

Table of Contents

Speakers Binder

Section 1

Tips for Effective Presentations

Advance Preparation	1.1
Planning Your Presentation	1.2
Choosing the Presentation Style and Method	1.3
Writing Your Presentation	1.7
Practice Your Presentation	1.8
Before You're "On": Overcoming the Jitters	1.8
After Your Presentation: Handling Q&A	1.8
End on a High Note	1.9
After the Session	1.9

Section 2

Corporate Messages

Section 3

Criminal Justice System

1. Role of the criminal justice system	3.1
2. How the criminal justice system works	
• Policing	3.1
• Courts	3.2
• Corrections	3.2
• Parole	3.2
3. Ministry of Public Safety and Emergency Preparedness	3.3

Section 4

Federal Corrections

1. Legal foundations of federal corrections 4.1
2. Striking a fair balance 4.2
3. CSC's Mission Statement 4.3
4. CSC's structure 4.3
5. Roles of front-line staff 4.5
6. Citizens' Advisory Committees 4.7
7. Roles of after-care agencies 4.7

Section 5

Correctional Process

1. Profile of federal offenders 5.1
2. Purpose of a correctional plan 5.1
3. How the correctional plan works 5.1
4. Correctional programs 5.2
5. Purpose of conditional release 5.2
6. Types of conditional release 5.3
7. Long-term supervision orders 5.4
8. Supervision of offenders in the community 5.4
- Chart: The Criminal Justice Process 5.6
- Chart: Schematic Sample of Eligibility Dates 5.7

Section 6

Issues and Challenges Facing CSC

1. Health care 6.1
2. Mental disorders 6.1
3. Infectious diseases 6.2
4. Substance Abuse 6.3
5. Older offenders 6.3
6. Women offenders 6.4
7. Aboriginal offenders 6.5
8. Sexual offenders 6.6
9. Dangerous offenders 6.7
10. Gangs and organized crime 6.7

Section 7 Statistics

Important Facts to Communicate	7.1
Charts	
Incarceration: An International Perspective	7.2
Types of Federal Charges	7.3
Crime and Incarceration	7.4
Crime by Category	7.5
Trends in Crime	7.6
Federal Offender Population	7.7
Federal Incarcerated Offender Population	7.8
Federal Community Population	7.9
Admissions to Federal Jurisdiction	7.10
Escapes	7.11
Conditional Release	7.12
Outcomes of Day Parole	7.13
Outcomes of Full Parole	7.14
Outcomes of Statutory Release	7.15
Violent Offences and Community Supervision	7.16
Cost of Incarceration	7.17

Section 8 Community Information

CSC and the Kingston community

Section 9 Partners in Good Corrections

1. John Howard Society	9.1
2. The Canadian Association of Elizabeth Fry Societies	9.2
3. The Salvation Army	9.2
4. St. Leonard's Society	9.3
5. <i>L'Association des services de réhabilitation sociale du Québec</i>	9.3
6. Volunteers	9.3
7. Aboriginal communities	9.4
8. Faith-based communities	9.4

Appendixes

Appendix A: History of Corrections

1. Penitentiaries and their evolution	A.1
2. Correctional institutions	A.1
3. John Howard	A.2
4. Canada deals with crime and punishment	A.2
5. Canada studies American prisons	A.2
6. The first Canadian prison	A.3
7. The establishment of new institutions	A.4
8. The evolution of the penitentiary system	A.5
9. Inmate population increases	A.6
10. Treating mentally ill inmates	A.6
11. Legislative amendments	A.7

Appendix B: Correctional Programs

1. Education	B.1
2. Living skills	B.2
3. Violence prevention	B.4
4. Substance abuse intervention	B.6
5. Sexual offender treatment programs for men	B.8
6. Aboriginal offender programs for men	B.9
7. Programs for women offenders	B.10
8. Mental health treatment	B.15
9. Employment programs	B.15
10. Ethnocultural programs	B.17
11. LifeLine	B.18

Binder Pocket

PowerPoint Presentation

Advance Preparation

Consider the 5 Ws

Who is your audience?

