14% for those older than 40. Similarly, the rate of failure due to a new offence was 15% for the youngest age group, 9% for those in the middle, and 5% for the oldest group (see Table 4).

In relation to marital status, offenders who were married or involved in a common-law relationship at the time of their offence(s) had

the lowest overall failure rate, at 22%. Single offenders and divorced, separated or widowed offenders had slightly higher failure rates (29% and 28%, respectively). However, the divorced, separated or widowed offenders had the lowest rate of failure due to a new offence (7%).

Further, offenders who were employed at the time of their offence(s) were twice as likely to be successful on day parole (17% overall failure rate) as those who were not (34% and 31% for the other two groups). On the other hand, offenders who were students, retired or incarcerated at the time of their offence(s) had their release revoked because of a further offence twice as often as the other two groups (19% compared with 10% and 8%). However, this result must be considered with caution, as the student, retired or incarcerated group was much smaller than the unemployed and employed groups.

Table 4

Day Parole Failure Rates for Offender Demographic Characteristics

	Overall failure rate (for each group)	Failure due to new offence (for each group)
Age*		
17-25 years old	40.6%	14.8%
26-40 years old	24.8%	8.5%
Older than 40	14.0%	5.4%
Marital status		
Single	28.5%	9.5%
Married or common-law relationship	21.9%	7.6%
Separated, divorced or widowed	28.0%	7.0%
Employment status		
Unemployed	33.9%	9.5%
Employed	16.8%	7.7%
Student, retired or incarcerated	31.0%	19.0%
Education level		
8th grade or less	28.9%	9.9%
Grade 9-13	25.9%	8.0%
Post-secondary	19.4%	12.9%

** This is the only category not measured at the time of the offence; it was measured at the time of the study.*

Finally, the overall failure rate decreased with the offenders' level of education at the time of their offence(s), from 29% for those who had less than a ninth-grade education, to 26% for those with some level of secondary school education, to 19% for those with a

post-secondary education. However, education made little difference to the rate of failure due to a new offence (13% for offenders with a post-secondary education, 10% for those with less than a ninth-grade education, and 8% for those with some level of secondary school education).

The typical day parole offender

The typical offender released on day parole can be described as a non-native male between the ages of 26 and 40 who probably committed a robbery, property or drug-related offence and, at the time of the offence(s), was married or involved in a common-law relationship, was unemployed, and had completed some secondary school education.

However, the typical offender whose day parole is revoked is somewhat different. The offender is under 25, probably committed a property offence, assault, theft or attempted murder and, at the time of the offence, was neither married nor involved in a common-law relationship,

was unemployed, and had less than a ninth-grade education.

This thumbnail sketch suggests areas for further study as we attempt to identify risk factors that could lead to an offender's failure on day parole. Such directed research is crucial to ongoing attempts to improve the correctional system's ability to choose the best offenders for specific forms of conditional release and the best forms of conditional release for specific offenders. ■

¹ Research and Statistics Branch, Correctional Service of Canada, 4B-340 Laurier Avenue West, Ottawa, Ontario K1A 0P9.

² Statutory release replaced mandatory supervision in the *Corrections and Conditional Release Act*, which came into effect on November 1, 1993. Statutory release allows an offender to be released into the community after serving two thirds of a fixed-term sentence (life sentences for crimes such as first- and second-degree murder are not of a fixed length).

³ *Corrections and Conditional Release Act*.

⁴ *Parole Act*.

Long-term inmates now in the community...

The Pacific Region of the Correctional Service of Canada operates a support group for lifers, long-term offenders and chronic offenders (male and female) who have been, or are in the process of being, released into the community. Partners of the offenders are also welcome to participate. The program's facilitator is himself a lifer who is acutely aware of the difficulties in adjusting to community norms and values after a lengthy period of incarceration.

For further information, contact Judith Lawrence, Correctional Programs, Regional Headquarters (Pacific Region), Correctional Service of Canada:

*P.O. Box 4500
32560 Simon Avenue
Clearbrook, British Columbia V2T 5L7*

Phone: (604) 854-2544

Fax: (604) 854-2612

Sex offenders and their survival time on conditional release

by L.L. Motiuk¹ and Shelley L. Brown¹

Research and Statistics Branch, Correctional Service of Canada

The suspension provisions of the Corrections and Conditional Release Act allow the National Parole Board (or a person designated by the Board, such as a parole officer) to suspend the parole or statutory release (mandatory supervision) of federally sentenced offenders, authorize their arrest, and recommit them to custody until the suspension is cancelled, their parole or statutory release is completely terminated, or their sentence expires.

Conditional release can be suspended for a variety of reasons, but for sex offenders it is usually because there are indications of an impending further sexual offence.

Few studies have examined the nature and frequency of the suspension rates of offenders on conditional release. Further, although numerous studies have examined sex offender recidivism, none have addressed the suspension of sex offenders' conditional release. This study attempts to fill this gap.²

Why?

The suspension of sex offenders' conditional release is an important measure of their post-release community adjustment and a vital aspect of any relapse-prevention program.

Research method

In 1991, a national sex offender census was conducted to accurately identify the number, types and characteristics of federally sentenced sex offenders. The census yielded information on 3,066 sex offenders, 30% of whom were under community supervision.

This study extends the census by using "survival time" models to analyze the time until suspension of sex offenders' conditional release. Survival analysis is a statistical technique that estimates the time taken to reach some event

and the rate of occurrence of that event. This allows not only for the identification of offenders likely to have their conditional release suspended, but also for an assessment of how quickly the suspensions will occur.

Survival analysis is a statistical technique that estimates the time taken to reach some event and the rate of occurrence of that event. This allows not only for the identification of offenders likely to have their conditional release suspended, but also for an assessment of how quickly the suspensions will occur.

It is important to note that a distinction is made between suspension warrants that have been issued and those that have been executed. Conditional release is suspended by means of a warrant that is ultimately executed by a peace officer, and the warrant is not considered to have been executed until the offender has actually been arrested. However, for a variety of reasons, correctional authorities may choose to withdraw or cancel the warrant before the offender is actually apprehended. If this happens, the suspension warrant is said to have been issued rather than executed.

From the census data, 793 sex offenders were identified as being on community supervision at the time of the census and available for follow-up. An additional 216 sex offenders were released from institutions after the census, forming a "new release" group for follow-up.

Of the 793 sex offenders under community supervision at the time of the census, 12.7% were on day parole, 49.4% were on full parole, and 37.8% were on mandatory supervision. Of the 216 newly released sex offenders, 15.3% were on day parole, 22.7% were on full parole, and 62.4% were on mandatory supervision. Therefore, the proportion of offenders released on mandatory

supervision in the newly released group was almost twice that of the census group.

The two groups also differed significantly with respect to ethnicity and sentence length. The newly released sex offenders were more likely to be native and to be serving longer sentences.

Suspension data were retrieved from the Correctional Service of Canada's automated Parole Supervision System database. The sex offenders on conditional release at the time of the census were tracked from this time, allowing for a 17-month follow-up period. By the time the suspension data were gathered, this group had been on conditional release for approximately three years.

In contrast, the newly released sex offenders had been identified in institutions at the time of the census and were subsequently released. Therefore, the follow-up period for this group is variable, ranging from 8.4 to 16.3 months, or an average of about one year.

Sex offender suspension rates

As expected, conditional release suspension rates for the newly released sex offenders (after the census) were substantially higher than for the offenders already released (at the time of the census). The follow-up of the sex offenders already in the community revealed that suspension warrants had been issued for 144 offenders (18.2%), and warrants had been executed for 78 (9.8%).

For the newly released sex offenders, suspension warrants had been issued for 65 offenders (30.1%) and warrants had been executed for 34 (15.8%). Therefore, the suspension rate for the newly released sex offenders was almost double that of the sex offenders already in the community.

Survival time

Although both groups were issued suspension warrants at a continuous rate, the newly released sex offenders had their conditional release suspended significantly faster than

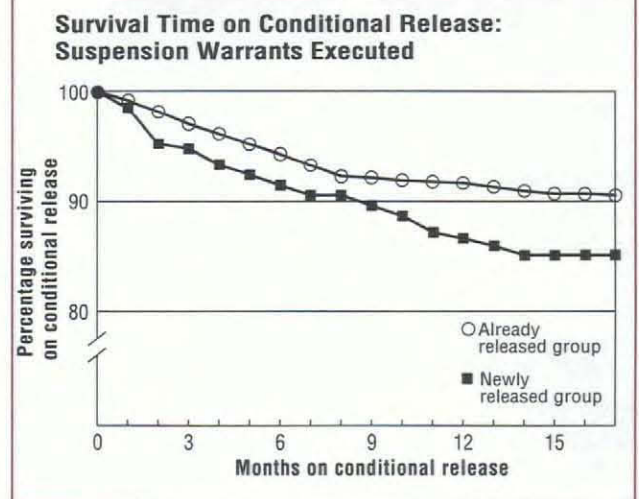
those already on conditional release at the time of the census.

Although both groups were issued suspension warrants at a continuous rate, the newly released sex offenders had their conditional release suspended significantly faster than those already on conditional release at the time of the census.

More specifically, the survival rate (not being issued a suspension warrant) at six months after release was 91.7% for the already released group and 82.8% for those newly released. At 12 months, these numbers had dropped to 86.1% for those already released and 74.6% for those newly released, and by the end of the study period they had dropped to 82.7% and 68.8%, respectively.

A similar pattern emerged when survival times for the two groups were compared in terms of suspension warrants being executed (see Figure 1). Once again, the survival time on conditional release was higher for the sex offenders who had already been released into the community (90.5% at the end of the study period) than for the newly released sex offenders (85.1% at the end of the study period).

Figure 1



Survival time and offender characteristics

Data on survival times and various offender characteristics were also analyzed for both groups. The following are general descriptions of several of the more important findings.

While the newly released sex offenders were more likely to be released on mandatory

supervision than on day or full parole, these offenders also had their conditional release suspended at a significantly greater and faster rate than the newly released sex offenders on day or full parole.

Unmarried sex offenders (in both groups) had their conditional release suspended at a greater and faster rate than their married counterparts.

Sex offenders with a history of sexual offending had their conditional release suspended at a greater and faster rate than first-time sex offenders. Further, sex offenders whose most recent offence was not sexual in nature but who had committed sexual offences in the past were just as likely (if not more so) to have their conditional release suspended as sex offenders with both a past and current history of sexual offending.

Along the same lines, sexual assaulters had the greatest and fastest rate of conditional release suspension (in relation to sex offence type) followed by paedophiles and then incest offenders. Further, sex offenders who used force and caused physical injury to female adult victims had the greatest and fastest rate of conditional release suspension (in relation to victim characteristics).

Sex offenders who had abused alcohol or drugs in the past or during their current sexual offence were also more likely to have their conditional release suspended and at a faster rate.

Finally, sex offenders identified as *high-risk/high-need* cases on the Community Risk/Need Management Scale were substantially more likely to have their conditional release suspended than *low-risk/low-need* cases. The Community Risk/Need Management Scale is a systematic approach used by the Correctional Service of Canada to assess the needs of offenders, their risk of reoffending, and any other factors that might affect their successful reintegration into the community.

Discussion

One limitation of this study was that it didn't address the reason(s) for the suspension of an offender's conditional release. Future investigations should do so. Another limitation was that it did not more fully explore the effects of sex offender treatment on survival time. A focused look at the effect of treatment on conditional release suspension should consider the differential impact of various treatment

programs (such as cognitive-behavioural or pharmacological), institutional versus community-based treatment programs, and relapse-prevention programs.

Nevertheless, the results of this investigation indicate that both static (such as sex offence history) and dynamic (such as employment or substance abuse) factors play an important role in sex offenders' conditional release outcome. Further, it would seem that risk/need factors commonly associated with the general offender population also apply to the sex offender population. However, there are certain risk factors (such as victimization patterns) uniquely related to the supervision of sexual offenders.

This suggests that a systematic approach to assessing and reassessing a sex offender's needs, coupled with an awareness of sexual preferences (age and gender) and sex offence history, can improve the community supervision of sex offenders. ■

Nevertheless, the results of this investigation indicate that both static (such as sex offence history) and dynamic (such as employment or substance abuse) factors play an important role in sex offenders' conditional release outcome.

¹ Research and Statistics Branch, Correctional Service of Canada, 4B-340 Laurier Avenue West, Ottawa, Ontario K1A 0P9.

² For more detailed information, please consult the complete report: L.L. Motiuk and S.L. Brown, *Survival Time Until Suspension for Sex Offenders on Conditional Release* (Ottawa: Correctional Service of Canada, 1993), Report 31.

Offender needs identification and analysis in community corrections

by L.L. Motiuk¹ and Shelley L. Brown¹

Research and Statistics Branch, Correctional Service of Canada

Systematic assessment of offender needs, their risk of reoffending, and any other factor that could affect successful offender reintegration into the community is a major component of both the Correctional Service of Canada and National Parole Board standards for conditional release supervision. In fact, this emphasis on ensuring that criminogenic needs drive community-based programming and service delivery has evolved into the Correctional Service of Canada Correctional Strategy.

As such, an Ontario Region working group recently adopted and adapted the Case Needs Identification and Analysis portion of an offender intake and assessment project (in development at the time and currently being implemented) for use in community corrections.

The process combines criminal risk assessment with the identification and analysis of seven offender need areas or criminogenic factors (employment, marital/family, associates/social interaction, substance abuse, community functioning, personal/emotional orientation, and attitude) in an attempt to capture all relevant "criminal history risk" and "case need" information.