What are the needs and limitations of the audience, based on their occupation, age, interests, and past experiences (if applicable) with corrections? What are their concerns?

What is the purpose of the presentation?

Determine the most important facts to convey. In what way do you want to inspire your audience?

When is the presentation?

If preparation time is short:

- “stick with what you know” (i.e., focus on areas in which you have direct experience and concrete facts)
- enlist help for the actual presentation (e.g., have an expert join you on stage either to deliver a portion of the presentation, if possible, or to help answer questions)
- provide your audience with a way to obtain any information you were unable to prepare for them; you may also want to schedule another session if the missing material requires discussion or cannot easily be obtained

In general, audiences are unable to absorb large amounts of information over the course of a full-day session; attendees often have other priorities and typically, one’s attention span wanes as the day progresses.

Where is your presentation taking place?

Characteristics of the venue (e.g. size, atmosphere) usually dictate the level of formality of a presentation (i.e. whether or not to use a microphone or audio-visual aids, what to wear).

Informal presentations usually encourage participants to engage in one-on-one dialogue and small group discussions.

Formal presentations generally convey more information to more people.

Why is this presentation necessary?

Whether it is a scheduled event, a response to a crisis, or an impromptu response to a “teachable moment,” all presentations require different approaches.

Audience’s expectation of “having all the facts at the tip of your tongue” varies; honesty and willingness to co-operate will be expected, as it will also enhance your presentation.

Planning Your Presentation

Determine your exact topic.

Regardless of whether your topic is broad or very precise, you should be able to express it in a single, simple sentence. Always speak about a subject in which you have a strong core of knowledge and experience.

If the amount and complexity of the material is inappropriate for your audience and/or for the time available, refocus your topic accordingly.

Determine your overall purpose.

There are many reasons for giving a presentation:

- to inform
- to educate
- to entertain
- to inspire
- to convince

The purpose of a presentation governs its topics, construction and delivery. Although it is possible to combine two or three of the reasons listed above, one purpose must dominate.

For example, you may wish to inform your audience of new developments in a situation and convince them that appropriate measures are being taken to assure their safety. However, you must decide which is your primary purpose: getting the correct information out or reassuring them. It may help to consider that if your presentation time were drastically reduced, which single message needs to reach your audience at this time?

Analyse the audience and the situation.

Every audience is different. To ensure a successful presentation, you should always consider the character and expectations of your audience. Failure to address the needs and level of interest and understanding of an audience spells disaster for a speaker.

If you do not have personal knowledge of the audience, contact someone who can give you some in-sight into their nature, attitudes and expectations.

Choosing the Presentation Style and Method

Style

Informal presentations are best for:

- small audiences
- audiences of your peers, young people (under 18 years old)
- conveying affective (emotional, attitudinal) messages
- communicating one main point or a small amount of information

Formal presentations are best for:

- large audiences
- conveying complex arguments
- multiple sets of information

Affective messages can be fostered within a formal presentation by giving the audience problems and exercises to be discussed and role-playing scenarios (e.g. Ethics 101 — You move into a new neighbourhood and find out that the apartment block behind you is being converted into a half-way house. What is your reaction?)

Work to your strengths.

If you are better at relaxed, personal encounters, you may want to skew your presentation to reflect an informal feeling. However, if you excel at organizing and conveying facts, a polished, formal approach will be the best way to achieve your objectives.

Method

Note: Two or more methods may be combined if time and resources allow.

Speech only (without audiovisual aids):

- effective when speaker is comfortable and a good communicator
- inexpensive and relatively quick to prepare
- less vulnerable to Murphy's Law of Technology
- allows for more personal speaker–audience interaction: lights can be left on, speaker may be able to move around, which fosters a closer relationship with the audience

Speech with audience participation:

- enjoyable for most audiences, especially in long presentations
- promotes a greater degree of learning and understanding
- useful when purpose is to entertain, inform and/or convince
- wide variety of options: asking questions, solving puzzles, sharing experiences, learning a physical skill, individually or in a group

Storytelling:

- entertaining and relaxing method of opening a presentation, for both speaker and audience
- allows for a greater range of expression than conventional speechmaking (e.g., humour, props, vast assortment of visuals)
- helps form a personal bond between speaker and audience, especially if story is from speaker's own experience

Section 1 ■ Tips for Effective Presentations

Humour and drama:

- makes a presentation more entertaining and memorable
- practice! — a joke or dramatic performance can easily lose its effectiveness with poor delivery
- as with all other styles, use these elements only if appropriate to your topic
- humour can be extremely effective (Note: the Internet is a gold mine for jokes, one-liners and funny stories on any topic.)
- drama (e.g., re-enactments, demonstrations) offers a pleasant diversion to an audience expecting a dry speech

Audiovisual aids

If properly and appropriately used, audiovisual aids can be extremely effective. They engage more of the senses (most people are better visual than aural learners), thereby increasing the audience's attention and retentiveness.

Audiovisual aids can also offset a speaker's nervousness by diverting the audience's attention to "the show."

Audiovisual aids should be chosen with the following factors in mind:

- the information you want to convey
- size of audience
- physical environment/venue
- equipment available
- time available to prepare
- budget

a. Microphones

The best single piece of advice concerning microphones is to speak in a normal voice, as if talking to a good friend who is standing about two metres away from you. Other hints:

- Stand straight, then angle the microphone so it points upwards toward your mouth (the angle varies with the type of microphone).
- Many "pops" and other mouth noises (e.g., popping P's, hissing S's) can usually be solved by adjusting the microphone so that your voice will be directed more to its side rather than head-on.
- It never hurts to ask, "Can you hear me at the back?"; be sure to watch and listen for the audience's response and adjust accordingly.

b. Flip charts

Flip charts are useful for displaying graphs and emphasizing details when speaking to a small group. This low-tech visual aid has several advantages:

- pages can be prepared in advance
- displays can be creative and colourful
- flip chart pads are inexpensive
- the pads and easel are portable
- set up doesn't require an outlet or extension cord
- you can add details or new pages during the presentation

Here are handy tips for flip chart users:

- Remember to bring an easel and extra markers.
- To prevent marker bleed-through, write only on every second or third page.
- A good rule of thumb for letter size is 2.5 cm for every 6-metres distance from the farthest audience member.
- Avoid turning your back to the audience when referring to or writing on the flip chart.

Section 1 ■ Tips for Effective Presentations

c. Marker boards (white boards)

Marker boards also allow a speaker to visually rein-force important points. Because they are constantly being written on and erased, they focus the audience's attention, which helps them to remember the information on the boards.

- Marker boards are particularly effective if used for only a few words or simple diagrams.
- Group ideas and items in no more than threes.
- As with flip charts, keep your lettering big, turn your back to the audience as little as possible.
- Bring your own supply of markers and erasers.

d. Overhead projectors

Overheads are more expensive and complicated than the previous aids, but vital if you need to get facts and ideas across to a large group.

Transparencies for conventional projectors can easily be produced with a computer and laser printer. Another option is a laptop/overhead combination, which allows you to project text, images, graphs and charts either as a series of stills or partially animated visuals.

- Limit text on transparencies to seven lines and seven words per line.
- Correctional Service Canada's (CSC) Web site and many of its links' Web sites contain slides, graphs and other material to download and convert to transparencies.
- If you have limited computer resources or time, many full-service print shops can prepare professional-looking colour transparencies for you.
- Practise with both conventional and laptop projectors before your presentation, preferably in the venue.
- Familiarize yourself with the layout of the venue if you are responsible for set up of the equipment (i.e., where are the outlets and light switches? Will you need extension cords? where is the screen?).

- Visibility is crucial; the rule-of-thumb for letter size is the same as mentioned above for flip charts.

- “Animate” your presentation by writing on your transparencies with coloured markers.