A pilot test of this community-based Case Needs Identification and Analysis process was recently conducted in all Ontario Region parole offices and private-sector agencies. This article examines the validity of this enhanced case-management approach to offender needs identification and analysis in community corrections.²

Research method

A sample of 573 federally sentenced male offenders who were released from institutions in Ontario Region over a six-month period was gathered for this study (31 female offenders were also examined, but the small sample allowed for only descriptive analysis). As expected,

the largest proportion of releases came out of Ontario Region's Central district (55%), followed by the Eastern and Northern district (26%) and the Western district (19%).

The pilot testing reconfirmed that case manager assessments of risk (based on the offender's criminal history) can predict conditional release outcome. The conditional release suspension (within six months) rate for low-risk cases was substantially lower (12%) than for high-risk cases (31.3%), and this difference was statistically significant.

Twenty-two of the conditional release sites were Correctional Service of Canada parole offices (including one community correctional centre), while seven were private agency offices (Elizabeth Fry Society, John Howard Society and the Salvation Army). More specifically, the majority of cases were under the direct supervision of the Correctional Service of Canada, with about 16% under the supervision of a private agency.

The conditional release suspension rates calculated for this study represent the suspension of an offender's conditional release for any reason.

Risk assessment

To determine a level of criminal risk, case managers rely on either the National Parole Board's risk assessment, the Statistical Information on Recidivism Scale, or their own judgment of criminal risk based on a thorough review of the offender's criminal record. In this male release sample, 53% of the offenders were classified as low-risk and 47% as high-risk cases.

The pilot testing reconfirmed that case manager assessments of risk (based on the offender's criminal history) can predict conditional release outcome. The conditional release suspension (within six months) rate for low-risk cases was substantially lower (12%) than for high-risk cases (31.3%), and this difference was statistically significant.

Need assessment

An assessed level of need is simply the compilation of case manager judgments into one of three categories: low-need, medium-need or high-need. In this male release sample, case managers assessed 44.8% of the offenders as medium-need, 28% as low-need and 27.3% as high-need cases.

The pilot testing identified a relationship between level of need and the outcome of conditional release, replicating the findings of earlier research. The offenders assessed as low-need cases had the lowest conditional release suspension rate (11.7%), followed by medium-need cases (19%) and substantially apart from the high-need cases (33.8%). These differences were also statistically significant.

Risk/need assessment

A risk/need assessment combines the risk and need assessment levels of offenders. It is noteworthy that the percentage distribution of males assessed as *low-risk/low-need*, *low-risk/medium-need* and *high-risk/high-need* were roughly equivalent (24.3%, 26.7% and 25.2%, respectively) and accounted for the majority of the sample.

The offenders assessed as *high-risk/high-need* were four times as likely to have their conditional release suspended as those assessed as *low-risk/low-need* (see Table 1). Specifically, more than one third (36.7%) of the offenders assessed as *high-risk/high-need* had their conditional release suspended within six months of their initial assessment, compared with just 9% of those

Table 1

Risk/need level	Cases	Conditional release suspended
Low-risk/low-need	24.3%	9.0%
Low-risk/medium-need	26.7%	15.7%
Low-risk/high-need	2.2%	0
High-risk/low-need	3.5%	31.6%
High-risk/medium-need	18.2%	24.0%
High-risk/high-need	25.2%	36.7%

assessed as *low-risk/low-need*. In a nutshell, the combination of case manager assessments of risk and need improved the accuracy of predicting which offenders were most likely to succeed or fail on conditional release.

Identified needs

As mentioned, the community-based Case Needs Identification and Analysis identifies and analyzes seven key offender need areas: employment, marital/family, associates/social interaction, substance abuse, community functioning, personal/emotional orientation, and attitude.

Statistical analyses revealed that all seven need areas were significantly related to an offender's likelihood of succeeding or failing on conditional release (see Table 2).

Table 2

Need areas	Offenders with need	Suspension within four months	Significant statistical relationship
Employment	47.6%	27.9%	<0.001
Marital/family	43.5%	25.7%	<0.01
Associates/social interaction	41.8%	28.9%	<0.001
Substance abuse	53.1%	26.3%	<0.001
Community functioning	28.9%	30.3%	<0.001
Personal/emotional orientation	44.9%	26.9%	<0.01
Attitude	23.3%	36.1%	<0.001

More specifically, some of the factors (within these broad categories) found to be important in predicting an offender's failure on conditional release were a lack of education, unstable job history, marital problems, poor family functioning, criminal associations, poor financial management, weak cognitive skills and antisocial behaviour.

However, variables such as a learning disability, physical impairment, physical or sexual abuse as a child, social isolation, assertiveness, health, self-presentation, sexual dysfunction and

mental deficiency were found to be unrelated to an offender's conditional release outcome.

Interestingly, case manager ratings of offender motivation to address identified needs in the marital/family, associates/social interaction, community functioning, personal/emotional orientation and attitude areas were predictive of conditional release outcome. In other words, the less motivated the offenders were rated in these areas, the more likely they were to have their conditional release suspended.

Discussion

The pilot testing of the community-based Case Needs Identification and Analysis process revealed that static (such as criminal history) and dynamic (such as employment or substance abuse) factors continue to play an important role in the successful reintegration of offenders into the community. It would seem that this systematic approach to offender risk/need assessment can be used effectively to determine the intensity of supervision required for each offender by capitalizing on case managers' professional judgment of criminal risk and offender needs.

As well, this tool can provide a useful means of monitoring changes in an offender's behaviour, attitudes and circumstances related to release outcome. More important, the Case Needs Identification and Analysis process can provide

More important, the Case Needs Identification and Analysis process can provide important targets for community intervention. If criminogenic needs can be effectively targeted, then appropriate programming applied to address them should reduce the likelihood of reoffending.

important targets for community intervention. If criminogenic needs can be effectively targeted, then appropriate programming applied to address them should reduce the likelihood of reoffending.

The Case Needs Identification and Analysis process was instituted as a labour-intensive pencil-and-paper exercise. However, the process lends itself well to full automation and has been transformed into a computer-based offender assessment system. This automated approach to offender assessment allows for standardized risk/need assessment reports, easy production of correctional plans and progress summaries, and the creation of valuable databases.

The focus of the Case Needs Identification and Analysis process has, therefore, shifted from a correctional strategy exercise of simply surveying offender needs to an enhanced community offender-management strategy. ■

¹ Research and Statistics Branch, Correctional Service of Canada, 4B-340 Laurier Avenue West, Ottawa, Ontario K1A 0P9.

² For more detailed information, please consult the complete report: L.L. Motiuk and S.L. Brown, *The Validity of Offender Needs Identification and Analysis in Community Corrections* (Ottawa: Correctional Service of Canada, 1993), Report 34.

Coming up in *Forum on Corrections Research*...

The theme of the January issue of FORUM is "Young Offenders and Corrections." Future 1995 issues will focus on "The Family Side of Corrections" and "Offender Treatability."

An improved risk-assessment process: Ontario Region's Community Offender Management Strategy

by Craig Townson¹

Area Director, Western Ontario District, Correctional Service of Canada

The Correctional Service of Canada's 1991 Correctional Strategy requires the Service to ensure that offenders receive the most effective programming at the most appropriate point in their sentence to allow them to serve the greatest possible portion of their sentence successfully in the community. The strategy also requires that effective programs and supervision techniques be in place in the community to assist and support offenders.

In January 1992, representatives from the three Ontario parole districts met as a regional committee to plan Ontario Region's community corrections response to the Correctional Strategy. The group was made up of informatics specialists, community development officers, psychologists, area directors, and representatives from National Headquarters' Research and Statistics Branch and Case Management Division. The result was the Community Offender Management Strategy.

This article provides a chronological overview of the creation and implementation of the Community Offender Management Strategy, as well as a brief description of how it operates.

A starting point...

The Correctional Strategy recognizes that the Correctional Service of Canada must systematically review offender needs and then offer appropriate and effective programming to meet those needs on a prioritized basis. Therefore, data collection focusing on the needs of conditionally released offenders is a necessity.

Existing 1992 file documentation (such as the Force-field Analysis of Needs and the Community Risk/Need Management Scale) did not capture the kind of information the Service

needed to make decisions about appropriate interventions. For example, a rating of *high* in the employment section of the Community

Risk/Need Management Scale does not indicate whether the problem is connected to education, vocational skills, poor work history or poor on-the-job interpersonal skills.

Fortunately, another Correctional Strategy project, the Offender Intake Assessment Process, did offer a sufficiently comprehensive information-gathering and assessment system. A key component of this offender admission process is the Case Needs Identification and Analysis process, which examines seven need domains: 1) employment, 2) marital/family, 3) associates/social interaction, 4) substance abuse, 5) community functioning, 6) personal/emotional orientation, and 7) attitude. Unlike the Community Risk/Need Management Scale, each area of need has a variety of indicators to help identify the specific nature, relevance and extent of each need, thereby providing a better basis for intervention.

The regional committee adopted this model, but with a reduced set of indicators focusing on the areas of need that community case-management intervention could best respond to. A list of intervention options was then

set out for instances where the level of need warranted intervention.

The next step

A "tool" was subsequently designed along these lines and briefly field tested in anticipation of

The Correctional Strategy recognizes that the Correctional Service of Canada must systematically review offender needs and then offer appropriate and effective programming to meet those needs on a prioritized basis. Therefore, data collection focusing on the needs of conditionally released offenders is a necessity.

full implementation in April 1992. The intent was to have parole officers collect and update the needs data twice a year with the data to be collected and then entered into a computer program for statistical analysis.

However, feedback from some parole officers suggested a more striking possibility. With modifications, the Case Needs Identification and Analysis process could become a comprehensive case-management instrument that would allow for the assessment of both risk and needs, the development of a correctional plan flowing directly from this assessment, and the opportunity to provide a narrative overview of progress. The entire process could be captured in one computer software package that parole officers could use directly, bypassing the extra data-entry stage.

This integrated approach would make it easier to collect needs data for program planning and would allow for direct input by the parole officer, and computerization would organize and present the data as a report. Reassessments and the development of new correctional plans would also become less time consuming, as the software would retain as default values the information from previous assessments or plans. Therefore, changes would only have to be made where needed.

Implementation

National Headquarters quickly approved this new approach on a pilot-project basis. The Western Ontario Parole District informatics specialist submitted a computerized version for testing in a few offices in late October 1992. Several improvements later, the newly named Community Offender Management Strategy (COMS) was implemented in April 1993.

One-day training sessions were conducted in each community parole office and community correctional centre, over the course of three months, focusing on risk assessment and the goals of the Correctional Strategy. Parole

officers also received individual instruction, using actual case files. The parole offices began using the software immediately after their training session.

Parole supervisors were told during training (and after) that the program would be modified in response to user feedback, and there has been a steady stream of modifications to the process and report design — almost all resulting from suggestions and criticisms passed on by parole supervisors. This responsiveness to user needs has dramatically improved the product within a very short time.

The process provides a simple and compelling method for systematically reviewing relevant offender needs and criminal history and then producing an overall offender risk rating related to the required minimum frequency of contact with the offender.

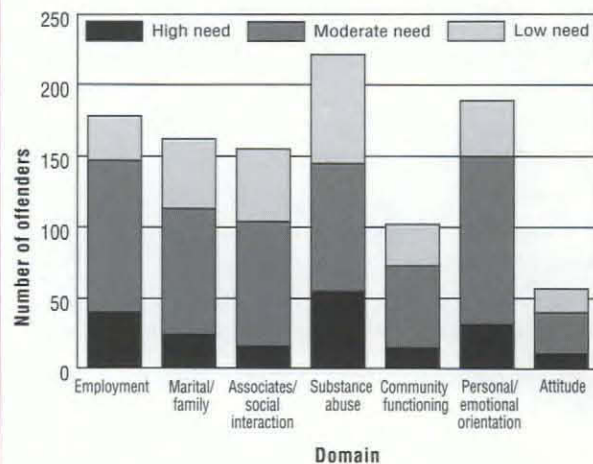
What's next?

An evaluation of the project is currently under way. A questionnaire measuring user acceptance has been completed, and a focus group of parole officers from across Ontario Region has

Parole supervisors were told during training (and after) that the program would be modified in response to user feedback, and there has been a steady stream of modifications to the process and report design — almost all resulting from suggestions and criticisms passed on by parole supervisors.

Figure 1

Identified Need Levels by Domain for Offenders Under Supervision in the Western Ontario District (for whom COMS data are available)



been assembled to review the program. Data from each completed assessment have also been downloaded from every parole officer's computer for future statistical analysis.

In the interim, the data have been profiled in a variety of spreadsheet tables, graphs and charts (for one example, see Figure 1). Eventually, area directors will be able to routinely generate the same kind of reports for their individual offices by downloading **their** data, using a specifically designed utility program.

The program evaluation will also look at a Research and Statistics Branch study that examined the validity of the Case Needs Identification and Analysis process and validated previous findings that there is merit in systematically assessing and re-assessing offender risk and need (see previous article).² The study found all seven need domains to be significantly correlated with conditional release outcome.

Discussion

For all of its effectiveness and predictive power, the Community Risk/Need Management Scale was due for revision. Fortunately, the preparatory work had already been accomplished in the Case Needs Identification and Analysis process.

The judgment of case-management officers remains critical to the Community Offender Management Strategy, but by incorporating the specific nature of relevant needs, guidelines for rating risk are on a firmer basis than before.

Perhaps even more important, a direct link between assessment of risk and what to do about it has been forged. Once a need for intervention has been determined, the parole officer is expected to choose, from a standardized list, intervention(s) appropriate to the identified needs. The parole officer then uses these recommended interventions as the basis for a correctional plan — the final outcome of the process.

The Community Offender Management Strategy has also laid the groundwork for a common assessment language for use from the beginning of an offender's sentence to their last day on conditional release. When offenders'

circumstances change, which is the whole point of the correctional enterprise, it will be against a backdrop of assessments that consistently refer to the same problems and build on one another in a logical fashion.

The resulting data may ultimately be used in many ways, but the original goal of the Correctional Strategy remains paramount. Particular and general information about offender needs is being generated, along with the recommended interventions to meet those needs. Area office, district office, and even regional office "roll-up data" can then provide a firm basis for allocating precious resources.

Despite its apparent value, it is still too early to judge the project an unqualified success. Some parole supervisors are still struggling with computers, and the initial assessment is time consuming, even for those with strong keyboard skills. However, it is important to note that the success to date has been the result of a fortuitous mix of community field practitioners with a blend of interests and experience, the involvement of key players at both national and regional

headquarters, and an uncompromising desire to introduce a product to meet the needs of everyone affected.

We would be wise to continue to follow this formula in the future. ■

Perhaps even more important, a direct link between the assessment of risk and what to do about it has been forged. Once a need for intervention has been determined, the parole officer is expected to choose, from a standardized list, intervention(s) appropriate to the identified needs.

¹ Craig Townson, Area Director, Western Ontario District Office, 457 Richmond Street, Suite 401, London, Ontario N6A 3E3.

² L.L. Motiuk and S.L. Brown, *The Validity of Offender Needs Identification and Analysis in Community Corrections* (Ottawa: Correctional Service of Canada, 1993), Report 34.

Learning to better predict the future: National Parole Board risk-assessment training

by Jean Sutton¹

Senior Advisor on Professional Standards and Development, Board Member Training and Development Division, National Parole Board of Canada

Social scientists continually strive to perfect their ability to predict future criminal behaviour. Perfection has not yet been achieved, but a growing body of research and literature is increasing the reliability of such predictions.

This research has been greatly advanced by meta-analytic reviews of controlled outcome studies. These systematic quantitative reviews have increased our knowledge of the effectiveness of various treatments and controls in reducing recidivism. In other words, some statistical evidence now points to "what works" in preventing the recurrence of an offender's criminal behaviour.

This article describes how these advances in predicting criminal behaviour were translated into a comprehensive three-day National Parole Board risk-assessment training course. The course was presented by various teams of academics and practitioners to all full-time and part-time Board members (and Board operational staff) in each regional office across the country during the 1993-1994 fiscal year.

What is the National Parole Board?

The National Parole Board, like the Correctional Service of Canada, is an agency of the Ministry of the Solicitor General of Canada. The Board is an administrative tribunal with the exclusive authority to grant or deny parole, to terminate or revoke parole and statutory release, and to detain offenders eligible for statutory release. In 1992-1993, the Board made 34,555 conditional release decisions.

The Board also makes decisions on whether to issue, grant, deny or revoke pardons under the *Criminal Records Act* and can also make clemency recommendations to Parliament. In 1992-1993, the Board processed 25,249 pardon cases.

The Board has authority over the parole and statutory release processes for offenders in federal and territorial institutions and offenders in provincial institutions (which normally house offenders serving sentences of less than two years) — except in Quebec, Ontario and British

Columbia, which maintain their own provincial parole boards.

The Correctional Service of Canada is responsible for administering offender sentences of two years or longer. This responsibility includes the management of correctional institutions and the supervision of offenders in the community. The National Parole Board relies on the Service to prepare reports and recommendations on the cases that come before the Board and to ensure that release conditions set by the Board are met.

The first step: Cooperation

In early 1993, the National Parole Board began discussions with the director of the Correctional Service of Canada's Research and Statistics Branch about the possibility of bringing the recent developments in research on predicting criminal behaviour together into a training package. The consultations quickly expanded to include regional representatives from the National Parole Board and the Correctional Service of Canada, as well as various Canadian academics and representatives from the Ministry Secretariat.

Only through the extensive cooperative efforts of these partners was the Board able to deliver the first stage of this comprehensive training package during the 1993-1994 fiscal year. Further, the experts in criminal justice research actually delivered the training and their personal knowledge and experience added enormously to its effectiveness.

An overview of National Parole Board training

The National Parole Board is a citizen's board, which represents and serves the community. Board members bring diverse backgrounds, skills, experiences and knowledge to the

challenge of conditional release decision making. To support its members in meeting this challenge, the Board provides them with continual training on all aspects of the decision-making process, risk assessment and risk management.

After two initial orientation sessions, there is an assessment to identify further training needs and the action that will assist in the member's further development. Board members require continual training and development to keep abreast of changes in law, policies and procedures, of new information on risk assessment and management, and to generally improve performance.

The Board also involves its members in periodic team projects, planning sessions, and a range of formal and informal learning opportunities.

Risk-assessment training

Board members must be aware of, and understand, the most recent behavioural science research on criminal behaviour and risk assessment, as risk assessment is central to the Board's decision making.

More specifically, the *Corrections and Conditional Release Act* requires the Board to distinguish different types of offenders and their risk. The Act's accelerated review and detention provisions require decision makers to specifically assess whether an offender may commit a violent offence after release.

Therefore, Board members need to be aware of the tools and research available to support an assessment that an offender is at risk of **violent** reoffending.

The risk-assessment training package focused, therefore, on how current research, theory and opinion in the human and social sciences can assist in National Parole Board decision making relating to risk management and risk reduction. The overall objective was to provide cohesive and basic information about risk assessment, risk prediction and risk management based on current theory, research results and practical experience.

The training package consisted of seven sessions. The first session examined theories of criminal behaviour that have influenced (and still do) correctional policy and the assessment of criminal behaviour.² The second session identified specific correlates, predictors and cues of criminal behaviour and defined how they relate to risk assessment.³ This session also discussed certain risk-assessment procedures that aid decision making. The third session examined the results of research on the effects of incarceration and of interventions or lack of interventions during incarceration.⁴ The next three sessions looked at the identification of risk factors and at risk-assessment and management issues for specific groups of offenders.⁵ The final session drew on the information covered in the previous sessions and demonstrated how the same elements are relevant to continual reexamination of risk while offenders are serving part of their sentence in the community.⁶

The risk-assessment training package focused, therefore, on how current research, theory and opinion in the human and social sciences can assist in National Parole Board decision making relating to risk management and risk reduction.

General approach

The training was heavily influenced by a general social-psychological perspective on criminal conduct. Four basic assumptions of this approach were defined during the opening session:

- Criminal behaviour is, for the most part, learned behaviour.
- The learning of criminal behaviour follows the same principles as the learning of any other behaviour.
- The major principles of learning are those identified in the laboratories.
- Behaviour results from the interaction of environmental factors (rewards and penalties for behaviour) and personal factors.

Much of the material shared during the three days of training built on these principles. Further, research has demonstrated that predicting future criminal behaviour is difficult. Therefore, to make the most reliable predictions, decision makers must be able to conduct assessments of five key areas of an offender's situation:

- behavioural history;
- the immediate situation;
- mental and emotional outlook favourable to criminal activity;
- pro-criminal social supports; and
- other personal factors, including level of development, self-regulation, problem-solving skills, impulsivity and callousness.

In a nutshell, the general approach is that many conditions shape and support criminal behaviour, so comprehensive assessments of offenders are required.

Further, while past behaviour can still be linked to probable future conduct, this is a static factor that does not change. If the system hopes to change offenders, it needs to target factors that are good candidates for change. Research has identified various dynamic risk factors that, if treated successfully, can reduce recidivism. Specific treatment must, therefore, be tailored to the individual offender, targeting the offender's particular problems, and the offender must be monitored systematically to reveal any changes in his or her level of risk.

However, this does not imply that risk/need assessments and knowledge of program participation can yield perfect predictions of recidivism. The training also reinforced the awareness that even the best predictors are empirical generalizations yielding less than perfect results. The training instructors, therefore, also focused on professional judgment, repeatedly emphasizing the need for accurate, timely information gathered from many collateral sources. The instructors emphasized that decision makers have a responsibility to look critically at all information, to question the quality of all analyses, and to consider any potential bias. While research and expert opinion clearly aid in the decision-making process, neither can replace the independent and professional exercise of judgment.

Where do we go from here?

No single training session or package of materials can or should be considered sufficient. This course simply could not cover every issue

or question that might arise in the practice of risk assessment. The course did, however, provide a reasonable and consistent base of knowledge that Board members can use. The information and principles covered by these risk-assessment training sessions will also be further developed through future training.

To that end, the risk-assessment training package is being incorporated into the Board's orientation training, and workshops are being developed to apply the principles and theories of risk assessment to case reviews. The Board Member Training and Development Division is also working with various academics and practitioners to develop further sessions on risk assessment for special offender groups, and the Board is attempting to determine how the hearing process can be most effectively used as a risk-assessment tool.

In a nutshell, the general approach is that many conditions shape and support criminal behaviour, so comprehensive assessments of offenders are required.

It is clear that the risk-assessment training course has set the tone and direction for ongoing professional development. This type of training, building on a strong interdisciplinary research base, can only enhance the Board's professionalism in carrying out its legislative responsibilities. ■

¹ National Parole Board, 9E-340 Laurier Avenue West, Ottawa, Ontario K1A 0R1.

² J. Bonta, National Parole Board risk-assessment training course, Session I: "Explanation of criminality."

³ L.L. Motiuk, National Parole Board risk-assessment training course, Session II: "Prediction and classification."

⁴ D. Andrews, National Parole Board risk-assessment training course, Session III: "Impact of incarceration and intervention."

⁵ T. Leis, T. Nicholaichuk and R. Menzies, National Parole Board risk-assessment training course, Session IV: "Management and treatment of offenders with mental health problems"; S. Williams and S. Swanson, National Parole Board risk-assessment training course, Session V: "Management and treatment of sex offenders"; J. Ogloff, National Parole Board risk-assessment training course, Session VI: "Prediction of violent reoffending."

⁶ D. Andrews, National Parole Board risk-assessment training course, Session VII: "Supervision/management aspects of conditional release."

Community-based treatment of aboriginal sex offenders: Facing realities and exploring possibilities

by Lawrence Ellerby¹

Clinical Coordinator, Forensic Behavioural Management Clinic, Native Clan Organization

In Canada, there has been ongoing discussion and debate about the appropriateness of, and need for, culturally relevant correctional treatment programs for aboriginal offenders. Opinions vary from assertions that clinical treatment programs fail to meet the needs of aboriginal offenders to arguments that target behaviour should be the focus of treatment — cultural issues, like religious and political issues, should not play a role in the treatment process.

Are aboriginal offenders different from non-aboriginal offenders? If so, should programming for aboriginal offenders reflect these differences? In what ways should programming be developed or modified to meet these different needs?

The Native Clan Organization's Forensic Behavioural Management Clinic is an offender assessment and treatment program that provides services for both aboriginal and non-aboriginal offenders. We have considered these questions and, over the evolution of the program, have strived to address them in a manner enhancing the clinic's ability to provide appropriate interventions for all individuals in the program.

The realities

While sex offenders typically have a multitude of deficits that both directly and peripherally contribute to their inappropriate sexual behaviour, there appear to be distinct differences between the aboriginal and non-aboriginal offenders who have participated in the Forensic Behavioural Management Clinic's community-based and institutional sex offender treatment programs.

Aboriginal offenders have more frequently presented issues of abandonment, displacement, racism, and an absence of or confusion about personal identity than non-native offenders. As well, aboriginal program participants have tended to have problems related to chronic exposure to, and histories of, maltreatment (verbal, physical,

sexual, emotional and psychological), substance abuse (alcohol, drugs, solvents), and poverty and death (due to illness, suicide and violence).

They have also tended to be more disadvantaged in their education, employment skills and history, financial position and social supports (compared with our non-aboriginal clients).

Therefore, reintegration of aboriginal offenders into the community has tended to be far more difficult (particularly if the offender is from a rural or remote area and is released into the city), and successfully completing conditional release has been more challenging. Making matters more formidable, the aboriginal participants in the program have engaged in significantly more aggressive sexual behaviours and have lengthier histories of violent and criminal behaviour than our non-aboriginal offenders.

Why culturally relevant programming?

Recidivism data on individuals who have completed the clinic's community-based sex offender treatment program disclose no differences between aboriginal and non-aboriginal recidivism rates. This suggests that all of the clinic's clients received similar benefits from treatment, regardless of racial or cultural differences.

However, closer examination of the data indicates that aboriginal offenders were significantly less likely to complete the program. They were also more likely to have their parole suspended for breaching National Parole Board conditions (such as abstaining from alcohol), more likely to re-offend (sexually and nonsexually) while in treatment, and more likely to drop out of treatment after their sentence expires (see Table 1).

Aboriginal offenders have more frequently presented issues of abandonment, displacement, racism, and an absence of or confusion about personal identity than non-native offenders.

Table 1

Cross-cultural Comparison: The Forensic Behavioural Management Clinic's Community-based Treatment Program (1987-1994)

	Completed treatment		In progress	
	Native	Non-native	Native	Non-native
Entered treatment	36%	64%	53%	47%
Terminated	4%	3%	5%	0
Dropped out	19%	8%	0	0
Suspended	16%	2%	24%	0
Recidivated (while in treatment)				
Sexual	15%	0	0	0
Nonsexual	4%	3%	0	0
Completed treatment	42%	84%	N/A	N/A
Recidivated (post treatment)*				
Sexual	0	0	N/A	N/A
Nonsexual	4%	2%	N/A	N/A

Note: N/A = not available
* Nine months to 4 years after treatment completed.

Clearly, something more was needed to help aboriginal offenders invest in the treatment process and stay in the program. Ceremonial healing was, therefore, incorporated into the treatment program. Traditional healing provides aboriginal offenders with an opportunity to learn about or to continue to participate in their native culture and spirituality and helps them develop a clearer sense of self-identity, pride and belonging. Incorporation of ceremonial healing also demonstrates a recognition of, and respect for, aboriginal culture and spirituality on the part of the treatment providers.

Overall, it was hoped that integrating treatment and ceremonial healing would help aboriginal offenders address their offending and develop the insight and skills necessary to avoid or manage the factors that place them at risk of re-offending.