There are two disadvantages to using an overhead projector:

- 1) It necessitates dimming the lights, which reduces your connection to the audience.
 - Consider leaving as many lights on as possible so you can see your listeners and gauge reactions, respond immediately to questions, etc.
 - Stand near the screen or projector light so you don't “disappear”.
- 2) It elevates the noise level in the room, which may drown out the sound of your voice or distract audience members.
 - Try raising your voice while the machine is on and talk to your audience, not the screen.

e. PowerPoint presentations

PowerPoint presentations provide a much richer visual experience than overheads. Shows can be easily adapted to show a variety of visual images such as video clips, graphic designs, and animated objects. The sequence of the images can also be timed. PowerPoint presentations have a great emotional impact and can range from simple to fancy — creativity is your only limitation.

- Carefully organize and co-ordinate PowerPoint slides to reinforce your presentation.
- As with all audiovisual aids, make sure the right equipment — computer, proper screen, cart for the projector, extension cords — is available and in working order.
- Arrive early to set up your presentation and check equipment.
- Most audiovisual production houses can help you produce your presentation.

Section 1 ■ Tips for Effective Presentations

- Clipart, graphs and written information can be converted into handouts.
- As with overheads, dim rather than turn off the lights to keep your connection with the audience.

f. Props and displays

Props use two or more of audience's senses to reinforce your message, particularly if props can be passed around, used by a "volunteer" from audience, etc.

- excellent way to make a "dry" subject entertaining and memorable
- can be utilized for audience participation during the presentation
- produce prop during Q&A to inspire and focus questions
- display item(s) after presentation; audience members can "get a closer look", ask questions; you can get informal feedback

g. Video presentations

Most people enjoy watching television, and video cameras and recorders are now commonplace, so most of us have mastered the technology. As well, a professionally made video is almost unequalled in its powers of persuasion. It is, however, expensive and its effect is often diluted in large venues.

- Keep the lights on so the audience stays alert and you can observe their reactions.
- Make sure all audience members have a clear, unobstructed view of the set and can hear the sound track.
- Pause, stop and rewind the video to emphasize points.
- Ask the audience questions or give them background information before and/or after the video.
- Consider replaying the video once you have discussed it so the audience can view it more analytically.

Writing Your Presentation

Opening

Your opening words capture the audience's attention and lead them into the presentation.

Introduce the speaker

If you are not going to be introduced, introduce yourself. Your audience will be more receptive if they feel they “know” you a bit and if they realize you are speaking from a background of preparation, knowledge and experience.

- Tell your audience your name and position/title; you may want to use audiovisual aids for reinforcement.
- Mention your academic and professional qualifications to reinforce your credibility and to offset stereotypes — which are sometimes negative — of CSC personnel.
- Describe yourself quickly, listing any outstanding or interesting qualifications, particularly if they are related to your topic (an audience will more readily listen to someone who has had practical experience with the subject at hand).
- Use humour, but only if it is possible and appropriate to the situation.

Introduce the topic

Always begin with the exact title of your presentation. Draw the audience in by clarifying *why* you are speaking to *them* about this subject *at this time*.

- Relay that you understand the audience's particular interest in and need for more information on the subject.
- If you can promise them new or surprising facts, apprise them of this.
- You may also have to define the perimeters of your subject so you don't disappoint or mislead your audience (e.g., state areas in which there is no new information; acknowledge that the subject is vast and that you can address only a certain area during your presentation).

Body

- contains main points (three to five points are optimal)
- each point is followed by a statement of fact and supporting material

Conclusion

- reviews or summarizes main points
- memorable (inspirational, reassuring, most important fact) statement based on central purpose of presentation

Practice Your Presentation

Practice your presentation before you deliver it — several times if possible. This is particularly important if you are using visual aids.

- If possible, practice in front of one or more people.
- If you will be using a microphone or any audiovisual equipment, practice with it at least once.
- If at all possible, try out the equipment in the venue beforehand.
- If you have several AV items to juggle or are unfamiliar with any of the technology, bring someone to help you set it up, run it, and/or troubleshoot for you.

Before You're "On": Overcoming the Jitters

Numerous studies have proven that most people fear speaking in public more than they fear dying. Every speaker experiences some degree of stage fright and every speaker can benefit from remembering a few “home truths” about public speaking:

- Feeling nervous before — even during — a speech is normal and actually helpful: adrenaline energizes you.
- Interpret your nerves as a sign that you care about your topic, your audience and doing well.
- Recognize that you're not alone; most or all of your audience wants you to succeed in informing, reassuring and/or convincing them.
- Remind yourself that you are better prepared than anyone else in the room to handle the topic.
- Think of the information and expertise from the audience as useful, not threatening; if they hand you a lemon, make lemonade.