A realistic sensitivity to cultural differences

While an appreciation for and sensitivity to cultural differences and the inclusion of healing ceremonies sound promising, it would be naive to believe that this approach has relevance to, or will be accepted by, all aboriginal offenders.

Cultural homogeneity should not be assumed, and there must be a recognition that native

people are at various stages of adaptation — from acceptance of a traditional aboriginal culture to assimilation into non-native Canadian culture. The type of cultural experiences native offenders have been exposed to, and have adhered to, will greatly influence their attitudes, beliefs, style of presentation and interest in traditional healing.

It is, therefore, crucial that clinicians providing assessment and treatment services for aboriginal sex offenders also assess cultural adherence. Sex offenders are known to frequently deny, minimize, rationalize, justify and distort their personal responsibility and the seriousness of their offending behaviour. They can also be resistant, manipulative and controlling. As a result, clinicians must be able to assess and discriminate between cultural issues and manipulation.

For example, while clinicians must understand differing styles of presentation (such as limited eye contact, difficulty with English, soft voice tone, and lengthy pauses in responding to questioning) and assess them in the appropriate context, they must also recognize that these same behaviours are at times used by aboriginal offenders as manipulation or defence techniques. However, these defences do tend to fade and lose significance if the offender becomes comfortable with, and invests in, the treatment process.

Incorporating native healing into sex offender therapy

Perhaps the toughest task is determining how to integrate native healing into the program's existing cognitive-behavioural, relapse-prevention model. Unfortunately, most programs have tended to take an "all or nothing" approach. For example, there are both new relapse-prevention programs and aboriginal healing programs (primarily on reservations) operating in Manitoba communities. While the two types of programs share the common goal of attempting to reduce recidivism by providing treatment or healing to offenders, they differ greatly in their approaches, and clinicians in both types of programs have tended to resist learning from each other.

The “comprehensive” sex offender programs include what is considered state-of-the-art sex offender treatment modules, but they fail to recognize or consider the potential benefits of incorporating aspects of native healing in the treatment process. The aboriginal programs, on the other hand, are based on native healing circles and have tended not to incorporate typical offender-specific treatment modules, such as those addressing offence cycles (emotions, deviant sexual fantasy, cognitive distortions, planning and commission of the offence), arousal modification, risk factors, victim or survivor empathy, and control plans.

The integration of native healing concepts and sex offender therapy, therefore, has been and continues to be an evolutionary process.

From the start of the Forensic Behavioural Management Clinic’s treatment program in 1987, we were aware of a potential need for specialized services for aboriginal offenders. Once the treatment team became confident in our ability to provide sex offender treatment we began searching for new and creative ways to deliver treatment services to aboriginal offenders.

The initial step in incorporating traditional healing was to include native elders as adjunct members of the clinical team. The elders provided information about native healing, identified the necessary components that could be incorporated in treatment, and provided guidance on integrating them into the therapeutic process.

The elders also started to deliver services, performing healing ceremonies and providing spiritual counselling to individual offenders.

The clinic currently offers both aboriginal and non-aboriginal offenders the opportunity to participate in pipe ceremonies, in sweat lodge ceremonies followed by a feast, and in smudging with sweetgrass prior to individual and group

therapy sessions and to hold an eagle feather when disclosing their personal and offending histories. As well, those offenders participating in the native healing component of the program are presented with a medicine bundle by an elder.

The initial step in incorporating traditional healing was to include native elders as adjunct members of the clinical team. The elders provided information about native healing, identified the necessary components that could be incorporated in treatment, and provided guidance on integrating them into the therapeutic process.

A new direction

Aboriginal people have used healing ceremonies to cope with their problems for thousands of years. For us to fail to recognize the value and potential of this healing would be a loss to ourselves, to the offenders we treat, and to the communities that these men are released into.

It is too early to determine whether the inclusion of healing ceremonies will have a positive effect on the number of aboriginal offenders who complete the treatment program and on recidivism rates. However, the response from offenders who have participated in traditional healing suggests that we are realizing our goals of demonstrating a recognition and respect for the traditional healing process, enhancing the offender’s sense of identity, and, most important, making the treatment process more meaningful for aboriginal offenders.

Hopefully, this means that the combination of cognitive-behavioural therapy and the spiritual healing of the aboriginal community has potential as a powerful healing and treatment tool for aboriginal offenders. ■

¹ Forensic Behavioural Management Clinic, Native Clan Organization, 203-138 Portage Avenue East, Winnipeg, Manitoba R3C 0A1.

Conditional release supervision standards revisited: An examination of compliance in Ontario Region

by *Fred Luciani*¹

*Assistant Regional Administrator, Community Corrections, Ontario Region,
Correctional Service of Canada*

The 1990 introduction of the Correctional Service of Canada conditional release supervision standards marked an important milestone in the evolution of parole supervision of federal offenders.²

The standards affirm many traditional supervision practices but transform these procedures into publicly acknowledged performance criteria. They introduce standardized methods of risk assessment and case planning, promote uniform decision making, and clearly define areas of discretion.

In addition, the standards restructure the task of supervision to address growing public safety concerns and to reflect the reinforced risk-management perspective outlined in the (then) recently released Correctional Service of Canada Mission Statement.

Perhaps most important, the standards clarify personal, collective and corporate responsibility for neglect or omission in conditional release supervision. Publicly acknowledging performance standards is the initial step in improving the Service's craft and accountability. The application of standards, subsequent critical review and sanction, and collective responsibility for competency are vital to preserving the integrity of supervision and promoting a professional ethic.

This article examines in detail a recent review of Ontario Region's compliance with these standards — one way of encouraging the competent application of standards and, therefore, of promoting good supervision.

Method of review

The first nationwide review of the Correctional Service of Canada conditional release supervision standards was conducted by the Audit and Investigation Section of National Headquarters in 1992.³ This review prompted a further examination of compliance with these standards in Ontario Region.

The Ontario Region review exercise consisted of four separate audits of the 40 case-management-related standards examined in the National Headquarters review.⁴ The review was undertaken by audit team leaders, two area directors, and the director of a community correctional centre.

An audit inventory was created and compliance criteria were set for each standard (in accordance with the nationally established protocol).⁵

The audit was essentially a detailed file review, with follow-up discussions with relevant staff where necessary. A random sample of direct, active cases was selected from each of the supervision offices, and results were tabulated in a computer spreadsheet that produced immediate compliance ratings at the office and case level. Overall compliance ratings were also determined for the region and its districts, as was the distribution of cases by compliance level.

The four audits were conducted at 6-month intervals over an 18-month period. The first audit, conducted by the local supervision managers, was a "self-audit" of randomly selected cases. This was followed by an independent re-audit by four audit team leaders. Twenty-six trained case-management officers (selected from both community and institutional operations) then assisted the independent auditors in both a follow-up audit and a final audit.

It was agreed that factors that could hamper full compliance with the standards (such as some standards not being under the control of an office under review and the potential for auditor error) should be considered in judging the compliance ratings. Therefore, while Correctional Service of Canada policy expects full compliance, it was agreed that office compliance ratings of 90% or higher would be considered "full compliance" with the standards, as would ratings of 75% or higher for individual cases.

Does Ontario Region meet the standards?

A total of 1,077 offender files were examined in the four audits. The individual audit samples represented between 14% and 22% of the potential candidates for each of the audits. The sample was drawn from 19 supervision offices, three

community correctional centres, and the Team Supervision Unit. The number of files sampled from each district was proportionate to that district's percentage of active files in Ontario Region.

The regional and district compliance ratings on the self-audit were all in the low- to mid-80% range, but these numbers fell dramatically on the re-audit conducted by the independent auditors (see Table 1). All but five of the area offices had their ratings fall, many significantly enough to raise serious questions about the value of self-auditing.

In fact, the dramatic drop in all three districts' compliance ratings after the self-audit raised concerns about the priority given to the standards, the interpretation of the standards, and local quality assurance and accountability. In response to these concerns, Ontario Region senior management publicly and forcefully reasserted the Service's commitment to the standards and established accountability mechanisms. Audit team leaders also visited supervision offices to provide training, to correct misinterpretations, and to scrutinize office routines.⁶

Finally, and perhaps most significantly, a team of auditors representing community and institutional case-management officers was trained to participate in future audits. This was to provide front-line staff with consistent leadership in the interpretation of the standards, to acquaint them with audit practices, and to expose them to different office routines.

The impact of these strategies was immediately evident in the follow-up audit results. The regional rating improved by 15%, and district rating improvements ranged between 12 and 21%. At the local level, six offices reached the 90% competency level (compared with none in the re-audit), and while two offices did suffer marginal losses, the remaining 20 demonstrated compliance improvement of as much as 58%.

Having returned to their self-audit levels on the follow-up audit, regional and district compliance ratings continued to improve, falling just short of the 90% success mark on the final audit. The overall gain in regional compliance was 21%, and the district net gains ranged from a high of 26% in the Western district to a low of 15% in the Eastern and Northern district. In all cases, the sharpest increases occurred between the re-audit and follow-up audit.

At the local level, all offices increased their compliance rating after the re-audit, with 14 offices ultimately achieving ratings of 90% or higher and 5 others reaching the mid- to high-80% range.

Case-by-case analysis

Although the overall compliance results were largely encouraging, the credibility of conditional release supervision often hinges on the

sensational failure of one poorly managed case. Therefore, the distribution of cases by compliance rating was also examined (see Table 2). As mentioned, 75% was adopted as the minimum satisfactory rating of individual case compliance.

The proportion of cases failing to achieve the 75% compliance rating fell from 50% of the re-audit sample to 21% of the follow-up sample and to just 10% of the final audit sample. Although the number of cases failing to meet the minimum compliance standard is a concern, this number was significantly reduced.

At the same time, the proportion of the sample with a rating of 95% or higher rose from 3% in the re-audit to 20% in the follow-up audit to 42% in the final audit, with 16% of the final audit sample achieving 100% compliance.

Having returned to their self-audit levels on the follow-up audit, regional and district compliance ratings continued to improve, falling just short of the 90% success mark on the final audit.

Table 1

Region and District Compliance Ratings

District	Compliance rating				Net gain
	Self-audit (May 1992)	Re-audit (Nov. 1992)	Follow-up audit (May 1993)	Final audit (Dec. 1993)	
Western	85%	67%	88%	93%	26%
Central	81%	66%	80%	88%	22%
Eastern and Northern	86%	72%	84%	87%	15%
Regional average	83%	68%	83%	89%	21%
Number of cases	230	234	351	262	

Table 2

Distribution of Cases by Compliance Rating				
Compliance rating	Distribution of cases			Net gain or loss
	Re-audit	Follow-up audit	Final audit	
0-64%	35%	8%	4%	- 31%
65-69%	9%	6%	3%	- 6%
70-74%	6%	7%	3%	- 3%
75-79%	17%	11%	5%	- 12%
80-84%	12%	14%	7%	- 5%
85-89%	12%	21%	16%	+ 4%
90-94%	6%	15%	20%	+ 14%
95-99%	3%	15%	26%	+ 23%
100%	0	5%	16%	+ 16%
Number of cases	234	351	262	

Case-management components

The conditional release standards were also grouped into seven case-management components, and regional compliance with these components was examined (see Table 3).

Steady and substantial improvement occurred for five of these seven components, and the final compliance rating exceeded 90% for four of them. It is encouraging that components that engaged the offender in the case-management process (such as correctional plans, case work records and risk/need management) were among those with the highest ratings or those that underwent the most improvement.

Impact

The review indicates that major compliance gains were achieved at the regional and district levels and in nearly all supervision offices. However, measures must be taken to sustain compliance gains — complacency cannot be tolerated.

In general, the review reemphasized the importance of the standards. Support systems were reinforced to meet the interpretations of the standards established by the audit teams, and quality assurance and accountability structures were strengthened.

As well, the anxiety and frustration associated with failing to meet personal or corporate expectations have been replaced in many offices with a sense of confidence and pride in local achievements.

What works?

A number of keys to successful compliance with the standards also became apparent. The focus of successful offices was not only on achieving immediate compliance, although this was a compelling factor, but also on entrenching fundamental practices that would survive the exercise. Preparing for the audits was less of an issue for most successful offices because sound procedures were already more entrenched.

Offices that performed well were also invariably led by managers who established clear operational standards, routinely monitored work, and rejected substandard performance. Staff commented that knowing the work expectations and tolerance margins of their supervisors

contributed to meeting the standards and to a healthy office environment.

In addition, offices with a coordinated staff effort and collective focus on meeting the standards invariably made gains that may even have exceeded their compliance ratings.

To sustain gains, many of these recommended practices must be adopted and maintained. As well, periodic audits of randomly sampled files should continue, and competency criteria should be continually refined.

Table 3

Case-management Component Compliance				
Component	Compliance rate			Net gain or loss
	Re-audit	Follow-up audit	Final audit	
Receipt of information	75%	68%	74%	- 1%
Initial interview	67%	80%	83%	+ 16%
Standard profile	89%	97%	85%	- 4%
Correctional case plans	60%	84%	90%	+ 30%
Risk/Need Management Scale	77%	87%	93%	+ 16%
Case work records	65%	87%	93%	+ 28%
Sharing information with offenders	63%	80%	91%	+ 28%
All components	68%	83%	89%	+ 21%
Number of cases	234	351	262	

Parole supervision is a complex, skill-demanding endeavour, governed by publicly declared objectives and standards, and subject to vigilant public scrutiny. A body of knowledge and accepted practice has, and continues to evolve, and the audit exercises provided the opportunity to critically assess the release supervision standards. We must therefore re-orient our perspective of supervision to incorporate these principles and be prepared to continue to do so in the future.

Discussion

The operational demands of the standards are very specific. However, training relating to many of the day-to-day supervision tasks is haphazard. The audit team heard many requests for better training and even for refresher courses. A comprehensive training program and certification of competence would respond to these demands and would enhance the supervision process.

The audit team also found wide discrepancies between the resources and caseload demands of supervision offices and individual parole officers. While the relationship between resources and compliance is unclear, maintenance of the standards is, at least in part,

dependent on ensuring a more equitable distribution of resources and on accepting the resource realities of compliance with the standards.

Finally, the audit exercise provided the Correctional Service of Canada with the opportunity to refine traditional audit practices and to explore several unique and innovative methods that, among other things, were precise enough to target corrective action at the specific case, officer or office. In the words of one area director, the audit process was "transparent ... there was no place to hide." The adaptability of audit methods should, therefore, be further explored as one means of encouraging performance.

A thorough analysis of the management conditions and office routines that relate to compliance is now certainly warranted. Such an analysis would provide the Correctional Service of Canada with the opportunity to continue to develop an empirically sound supervision model, to further refine the Service's craft, and to promote greater confidence among practitioners. The potential for improving the practice of conditional release supervision should not be underestimated or undervalued. ■

Offices that performed well were also invariably led by managers who established clear operational standards, routinely monitored work, and rejected substandard performance. Staff commented that knowing the work expectations and tolerance margins of their supervisors contributed to meeting the standards and to a healthy office environment.

¹ Regional Headquarters — Ontario, P.O. Box 1174, 440 King Street West, Kingston, Ontario K7L 4Y8.

² *Conditional Release Supervision Standards*. See C. Faulkner, *Review Manual for Conditional Release Supervision Standards: May 1990* (Ottawa: Correctional Service of Canada, 1990).

³ *Correctional Service of Canada Community Supervision Internal Audit Report* (final) (Ottawa: Audit and Investigations Section, Correctional Service of Canada, 1992), No. 378-1-036.

⁴ F.P. Luciani and D. Rowan, *An Examination of Compliance to Conditional Release Standards and Procedures in the Ontario Region: Self-audit/Re-audit Results 1992* (Kingston: Correctional Service of Canada, 1992); See also F.P. Luciani,

B. Jefferson and L. Ball, *An Examination of Compliance to Conditional Release Standards and Procedures in the Ontario Region: Re-audit/Follow-up Results 1992* (Kingston: Correctional Service of Canada, 1992); And see F.P. Luciani and J.H. Lawrence, *An Examination of Compliance to Conditional Supervision Standards in the Ontario Region, Final Audit Report December 1993. Volume I: Regional Results and Analysis* (Kingston: Correctional Service of Canada, 1993).

⁵ Faulkner, *Review Manual for Conditional Release Supervision Standards: May 1990*.

⁶ J. Hudson and S. Pyke, *Office Practices Special Audit: Hudson/Pyke Administrative Audit — Ontario Region Parole Offices* (Kingston: Correctional Service of Canada, 1993).

Putting the “community” into community corrections

by *Pat Castillo*¹

Community Development Officer, Central Ontario District, Correctional Service of Canada

A Toronto school auditorium is packed with 500–700 concerned citizens ready to “discuss” the proposed opening of a new community correctional centre in their neighbourhood.

At the front, a table has been set for a panel of three or four representatives from the Correctional Service of Canada. Their task this evening is not for the faint at heart. They will listen to the concerns of these community members and at the same time try to convince them that this opening will be a good thing for both the offender and the community.

The discussion begins but quickly deteriorates. Accusations fly, catcalls like “get out of town — we don’t want you in our neighbourhood” that started as whispers explode into loud echoes (prime footage for the 11 o’clock news). Emotions — fear, anger, frustration — run high.

A few community members have come to listen to the arguments for and against the proposed opening, but feeling outnumbered, they say nothing. The meeting ends. Some walk away with a sense of having won the battle, but have they? This is an all-too-common scenario for those of us who work in community corrections. Anyone who has ever been involved in this type of forum agrees that it is not an effective way to share information or solicit constructive feedback from the public. Why doesn’t it work?

To answer this question, we must evaluate how the Correctional Service of Canada has communicated with the public, the growing and changing needs of the public, and the means of dealing with these challenges.

A negative public perception

The Correctional Service of Canada’s top priority is the protection of society. In the community, the Service accomplishes this by closely supervising and helping offenders reintegrate into their communities by helping them find jobs, upgrade their education, work on family issues or deal with substance-abuse problems.

To achieve these goals, the Service must rely on the cooperation of the community. However, although information campaigns have been organized in the past, they have been short-lived because of lack of time and resources.

Correctional Service of Canada communication with the public can, therefore, essentially be described as reactive — the Service responds to individual requests and situations.

The problem with this approach is that the public has formed the perception that the Service is a closed and inaccessible organization. Even more damaging, the Service is often seen as unwilling to share information or disinterested in gathering input from the community.

At the same time, the community has dramatically increased its criticism of the criminal justice system. Why? A big reason is that many people think that crime has become rampant. You just have to pick up any of Toronto’s daily newspapers to read another article alleging that crime rates are skyrocketing and our communities are unsafe. Citizens feel powerless to deal with this threat and are angry about their governments’ inability or unwillingness to “clamp down” on the individuals responsible for this crime wave.

Add to this the public’s general confusion and lack of knowledge about the criminal justice system, and it is no surprise that the community takes an adversarial stance toward corrections.

Immediate challenges

The first and most important challenge is changing **how** the Service communicates with the public. This isn’t an easy task, but it is manageable.

Communities demand more information about correctional policies and procedures and expect the Service to seek their opinions in a more meaningful way and to consider these opinions when formulating new initiatives or policies. The Service must, therefore, establish communication links with communities to meet their demands for dialogue.

The media, the policing community, provincial corrections, provincial crown attorneys, the judiciary, victims’ groups and minority

communities are all important groups to include when initiating "public dialogue on a vision of what's possible instead of what's wrong."²

How to do it

The Service must move from reactive to proactive communication strategies. Public consultation has been used as a communication tactic for many years, but its effectiveness has been questioned. In the past, "consultation" was used primarily after decisions had been made and as a response to community outcry. However, true public consultation is effective only if it is undertaken in good faith as a mechanism to open discussions with the community.

To that end, two Correctional Service of Canada representatives spent the last year and a half in public consultation with 35 representatives of a Toronto community about plans to reopen a community correctional centre. Although the centre was not reopened, there was a general consensus among the participants (including those opposed to the reopening) that the consultation process was very worthwhile and should be repeated in the future. As one participant explained, "it was the first time we really felt part of a process where our opinions were taken seriously by corrections staff."

A precedent-setting result of this consultation was a formalized contract signed by representatives of the community and the Service. The contract sets out how future public consultations in this area will be handled. Mandates, roles, responsibilities and, most important, accountabilities were painstakingly outlined. This type of result goes a long way toward rebuilding relationships between local and correctional communities.

Toronto initiative

In 1989, the Toronto 27 Group (made up of representatives from the community, volunteer

organizations, federal and provincial corrections, national and provincial parole boards, and police) was given a mandate to educate the community about the criminal justice system.

Since that time, the group has organized numerous events, its most successful being

Reels for Justice, an innovative criminal justice "video day" addressing youth. Along with showing videos, guest speakers talk about street gangs, drinking and driving, prostitution, violence in dating relationships, and freedom of expression.

Five video days have been organized for the Greater Metropolitan Toronto area, and more than 2,000 grade 11 and 12 students have participated. The demand for this type of crime prevention and awareness program is so great that the group is now preparing a "how to" manual for teachers who want to organize similar events in their own school.

Moving forward

The correctional system is not the creation of a few select individuals. It is a societally developed system, and for this reason it is vital that the community remain involved in the development and implementation of policies and procedures. Community corrections must continue to move forward by

emphasizing more positive working relationships with the public, starting with education and true public consultation. Lest we forget, "community" is the key word in community corrections. ■

Community corrections must continue to move forward by emphasizing more positive working relationships with the public, starting with education and true public consultation. Lest we forget, "community" is the key word in community corrections.

¹ Central Ontario District, Correctional Service of Canada, 330 Keele Street, Main Floor, Toronto, Ontario M6P 2K7.

² D. Theman, *A Proposed Regional Consultation Strategy*, (Kingston: Correctional Service of Canada, Ontario Region, 1993).

Bridging jurisdictional gaps: The Federation of Canadian Municipalities and corrections

by *Louis Théoret*¹

Community Liaison, Communication and Executive Services, Correctional Service of Canada

Canadians value the safety of their streets as a distinguishing feature of our society. In a recent national survey of 687 women, respondents ranked low crime rates and safety as top priorities when choosing a community to live in.²

However, while public safety is paramount to defining our quality of life, there are fears that public safety is eroding. Now, more than ever, the public seems to want immediate and dramatic action against crime.

Municipal politicians are particularly sensitive to these concerns, as the impact is felt directly in their communities. Previously, these officials might simply have joined the chorus of voices and limited their involvement to criticisms — traditionally, criminal justice matters have not been within their jurisdiction.

But times are changing. Elected officials from all levels of government are mobilizing their communities and launching initiatives to reduce crime.

As part of the Correctional Service of Canada strategy to reach out and work with those interested in making a contribution to corrections, the Service has entered into a partnership with the Federation of Canadian Municipalities and the National Parole Board. The Federation of Canadian Municipalities is a national organization with close to 600 member municipalities, representing 70% of the Canadian population.

The objective of this alliance is simply to improve communication and understanding (on all sides) and thus foster good working relationships between the municipal and federal governments in corrections-related matters.

Community-based corrections

From a community leader's perspective, community-based corrections can be viewed as empowering the community by giving it an important role in the reintegration of offenders into society.

Municipal politicians realize that most incarcerated offenders will eventually return to their "home community" upon release. Often, these are also the same communities where they committed their offence. Therefore, there is an inherent motivation for communities to be involved in the reintegration process.

Private citizens (rather than government) have already introduced several programs critical to the correctional agenda. These include parole and probation, community residential facilities and halfway houses, community service programs, and work release programs.

The simple fact is that correctional programs require the support of the community to be successful. The Correctional Service of Canada, like any large organization, risks alienating the public if it becomes out of step with changing social and political climates. Controversies surrounding the criminal justice system have never been more prominent, and there is intense public pressure to change the criminal justice system.

For this reason, a joint committee made up of representatives of the Correctional Service of Canada,

the National Parole Board and the Federation of Canadian Municipalities has been established. The committee consists of three senior Service personnel, the vice chair of the Parole Board and six municipal leaders from communities of various sizes, and meets frequently in different locations across Canada to examine correctional issues of concern to the community.

According to the committee's co-chair, Brian Mason, a City of Edmonton alderman, "municipally elected politicians are concerned about the same things all citizens are concerned

From a community leader's perspective, community-based corrections can be viewed as empowering the community by giving it an important role in the reintegration of offenders into society.

about, public protection. By working in partnership with corrections and parole officials, we can more effectively convey the concerns and needs of the community."

Benefits

This liaison between municipally elected representatives and parole and corrections officials offers important benefits, with many leading to new initiatives. Community leaders are developing a greater understanding of the criminal justice system through their work with the committee and are sharing this understanding with their communities.

The committee also serves as a two-way communication channel between federal corrections officials and the National Parole Board and local government leaders. This is important to all participants, since constructive public participation is integral to the success of programs designed to assist in the reintegration of offenders into the community.

The members of the Federation of Canadian Municipalities realize that the joint committee is not the cure-all that will eliminate criminal elements in society. But they also realize that more traditional criminal justice partnerships are not always the most economical or effective solutions.

Joint committee action

While it is tempting to promote quick-fix solutions and a "get tough approach," this type of thinking is superficial, simplistic and counterproductive. The joint committee instead advocates solutions that involve the community in corrections.

As part of its agenda, the joint committee is committed to the concept of the correctional system as an integral partner in crime prevention — municipal leaders in the Federation of Canadian Municipalities want to be able to reassure the people in their communities that corrections is an integral component of

community safety. Therefore, these municipal leaders want to be assured that treatment programs continue after offenders are released, that released offenders are supervised intensively and for a long time, that incarceration is used for the truly dangerous and violent offenders, and that the risk that each offender poses to the community is seriously evaluated.

To these ends, the joint committee has proposed the creation of a registry of sex offenders to alert and inform those working in potentially high-risk areas, such as schools and volunteer organizations assisting children. Additionally, the joint committee feels that the correctional system and parole officials should place greater emphasis on the victims of crime.

Another concern is adequate community support for offenders. This concept is still rather new to community leaders. As they cope with dwindling resources and mounting pressures to provide basic services for law-abiding, tax-paying citizens, the concept of providing support for offenders is, at first glance, not politically popular and difficult to defend. However, as Alderman Mason stated, "a system that would allow the cold release of offenders at the end of their sentence without any community programming is dangerous."

The joint committee has also closely examined community profiles to determine the extent of crime in their communities, the effect it has on them, and the role that corrections can assume in this context. Other activities of the joint committee include visits to correctional facilities, meetings with corrections and parole officials, dialogues with representatives of victims' groups, and participation in mock parole hearings.

Although the joint committee focuses essentially on increasing awareness of community-based corrections, some participants have become involved in practical initiatives. The City of Calgary and corrections officials are currently

The members of the Federation of Canadian Municipalities realize that the joint committee is not the cure-all that will eliminate criminal elements in society. But they also realize that more traditional criminal justice partnerships are not always the most economical or effective solutions.

exploring the possibility of establishing a work release program in Calgary that would involve minimum-security offenders performing a few hours of community service, such as road clearing, snow removal or clean-up.

Discussion

The members of the joint committee realize that there are no easy solutions to the problem of crime. However, the committee signifies an attempt to bridge the gap between two levels of government on an important issue that affects all Canadians in every community.