- Focus on your purpose for speaking, not on the words you say.
- Give your audience, and yourself, time to make the connection, entertain new ideas, learn the information.
- All public speaking experiences (bad or good) make you better prepared for your next venture.
- As actors say, “you're only as good as your last film”; a good conclusion, Q&A period, or wrap-up can redeem an otherwise disappointing presentation.

Above all: prepare, prepare, prepare — and then rehearse, rehearse, rehearse! With practice and preparation, you can deliver a winning presentation.

After Your Presentation: Handling Q&A

Improve your odds

Question and Answer sessions may seem daunting, but in fact they are invaluable for clarifying or correcting wrong impressions the audience may have inadvertently picked up during your presentation. Just as with presentations, preparation is a vital tool to help you perform with ease and confidence in a question and answer session. It may seem impossible to prepare for questions but if you think about it, you do have a fair idea as to:

- what questions might be raised about your presentation
- material the audience is interested in but was outside the focus of your presentation
- the expected attitude of the audience (e.g. hostile, friendly, curious or confused)

The best way to prepare yourself and build your confidence is to take the time to write down as many possible questions as you can think of, and then practice answering them prior to the event.

To get more ideas of possible questions, you can ask others to think of likely queries and practice answering them. You can also prepare by:

- bringing print material (pamphlets and other handouts), business cards, phone numbers, e-mail addresses and Internet addresses for the audience's further information
- practicing answers to what you consider to be difficult questions
- bearing in mind that although there will be some surprises, most of the questions will be less difficult than those you would ask yourself
- preparing a single "wrap-up" statement to close the Q&A session, reinforcing your main point and thanking the audience (and any other participants) for their input

Additional tips for Q&A sessions

If you don't hear the question or understand it, ask the person to repeat it.

Try to keep calm, even if your audience is hostile or upset.

Always respect the questioner, even if you do not like the question or the manner in which it is posed; he or she may have a very good reason for being upset.

Don't react negatively if someone asks you a question that you feel you already answered during your presentation or in response to a previous question; they may not have heard or understood the information previously presented.

Honesty is the best policy; if you don't know the answer to something, admit it and offer to contact the person later with the information.

End on a High Note

Even in a Q&A session, you will usually have the last word. Use the opportunity to summarize your position or stress what you think is your most important point of your presentation. This will be your last chance to impress, persuade or inform your audience — use it to your advantage. Be positive, concise, and clear.

After the Session

Following the event, take the time to review your performance to identify what you did well and what could be improved next time. If possible, get feedback from the audience or observers. Many speakers request that the audience fill out evaluation forms, which provide the speaker with anonymous (usually) comments, ideas and suggestions. These are especially useful if the speaker will present the same topic again to a different audience or to the same group in the future on another topic.

CSC's Role

The Correctional Service of Canada contributes to safe communities by helping offenders succeed in their reintegration.

Reintegration

Offenders who gradually reintegrate into the community under supervision are less likely to re-offend.

Programming

Since almost all offenders will return to the community, the programs of the Correctional Service of Canada are designed to reduce the risk of re-offending.

Community Involvement

A supportive community makes it easier for offenders to become responsible citizens.

1. Role of the criminal justice system

Canada's criminal justice system is designed to ensure public safety by protecting society from those who violate the law. It does this by stating the types of behaviours that are unacceptable and defining the nature and severity of the punishment that can be meted out for a given offence. Punishment may include: a fine; restitution to the victim; probation; community service; or imprisonment.

A series of safeguards ensures that those charged with a criminal offence are presumed innocent until proven guilty and that they have the right to legal representation and a fair trial. The *Criminal Code of Canada*, in combination with other pieces of legislation, including the *Youth Criminal Justice Act*, the *Corrections and Conditional Release Act*, and the *Canadian Charter of Rights and Freedoms*, provides the foundation within which the criminal justice system operates. The criminal justice system provides an impartial (same for everyone) response to crime, as opposed to people taking matters into their own hands.