Originally, representatives of the Federation of Canadian Municipalities were apprehensive about entering into a venture with the federal government, fearing that the federal government would "download" costs and accountability to municipal governments, particularly during times of fiscal restraint.

However, committee members successfully navigated that challenge at the outset, and as Jim Davidson, a committee member from the Correctional Service of Canada (Atlantic Region), said, "responsible examination of that environment has strengthened the need for partnership and our resolve to work together to develop innovative solutions. The joint committee can hopefully contribute (positively) to the jurisdictional split dialogue that is an unavoidable reality among governments today." ■

¹ Communication and Executive Services, Correctional Service of Canada, 4th Floor, 340 Laurier Avenue West, Ottawa, Ontario K1A 0P9.

² L. Kay, "How Women Rank Canada's 25 Biggest Cities," *Chatelaine*, 67, 4 (April 1994): 50.

Are you looking for FORUM?

Please contact CORCAN MAIL DISTRIBUTION if your address label is incorrect, if you would like to be added to the FORUM mailing list, if you need more copies of a FORUM issue, or if you would like to cancel a subscription. Just fill out the form on the inside of this issue's mailing cover (or write a quick letter) and send it to the following address:

CORCAN MAIL DISTRIBUTION

Publications Service
993 Princess Street
Kingston, Ontario
K7L 4Y8
Fax: (613) 545-8247

You can also reach CORCAN MAIL DISTRIBUTION by phone. In Canada and the United States, call (toll-free): 1-800-665-8948. In other countries, call collect: (613) 545-8175.

Citizens' Advisory Committees: Allowing communities to hear and be heard

by René Pelletier¹

National Chairperson, Citizens' Advisory Committee

The Canadian correctional system has made great strides in recent years toward forming a closer and more cooperative relationship with communities. Canadian citizens want and have the right to know how and why the judicial and correctional systems work.

The Correctional Service of Canada has responded to this reality by establishing and recognizing Citizens' Advisory Committees as a means of interaction between the Service and the community.

These committees are made up of concerned citizens who volunteer their time and skills to inform their communities about the correctional process and to contribute to the overall development of correctional facilities and programs. More than 500 citizens are now active in more than 50 Citizens' Advisory Committees across Canada.

Historical perspective

There has been some level of community involvement in the federal correctional system for many years. Almost 30 years ago, some institutions were already forming various "citizen committees." In 1973, a directive of the Commissioner of Corrections provided for the establishment of Citizens' Advisory Committees across Canada and these committees were formally recognized in the 1977 *MacGuigan Report* (a parliamentary sub-committee document).²

The report stated that prisons belong to the public and that the people who pay for them have a vested interest in their remaining peaceful and serving the public good. The report also stated that no penitentiary service can succeed without the understanding and participation of the public.³ This was public acknowledgment of the need for community representatives to monitor and evaluate correctional policies and procedures.

The report recommended that Citizens' Advisory Committees be established in all penal institutions, noting that correctional agencies had traditionally operated in isolation and that the general public had never been well informed about corrections or the criminal justice system.⁴

The committees were to help gain the support of the community by educating and informing the public about the penitentiary system and prison life, and were to help the correctional system by informing it of its shortcomings. It was also emphasized that the committees must represent a true cross section of society, including individuals from all walks of life, to reach the public at all levels.⁵

Today, all Correctional Service of Canada institutions and parole offices are strongly encouraged to establish an advisory committee.

How do the committees work?

In consultation with the elected chairperson of the local committee, each appropriate Correctional Service of Canada manager convenes a local committee meeting approximately once a month. Further, all local committees are members of a regional Citizens' Advisory Committee (one each for the Service's five administrative regions). The Service's regional deputy commissioners and regional staff must ensure that the regional Citizens' Advisory Committee members are consulted about the development and implementation of regional Service policies and programs.

A national executive committee also coordinates recommendations made by local and regional committees on policies and programs that affect the Service as a whole. These recommendations are then presented to the Commissioner of Corrections.

In general, the committees (at all levels) have three major roles: they provide advice, they provide liaison and they act as independent observers.

Advice

Through open discussion with the community, offenders and the Correctional Service of Canada, the committees provide consultation and advice on the development of correctional facilities, plans and programs.

The *Corrections and Conditional Release Act* gives committee members access to any part of a penitentiary or parole office, any staff member or offender, and any hearing. As a result, committee members regularly visit correctional facilities and program sites and meet with managers, staff and offenders.

Liaison

Citizens' Advisory Committees also act as communication links between the Correctional Service of Canada and the community, simply letting the community know "what is going on" within the Service. This positive, ongoing communication has many benefits: it can eliminate popular myths and stereotypes about corrections, it opens up discussions about contradictory public attitudes, it educates the local community, and it builds support for the correctional process.

Independent observers

Finally, committee members act as independent observers of the day-to-day activities and operations of the Correctional Service of Canada. They assist the Service in evaluating and monitoring the care and supervision of offenders and the programs provided to them to ensure that all is in accordance with stated values and approved regulations and procedures (such as the *Corrections and Conditional Release Act*).

Further, an **independent** observer's objective report of an institutional incident can help balance public reaction and add perspective. The local committee can let community members know what is being done to correct a situation and assure them of their safety. At the same time, committee members can provide both the community and the Service with information on any dilemmas or problems related to the crisis.

A corrections–community partnership

To receive the full benefits of volunteer participation, Citizens' Advisory Committees must be willingly and demonstrably accepted within the Correctional Service of Canada. To be effective in their roles, volunteers must be seen and be supported by management.

A review of the committees' involvement with, and impact on, federal community corrections so far reveals that this has occurred. There has been a strong partnership between committee members and the Service.

It is also time for communities to realize that they too have a responsibility to help offenders successfully reintegrate into society. We all have a stake in making our society a safe place to live. At the same time, the community must become more sensitive to the awesome task faced by correctional systems. Citizens' Advisory Committees are ideally situated to assist in informing the community both of its responsibilities and of the efforts of the Service.

Perhaps just as important, the growing involvement of the public in setting correctional agendas reflects the increasing public accountability of the Correctional Service of Canada. Correctional work is not an isolated activity performed in a social vacuum, and the idea of locking up offenders and simply throwing away the key is now quite obsolete. ■

¹ Citizens' Advisory Committee, P.O. Box 584, Newcastle, New Brunswick E1V 3T7.

² *Report to Parliament by the Sub-Committee on the Penitentiary System in Canada (MacGuigan Report)*, 1977.

³ *MacGuigan Report*, 1977: 16.

⁴ *MacGuigan Report*, 1977, Recommendation 49.

⁵ *MacGuigan Report*, 1977: 126.

The Citizens' Advisory Committee mission statement

Citizens' Advisory Committees, through voluntary participation in the Canadian federal correctional process, contribute to the protection of society by actively interacting with staff of the Correctional Service of Canada, the public and offenders and by providing impartial advice and recommendations, thereby contributing to the quality of the correctional process.

Creating choices through community consultation and partnerships: The site-selection process for the Edmonton federally sentenced women's facility

by Jan Fox¹

Warden, Edmonton Female Facility

It is no longer possible, nor is it desirable, to build a new correctional facility without involving members of the local community. Today's public demands that they be closely involved in all government decisions affecting their lives.

At the same time, the Correctional Service of Canada has a mandate to enhance public understanding of, and support for, the Service. To fulfil this mandate, we must ensure that we are a positive presence in the community and contribute socially, culturally and economically to our host neighbourhoods.

Creating Choices: The Report of the Task Force on Federally Sentenced Women² also advocates this philosophy of community correctness, stating that one objective for the Service is to become a "good corporate citizen" contributing "positively to the environment, to the neighbourhood and to the social service sector."

This article chronicles the establishment of the federally sentenced women's facility in Edmonton, a process in which openness and public consultation were much more than a public relations exercise — they were key elements in the decision-making process.

Miscommunication

In December 1992, Edmonton was chosen as the site for a new federally sentenced women's facility. On April 2, 1993, Correctional Service of Canada officials met with a large number of Edmonton community representatives to explain the site-selection process, to introduce me as the newly appointed warden of the facility, and to ask for assistance in arranging public consultation and information sessions.

The community representatives were advised that a federally owned site (Griesbach Military Base) was considered a preferred location, as it was the only one of seven federally owned properties in the area that met all the site-selection

criteria. However, those present were assured that this was only a preferred site and that the important criterion of community acceptance had yet to be measured. At this point, the community representatives present appeared very pleased with the site.

Unfortunately, the local media inaccurately reported that Griesbach was the chosen site, leading the public to believe that the promised opportunity for public input had been denied.

As a result, opposition to the proposal mounted quickly. A large and vocal group known as the North Edmonton Taxpayers Association organized quickly, distributing hundreds of pamphlets containing erroneous information. Ten thousand petition signatures were also collected to "stop the prison."

In the face of mounting opposition, the Service, in consultation with local community leaders, determined

that the planned public information sessions were now even more important than before. Six public meetings were held in an effort to respond to the fears and concerns of the local residents.

As anticipated, the concerns included community safety and a potential reduction of neighbouring property values. More surprising, however, was the overwhelming public conviction that the decision had already been made and this was not genuine public consultation.

Responding to the concerns about the decision-making process, the Solicitor General of Canada announced that the site-selection process would be expanded to include a review of all federally, provincially, municipally and privately owned land in the area.

Unfortunately, the local media inaccurately reported that Griesbach was the chosen site, leading the public to believe that the promised opportunity for public input had been denied.

A site-selection committee made up of citizens from each of the city's six municipal electoral wards was also established, and this grass-roots committee worked diligently to assess 60 properties against the established selection criteria, finally submitting a short list of six sites for further consideration. Committee members then participated in 18 public meetings, working with the Correctional Service of Canada to reassure the community that the level of public acceptance was being measured fairly and impartially.

On October 25, 1994, the site-selection committee unanimously recommended a site (a different site in the west end of the city) to the federal Commissioner of Corrections. Not coincidentally, this was the same date as the federal election, further depoliticizing the process — the committee didn't know what the results of the election would be and, therefore, could not be accused of favouring one property over another for political reasons.

Soon after, this recommendation was accepted and announced publicly. Since then, there has been virtually no expressed opposition to the project.

Elements of success

No one element led to the successful conclusion of the Edmonton site-selection process. One significant factor, however, was that when the public felt angry and disempowered there was a demonstrated willingness on the part of the Correctional Service of Canada to compromise and change the process.

Another contributing factor was the early appointment of a warden and my close involvement in the public consultation process. This put a face on a large, impersonal government organization. People knew they had an individual to contact if they had questions or concerns before and, perhaps more important, after the facility opened.

Another element of success was that this was a grass-roots exercise. The early involvement of the community in the site-selection process was extremely effective, as is the ongoing

commitment to the establishment and maintenance of an effective Citizens' Advisory Committee.

However, for the Correctional Service of Canada to enter into true community-based consultation, it was necessary to empower members of the community. Therefore, it was important to ensure that the process was community driven and that a Correctional Service of Canada agenda would not be imposed on the volunteer participants. The Service had to be willing to compromise and to act on the suggestions of the community, even when those suggestions changed the facility's direction somewhat. The community representatives had to become part of the team, recognized individually and collectively as having a level of expertise.

Perhaps most important (and not surprisingly), communication was a key factor in generating community support. In Edmonton, the Service made great efforts to enhance media relations and to enlist the media's assistance in communicating factual information. It is also important that the Service communicate regularly and effectively with federal, provincial and municipally elected officials. These officials are routinely contacted by their constituents and, therefore, need to be informed participants in the process.

The development of new and non-traditional partnerships also paved the way to improved community relations. Early in the process, it became apparent that a number of different interest groups strongly supported the establishment of the facility. Such groups included our traditional partners (such as church groups and police agencies) and some nontraditional supporters, including the Chamber of Commerce, business organizations and women's groups. Coordination of these diverse interest groups expanded our information network, and our support base grew significantly.

Finally, one has only to look at the design of the new facility to see how community involvement is being encouraged. At the front of the property,

The Service had to be willing to compromise and to act on the suggestions of the community, even when those suggestions changed the facility's direction somewhat. The community representatives had to become part of the team, recognized individually and collectively as having a level of expertise.

there will be two sports fields designed for joint community and facility use. The public will also be able to easily access all program areas, such as the chapel, gymnasiums, meeting rooms and classrooms — without having to enter the inmate living areas.

The benefits of community involvement

Although the spin-off effects of community involvement are too numerous to list, there are several notable perks. One important benefit is that the community has shown a willingness to share the costs of facility development and program delivery, which enables the facility to offer a larger range of opportunities to the federally sentenced women than originally envisioned.

Along the same lines, a strong network of volunteers will greatly increase program availability, and the willingness of the business community to enter into joint ventures will have long-range positive effects on employment opportunities for federally sentenced women.

This very public initiative has also captured the attention and interest of the academic community, resulting in our involvement in a number of research projects — the results of which will be put into practice in the new facilities for federally sentenced women. The Correctional Service of Canada stands to benefit greatly from this research, particularly in areas where the Service currently lacks expertise (such as feminist approaches to treatment or programming for victims of abuse).

Perhaps one of the most important benefits has been the generation of creative and innovative program ideas. The combination of different areas of expertise has had an enormous impact on the overall development of the Edmonton facility.

For example, programming focusing on volunteer opportunities for offenders is generating great enthusiasm and could eventually involve pairing offenders with lonely seniors or troubled teens. Inner-city hot-lunch programs would provide another opportunity for offenders to put something back into the community.

A new beginning

It might appear that community consultation is no longer required now that the problems related to site selection and municipal rezoning have been resolved. However, this milestone is actually a new beginning. The facility's continued success requires ongoing community consultation. We now have the foundation on which to build a community-based facility. The future is, of course, uncertain, but the Edmonton experience has proven that community consultation can and must be much more than a public relations exercise. ■

One important benefit is that the community has shown a willingness to share the costs of facility development and program delivery, which enables the facility to offer a larger range of opportunities to the federally sentenced women than originally envisioned.

¹ Edmonton Female Facility, Correctional Service of Canada, 2nd Floor, 9530-101 Avenue, Edmonton, Alberta T5H 0B3.

² *Creating Choices: Report of the Task Force on Federally Sentenced Women* (Ottawa: Correctional Service of Canada, 1990).

Return to Sender...

*We are currently in the process of updating and restructuring FORUM's mailing list. When you receive your update card in the mail, please complete it and return it to us as soon as possible (Canadian postage is paid). We need **your** help to get FORUM to you as efficiently as possible.*

Just punishment? HIV infection and AIDS in correctional facilities

by Ann Marie Pagliaro¹ and Louis A. Pagliaro¹
Substance Abusology Research Unit, University of Alberta

Men and women incarcerated in correctional facilities make up one of the highest risk population groups for HIV infection and AIDS. Consequently, correctional staff (health care providers, counsellors, teachers and correctional officers), because of their contact with these offenders, are also at risk.²

Various strategies have been implemented in an effort to prevent and control HIV infection and AIDS among offenders. However, debate continues on the necessity for and effectiveness of any or all of these strategies. In fact, some government officials and correctional administrators insist that "there is no problem," that HIV infection in correctional facilities "has been blown out of proportion," and that "if the situation is so bad, how come we don't have more offenders with AIDS in correctional facilities?" Unfortunately, still others seem to feel that offenders deserve whatever problems they encounter.³

This article briefly discusses the main strategies that have been proposed or implemented in an effort to prevent and control the spread of HIV infection and AIDS among incarcerated offenders in North America and evaluates the effectiveness of these strategies. Such an evaluation is vital to community corrections because the large majority of incarcerated offenders will eventually be returned to the community.

The problem

Cases of AIDS have been reported in correctional facilities throughout western Europe and North America since the early 1980s. In fact, HIV-positive rates reported for offenders are extremely high compared with those reported for the general population.⁴

It is now increasingly being recognized that correctional facilities have one of the highest concentrations of people at risk of, or living with, HIV infection or AIDS.⁵ AIDS is currently the leading cause of death among offenders in

many correctional jurisdictions,⁶ and this number continues to rise.⁷ It is predicted that AIDS will be the leading cause of offender death in North America by the year 2000.⁸

Why?

The increasing and exceedingly high HIV-positive rates among offenders (compared with the general population) are primarily the result of their involvement in high-risk behaviours, such as anal intercourse, sharing needles, tattooing and body piercing (for ear, nose, navel and nipple rings). For various reasons, offenders generally engage in more of these high-risk behaviours than do people in the general population and engage in them more frequently.⁹ The risk is then compounded because offenders are confined with other offenders, who are themselves at greater risk.

In an attempt to begin dealing with this increasingly serious problem, several correctional facilities have implemented a number of specific strategies. The following is a discussion of five principal strategies that have been recommended or implemented in an effort to deal with the escalating incidence of HIV infection and AIDS in correctional facilities.

For various reasons, offenders generally engage in more of these high-risk behaviours than do people in the general population and engage in them more frequently. The risk is then compounded because offenders are confined with other offenders, who are themselves at greater risk.

Giving condoms to offenders

A significant amount of homosexual activity occurs among male offenders in correctional facilities.¹⁰ Anal intercourse is commonly recognized as the highest risk sexual behaviour related to the transmission of HIV infection, therefore several AIDS prevention programs have recommended giving condoms to offenders

in an attempt to decrease the risk of HIV transmission.¹¹ However, there are a number of problems with the effectiveness of condoms in preventing the transmission of HIV infection. Condoms often fail because of breakage, leakage or slippage during sexual intercourse.¹²

The actual use of condoms also presents problems in the correctional setting. It is highly unlikely that anal intercourse, which is part of the social psychology of male dominance within correctional facilities (gang rape or forcing a physically weaker or new inmate to be a "punk" or "girl" for a stronger inmate or group of inmates),¹³ would be accompanied by the use of a condom.¹⁴ Use of a condom might be construed as a sign either of weakness (such as a fear of AIDS) or of undue concern for the "punk." Therefore, for both of these reasons, supplying condoms to incarcerated offenders is not recommended as an effective strategy for the prevention of HIV infection.

Providing sterile injection equipment

Provision of sterile injection equipment has been widely used in communities throughout Europe, and needle/syringe exchange programs have been implemented in several high-risk community settings across Canada and the United States (including Edmonton, Montreal and New York) with some preliminary promising results.¹⁵ However, needle/syringe exchange programs have also been strongly opposed, and their overall effectiveness has been seriously questioned.¹⁶

Intravenous drug use is a routine practice among offenders in many correctional facilities.¹⁷ Therefore, serious thought should be given to implementing research-based programs aimed at decreasing intravenous drug use in correctional facilities and to the possible interim provision of sterile needles and syringes for offenders who inject drugs.

However, until there are adequate safeguards to prevent offenders from using needles as a source of barter or weapons, needle exchange programs within correctional facilities are not recommended. In the interim, appropriate educational, detoxification and treatment programs are necessary and should be made available to incarcerated offenders who would

like to discontinue their intravenous drug use. Availability and continuity of these programs should be ensured both within correctional facilities and in the community.

Universal precautions

The application of universal precautions means treating all offenders as if they were HIV positive and taking appropriate safeguards (such as the use of gloves when there may be contact with another person's body fluids) to prevent the accidental transmission of the virus to correctional staff. However, even universal precautions cannot provide 100% protection against HIV infection. For example, a person can become infected from accidental or deliberate injuries with an HIV-infected needle.¹⁸

Mandatory HIV testing

As a minimum standard, there should be mandatory HIV testing of every sentenced offender upon incarceration in a correctional facility. Offenders should be retested after three months (to ensure that the first test was an accurate reflection of HIV infection status) and whenever there is a specific reason to suggest that the offender's HIV status may have changed (such as physical symptoms or evidence that a previous sexual or needle-sharing partner has become HIV positive). The newly incarcerated offenders would have to be segregated during the initial three months of incarceration to ensure that they don't engage in any high-risk activity (which could infect others or themselves).

Now that safe and reliable saliva tests for HIV are available, the discomfort and slight risk associated with obtaining blood samples for HIV testing have been entirely eliminated.¹⁹

Segregation of HIV-infected offenders

Segregation from the general inmate population (or medical quarantine) of HIV-positive offenders has been used in several correctional facilities in the United States and Canada (segregation may also include the termination of conjugal visits to prevent the possible spread of HIV infection to and from the community).²⁰

However, segregation significantly affects fundamental human rights and must, therefore, only be undertaken, even in correctional facilities, after careful consideration of the rights of the individual offender and the potential risks and benefits to others.

Even then, who should be segregated? Any offender testing HIV positive? Any offender with AIDS? Only offenders testing HIV positive, or with AIDS, who are "irresponsible" in their behaviour, posing a significant threat of transmitting HIV to others?

In addition to concerns about human rights, segregation also raises questions about the allocation of institutional space, staff and financial resources.

Having stated these concerns, we emphasize that segregation of HIV-infected offenders, while considered drastic by some,²¹ is the policy that offers the best chance of controlling HIV infection in correctional facilities.

Segregation is absolutely necessary if the spread of HIV among offenders in correctional facilities or to families, friends and other community contacts is to be controlled.

Segregation best serves HIV-infected offenders by placing them in a facility that recognizes and can better meet their physical and psychological needs. It best serves non-infected offenders by protecting them from HIV infection during their incarceration. It best serves correctional staff by limiting the number of staff who have direct contact with HIV-infected offenders to those who are aware of the risk and who have the education and training necessary to take appropriate precautions. Finally, segregation

best serves the community by helping to prevent the spread of HIV among offenders before they are paroled or released.

Recommendations

Our recommended approach to preventing the spread of HIV and AIDS in correctional facilities involves the following:

- the provision of appropriate educational programming on the nature, transmission and prevention of HIV infection and AIDS for incarcerated offenders, their families and community contacts, and correctional staff;
- mandatory HIV saliva testing for all sentenced offenders upon incarceration; and
- the use of appropriate forms of segregation to protect both incarcerated offenders and correctional staff from infection by HIV-positive offenders.

Although far from a definitive solution to the problem of HIV infection and AIDS in correctional facilities, implementation of these measures would be a good starting point.

To ignore the problem of HIV infection and AIDS within Canadian correctional facilities would be negligent and inhumane. Lack of immediate and adequate attention to this very real and significant threat will result in unjust punishment for many offenders incarcerated in correctional facilities, their families, friends, other community contacts, and a significant number of correctional staff. ■

¹ Substance Abuse Research Unit, University of Alberta, 500 University Extension Centre, 8303-112th Street, Edmonton, Alberta T6G 2T4.

² L. Pagliaro and A. Pagliaro, "Sentenced to Death? HIV Infection and AIDS in Prisons — Current and Future Concerns," *Canadian Journal of Criminology*, 34 (1992): 201-214. See also L. Pagliaro, "The Straight Dope: Focus on Prisons," *Psynopsis*, 13 (1991): 8.

³ Pagliaro and Pagliaro, "Sentenced to Death? HIV Infection and AIDS in Prisons — Current and Future Concerns." See also Pagliaro, "The Straight Dope: Focus on Prisons."

⁴ L. Coates, "Coming to Grips with Substance Abuse in the Federal Prison System," *CCSA Action*, 2 (1991): 6-9. See also A. Falkenrodt, G. Schwartz, M. North, et al., "Explorations

biologiques et recherches de déficits immunitaires chez les connerus de sang en milieu carcéral," *Revue française de transfusion et immuno-hématologie*, 27 (1984): 525-529. And see M. Goldsmith, "Inescapable Problem: Aids in Prison [News]," *Journal of the American Medical Association*, 258 (1987): 3215. And see G. Wormser, F. Duncanson, L. Krupp, et al., "Acquired Immune Deficiency Syndrome (AIDS) in Prison Inmates — New York, New Jersey," *Morbidity and Mortality Weekly Report*, 31 (1983): 700-701.

⁵ R. Shore, "HIV/AIDS on the Inside," *Canadian AIDS News: The New Facts of Life*, 5 (1992): 7-16. See also Pagliaro, "The Straight Dope: Focus on Prisons."

⁶ D. Morse, B. Truman, J. Mikl, et al., "The Epidemiology of AIDS Among New York State Prison Inmates," abstract, *International Conference on AIDS*, 5 (1989): 761.

- ⁷ T. Brewer and J. Derrickson, "AIDS in Prison: A Review of Epidemiology and Preventive Policy," *AIDS*, 6 (1992): 623-628.
- ⁸ L. Pagliaro, "The Straight Dope on HIV Infection and AIDS in Prisons," Alberta Solicitor General Provincial Corrections Conference, Edmonton, Alberta, May 1991. See also Pagliaro and Pagliaro, "Sentenced to Death? HIV Infection and AIDS in Prisons — Current and Future Concerns." And see Pagliaro, "The Straight Dope: Focus on Prisons."
- ⁹ Pagliaro, "The Straight Dope on HIV Infection and AIDS in Prisons." See also A. Pagliaro, L. Pagliaro, P. Thauberger, et al., "Knowledge, Behaviors, and Risk Perceptions of Intravenous Drug Users in Relation to HIV Infection and AIDS: The PIARG Projects," *Advances in Medical Psychotherapy*, 6 (1993): 1-28.
- ¹⁰ P. Nacci and T. Kane, "The Incidence of Sex and Sexual Aggression in Federal Prisons," *Federal Probation*, 47 (1983): 31-36. See also W. Wooden and J. Parker, *Men Behind Bars: Sexual Exploitation in Prison* (New York: Plenum, 1982).
- ¹¹ J. Greig, *AIDS: What Every Responsible Canadian Should Know* (Ottawa: Canadian Public Health Association, 1987). See also A. McMillan, "HIV in Prisons: Action, Research, and Condoms Needed," *British Medical Journal*, 297 (1988): 873-874. And see D. McCaskill and M. Thrasher, *Joint Committee on Aboriginal AIDS Education and Prevention: Final Report on AIDS and Aboriginal Prison Populations* (Indian River, ON: Thrasher Consultants, 1993).
- ¹² M. Fischl, "Prevention of Transmission of AIDS During Sexual Intercourse," *AIDS: Etiology, Diagnosis, Treatment, and Prevention* (2nd ed.), V. DeVita, S. Hellman and S. Rosenberg, eds. (Philadelphia: J.B. Lippincott, 1988). See also L. Pagliaro and A. Pagliaro, *Results of the PIARG Major Study*, in press.
- ¹³ N. Chonco, "Sexual Assaults Among Male Inmates: A Descriptive Study," *The Prison Journal*, 69 (1989): 72-82. See also H. Eigenberg, "Male Rape: An Empirical Examination of Correctional Officers' Attitudes Toward Rape in Prison," *The Prison Journal*, 69 (1989): 39-56. And see N. Smith and M. Batiuk, "Sexual Victimization and Inmate Social Interaction," *The Prison Journal*, 69 (1989): 29-38.
- ¹⁴ R. Jurgens, *HIV/AIDS in Prisons: A Working Paper of the Expert Committee on AIDS and Prisons* (Appendix 1) (Ottawa: Correctional Service of Canada, 1993).
- ¹⁵ K. Fournis, "Montreal AIDS/IV-Use Hot Spot," *The Journal*, 1 (April 1991).
- ¹⁶ Pagliaro, Pagliaro, Thauberger, et al., "Knowledge, Behaviors, and Risk Perceptions of Intravenous Drug Users in Relation to HIV Infection and AIDS: The PIARG Projects."
- ¹⁷ S. Gore and A. Bird, "No Escape: HIV Transmission in Jail," *British Medical Journal*, 307 (1993): 147-148. See also M. Gaughwin, R. Douglas, C. Liew, et al., "HIV Prevalence and Risk Behaviours for HIV Transmission in South Australian Prisons," *AIDS*, 5 (1991): 845-851. And see A. Bird, S. Gore, S. Burns, et al., "Study of Infection with HIV and Related Risk Factors in Young Offenders' Institution," *British Medical Journal*, 307 (1993): 228-231.
- ¹⁸ L. Michaelson, "N.Y. Shouldn't Contest a Court's Decision for a Nurse with AIDS," *RN*, 55 (November 1992): 8. See also P. Jones, "HIV Transmission by Stabbing Despite Zidovudine Prophylaxis," *The Lancet*, 338 (1991): 884.
- ¹⁹ R. Van den Akker, J. Van den Hoek, W. Van den Akker, et al., "Detection of HIV Antibodies in Saliva as a Tool for Epidemiological Studies," *AIDS*, 6 (1992): 953-957.
- ²⁰ C. Clements, "AIDS and Offender Classification: Implication for Management of HIV-Positive prisoners," *The Prison Journal*, 69 (1989): 19-28. See also The Canadian Press, "Inmate on Hunger Strike over Segregation for HIV," *The Edmonton Journal*, July 19, 1992.
- ²¹ E. Jurgens, *HIV/AIDS in Prisons: Final Report of the Expert Committee on AIDS and Prisons* (Ottawa: Correctional Service of Canada, 1994). See also McCaskill and Thrasher, *Joint Committee on Aboriginal AIDS Education and Prevention: Final Report on AIDS and Aboriginal Prison Populations*.

The Expert Committee on AIDS and Prisons was established in June 1992 by the Solicitor General of Canada to advise and assist the federal government in promoting the health of inmates, protecting staff, and preventing transmission of HIV and other infectious diseases within federal correctional institutions.

In February 1994, the committee released its final report, which acknowledges that many inmates engage in "high-risk" activities (such as intravenous drug use and unprotected intercourse). The report argues that since these activities are practised, the principle of "lesser harm" dictates that measures be introduced to encourage inmates to practise these activities safely.

The following is a brief summary of some of the committee's conclusions and recommendations:

- *Education about injection drug use, HIV infection and AIDS is the most important element in promoting and protecting the health of inmates and in preventing the transmission of HIV and other infectious diseases in the federal prison system.*

- *It is essential that inmates have discrete and easy access to the means to prevent the sexual transmission of infectious diseases, including AIDS, in federal correctional institutions. To discourage unsafe sexual activity in federal institutions, consensual sexual activity between inmates should no longer be considered a security risk.*
- *Small amounts of household bleach and clear instructions on how to clean needles and syringes should be made discreetly available to inmates to reduce the likelihood of the transmission of infection from sharing unsterile equipment.*
- *For the same reason, sterile and safe tattoo and ear-piercing equipment should be available to inmates, and the inmates should be allowed to perform these services for themselves — if this is not possible, inmates should be allowed access to professional tattooists and ear-piercing services at their own expense.*
- *Anonymous HIV testing should be readily accessible to inmates, but testing should always be voluntary.*
- *Inmates with HIV infection or AIDS should be housed with the general inmate population.*

The Correctional Service of Canada accepted the majority of the committee's major recommendations, which are largely consistent with the Correctional Service of Canada's policies, practices, planned programs and overall commitment to the National AIDS Strategy.

Educational programs on HIV/AIDS and drug abuse will be strengthened as recommended by the committee, voluntary HIV testing of inmates at reception

and during incarceration will be promoted more vigorously, and inmates will be permitted to engage professional tattooing and piercing services but will have to pay for these services. The Service also reaffirmed its current policy of housing inmates with HIV/AIDS in the general population and will clearly state the decision-making criteria for any exceptions to this non-segregation policy.

The Service further agreed to pilot test a bleach-distribution program in one institution (while continuing to vigorously pursue its policies prohibiting drug use) and to make condoms, dental dams and water-based lubricant more easily and discreetly available to inmates.

However, the Service disagreed with the committee's proposal to remove current prohibitions against consensual sexual activity between inmates because it is virtually impossible to determine if sexual activity is indeed consensual in a prison setting. The Service stated that the significant legal and security implications of the recommendation require, at a minimum, more thorough examination before any revisions to current policies could be considered.

*Highlights of the
Final Report of the Expert
Committee on AIDS and Prisons
(backgrounder)*

(Ottawa: Correctional Service of Canada, 1994)

and
CSC announces response to
final recommendations submitted
by the Expert Committee on
AIDS and Prisons (news release)
(Ottawa: Correctional Service of Canada, 1994)

The impact of the *Corrections and Conditional Release Act* on community corrections

by Charles Haskell¹

Counsel, Legal Services, Correctional Service of Canada

Many institutional staff seem to feel that the Corrections and Conditional Release Act (which came into force on November 1, 1992) restricts or prohibits actions previously permissible under the old Penitentiary Act. This feeling surfaces most often as frustration with a perceived expansion of inmate rights, entitlements and privileges.

The Corrections and Conditional Release Act also replaced the Parole Act in governing community corrections, although there were fewer obvious changes to traditional practices. Still, the same staff frustration seems to surface.

Overall, the alleged expansion of inmate legal rights and interests is seen as narrowing the powers and range of discretion available to correctional decision makers. However, this article demonstrates that the opposite is true. The Corrections and Conditional Release Act has, in reality, enhanced both the institutional and community aspects of corrections.

The principles behind the *Corrections and Conditional Release Act*

The Corrections and Conditional Release Act did not simply materialize out of the ivory tower of government bureaucracy. Those who drafted the legislation first reviewed the actual front-line correctional operations for several years. Obviously, not all correctional workers agree on the appropriate course of action for every (or any) situation. However, there are some widely shared convictions about the fundamental principles needed to guide corrections.

The Act reflects one such consensus, developed during a recent ordeal of sensational incidents and inquests — the protection of society must be the paramount consideration in both institutional and conditional release processes.

The Corrections and Conditional Release Act also reflects the social and legal realities of the Canadian Charter of Rights and Freedoms.² However, the protection of society is not undermined by closer attention to and respect for the guaranteed rights of all individuals, including offenders. One of the best measures of a society's strength is found in the way it treats those who violate its accepted standards of behaviour.

To both of these ends, the Corrections and Conditional Release Act states that the purpose of the federal correctional system is to contribute to the maintenance of a just, peaceful and safe society by the following measures:

- carrying out sentences imposed by courts through the safe and humane custody and supervision of offenders; and
- assisting the rehabilitation of offenders and their reintegration into the community as law-abiding citizens through the provision of programs in penitentiaries and in the community.³

**The
Corrections
and Conditional
Release Act
also reflects
the social
and legal
realities of
the Canadian
Charter of
Rights and
Freedoms.**

Enhancing community corrections

An understanding of the principles and purposes behind correctional decision making enhances an understanding and appreciation of what might otherwise appear to be ambiguous or illogical action.

Therefore, the Corrections and Conditional Release Act authorizes the disclosure of all relevant information to offenders (subject to certain limited exceptions) when a decision is being made that may adversely affect their liberty interests.

The Act also allows for the disclosure of some information to victims. This openness should lead to greater awareness of the legitimate reasons behind decisions that may appear arbitrary, inappropriate or even unfair.

The Act also places great emphasis on stronger information gathering and on the reporting of offences or incidents that could affect conditional release determinations.

From pre-sentence reports, to the development of correctional plans, to release planning, the quantity and quality of information are improving — offenders can now be more effectively assisted and monitored during the critical community supervision phase of their sentence.

As well, an important new provision of the *Corrections and Conditional Release Act* authorizes a parole supervisor to require offenders who are released on the condition that they abstain from alcohol or drugs to submit to regular urinalysis.⁴ This monitoring tool enhances the ability of supervisors to detect and deter offenders whose substance abuse may be problematic.

Although this procedure had previously been available in a roundabout way through a special condition that could be imposed by the National Parole Board under the *Parole Act*, the *Corrections and Conditional Release Act* has shifted the power to demand urinalysis directly into the hands of parole supervisors and, consequently, has established more detailed standards and criteria governing the exercise of this authority.

The *Corrections and Conditional Release Act* also provides improved guidance to the National Parole Board in carrying out its mandate. If the Board becomes more consistent and

straightforward in its functioning as a result, this will certainly have a positive effect on community corrections.

Finally, one of the major obstacles in community corrections is the difficulty in balancing the demands of paper work and people work. Every facet of the correctional system is operating with finite resources meant to satisfy ever-expanding expectations, and in some respects, the *Corrections and Conditional Release Act* has had a negative effect in this area.

However, most of these problems appear to be merely transitional — new procedures and systems generally create greater time, money and energy demands in their infancy than they do after they are up and running. Changes are very rarely easy.

A step in the right direction

The legal impact of the *Corrections and Conditional Release Act* is quite limited. Some specific issues that marginally affect community corrections (involving the calculation of sentences) have been encountered, but otherwise the Act should improve conditional release supervision. After all, clarity of purpose and definition of principles enhance all human endeavours. ■

The *Corrections and Conditional Release Act* also provides improved guidance to the National Parole Board in carrying out its mandate. If the Board becomes more consistent and straightforward in its functioning as a result, this will certainly have a positive effect on community corrections.

¹ Legal Services, Correctional Service of Canada, 4th Floor, 340 Laurier Avenue West, Ottawa, Ontario K1A 0P9.

² An integral part of the *Constitution Act*, 1982.

³ Section 3, *Corrections and Conditional Release Act*.

⁴ Section 55, *Corrections and Conditional Release Act*.

RESEARCH RECAP

The following is a listing of some of the most recent research reports prepared by the Research and Statistics Branch of the Correctional Service of Canada.

- FV-01** L. MacLean, E. Vallières and J. Comeau, *Compendium of Research on Family Violence and Offender Family Functioning*, 1994.
- R-35** J. Weekes and W.A. Millson, *The Native Offender Substance Abuse Pre-Treatment Program: Intermediate Measures of Program Effectiveness*, 1994.
- R-34** L.L. Motiuk and S.L. Brown, *The Validity of Offender Needs Identification and Analysis in Community Corrections*, 1993.
- R-33** F.J. Porporino and L.L. Motiuk, *Prison Careers of Mentally Disordered Offenders*, 1993.
- R-32** M. Getkate, *Insights into Innovative Correctional Industry — A Case Study of CORCAN at Warkworth Institution*, 1993.
- R-31** L.L. Motiuk and S.L. Brown, *Survival Time Until Suspension for Sex Offenders on Conditional Release*, 1993.
- R-30** F.J. Porporino and L.L. Motiuk, *An Examination of Sex Offender Case Histories in Federal Corrections*, 1993.
- R-29** F.J. Porporino and L.L. Motiuk, *Preliminary Results of National Sex Offender Census, 1991*.
- R-28** R.E. Watkins, *An Historical Review of the Role and Practice of Psychology in the Field of Corrections*, 1992.
- R-27** J. Johnston and L.L. Motiuk, *Unlawful Departures from Minimum Security Institutions: A Comparative Investigation*, 1992.
- R-26** D. Robinson and B. Millson, *An Assessment of the Substance Abuse Pre-Release Program at Drumheller Institution*, 1992.
- R-25** B. Grant and R. Belcourt, *An Analysis of Temporary Absences and the People Who Receive Them*, 1992.
- R-24** L.L. Motiuk and F.J. Porporino, *The Prevalence, Nature and Severity of Mental Health Problems Among Federal Male Inmates in Canadian Penitentiaries*, 1992.
- R-23** J. Johnston and L.L. Motiuk, *Factors Related to Unlawful Walkaways from Minimum Security Institutions*, 1992.
- R-22** F.J. Porporino and D. Robinson, *Can Educating Adult Offenders Counteract Recidivism?*, 1992.
- R-21** D. Robinson, L. Simourd and F.J. Porporino, *Staff Commitment in the Correctional Service of Canada*, 1992.
- R-20** D. Robinson, L. Simourd and F.J. Porporino, *Background to the Staff Commitment Research Project*, 1992.

LOOK WHAT YOU ARE MISSING!

If you're missing a piece of FORUM's past, let us know. Here is a convenient, complete listing of FORUM'S "record."

- Vol. 1, No. 1 (1989): *Sex Offenders*
Vol. 1, No. 2 (1989): *Risk Assessment and Prediction*
- Vol. 2, No. 1 (1990): *Public Attitudes*
Vol. 2, No. 2 (1990): *Community Corrections*
Vol. 2, No. 3 (1990): *Mental Health*
Vol. 2, No. 4 (1990): *Substance Abuse*
- Vol. 3, No. 1 (1991): *Correctional Education*
Vol. 3, No. 2 (1991): *Institutional Design and Correctional Environments*
Vol. 3, No. 3 (1991): *Early Indicators of Future Delinquency*
Vol. 3, No. 4 (1991): *Sex Offender Programming*
- Vol. 4, No. 1 (1992): *Focus on Staff*
Vol. 4, No. 2 (1992): *Long Term Offenders*
Vol. 4, No. 3 (1992): *Prison Violence and Inmate Suicide and Self-Injury*
- Vol. 5, No. 1 (1993): *Special Issue — Response to Our Call for Papers*
Vol. 5, No. 2 (1993): *Managing Risk in Corrections*
Vol. 5, No. 3 (1993): *Recidivism*
- Vol. 6, No. 1 (1994): *Women in Prison*
Vol. 6, No. 2 (1994): *Special Needs Offenders*
Vol. 6, No. 3 (1994): *Enhancing Community Corrections*

If you would like to receive any, or all, of these back issues, please write to us at

*Publishing and Editorial Services
Correctional Service of Canada
4F-340 Laurier Avenue West
Ottawa, Ontario
K1A 0P9*