These are the primary functions of the criminal justice system:

- investigation
- laying of charges
- prosecution
- determination of guilt or innocence
- sentencing
- administration of the sentence

2. How the criminal justice system works

The criminal justice system consists of four interrelated parts that work together to protect society from the moment a crime is committed until the offender is reintegrated into society. Each component is governed by legislation specific to its role in the criminal justice system, but they all have the potential to influence each other. For example, reports from law enforcement officers may influence judges' sentencing decisions; sentencing decisions influence the offender's prison experience; and reports and assessments of corrections staff influence parole decisions.

The four parts of the criminal justice system are:

- Policing
- Courts
- Corrections
- Parole

Policing:

The federal, provincial/territorial and municipal governments are responsible for this part of the system. At the federal level, the Royal Canadian Mounted Police (RCMP) is the law enforcement authority. At the provincial/territorial level, it may be either the RCMP, working under contract to the provinces/territories or, as in Ontario and Quebec, the provincial police. At the municipal level, the local police force provides protection. The main role of law enforcement officers is to apprehend offenders and, in most provinces, to lay charges against the accused, based on the *Criminal Code*. Law enforcement officers are the front line of Canada's criminal justice system.

Section 3 ■ Criminal Justice System

Courts:

Once charges have been laid, the Crown attorney is responsible for deciding which charges the accused will face in court and for prosecuting those charges. If the case proceeds to trial, the judge (and, in a small number of cases, the jury) will decide whether the accused is guilty as charged. In cases where a jury finds the accused guilty, it is still the judge who decides the sentence that should be imposed.

In sentencing, judges are limited by the maximum and minimum penalties laid out in the *Criminal Code* or, if the offender is between 12 and 17 years old, by the *Youth Criminal Justice Act*. Sentencing decisions may also be affected by provisions in the *Canadian Charter of Rights and Freedoms* (for example, evidence may be deemed inadmissible if it was obtained in a way that violates the *Charter's* provisions). If an offender is given probation, it is the judge who sets the conditions. Sentences may be appealed, in principle, all the way up to the Supreme Court of Canada.

The *Criminal Code* gives judges some leeway in their sentencing decisions, based on the principle that prison should be a last resort for the most serious offences, and not used if an effective alternative punishment is available. Judges may also consider the following factors: the seriousness of the crime; the age and circumstances of the offender at the time the crime was committed; the need to prevent or deter the offender or others from committing similar crimes; the public's safety; and the offender's prospects for rehabilitation.

Corrections:

Those involved in this aspect of the criminal justice system administer the sentence handed down by the judge, whether it involves incarceration or probation. Once the accused is found guilty, depending on the nature of the offence, s/he may be sentenced to a term in the federal, provincial or territorial correctional system. The federal corrections system deals with adult offenders (18 years of age and older) who have been sentenced to two or more years of imprisonment. The provincial/territorial system deals with offenders serving a term of less than two years, as well as all non-custodial sentences (i.e., those involving probation and/or community service). The federal correctional system is governed by the *Corrections and Conditional Release Act*.

Parole:

Offenders who have served a portion of their sentence in an institution may be released to serve the rest of their sentence under supervision and control in the community. Parole is granted following a case review by the federal or provincial parole board (depending on whether they are in a federal or provincial institution). The terms for parole review vary from one province to another. Parole boards have the final say as to whether an offender is released from prison before serving the full sentence. The boards also set the terms and conditions that offenders must meet once they are back in the community (for example, abstaining from alcohol or drugs and reporting regularly to a parole officer). Offenders who violate their parole conditions may be sent back to prison to serve out the remainder of their sentence. Federal parole decisions are governed by the *Corrections and Conditional Release Act*.

3. Ministry of Public Safety and Emergency Preparedness

The Ministry of Public Safety and Emergency Preparedness is responsible for the safety of Canadians and other activities required to protect against and respond to natural disasters and security emergencies.

Additional information on the new department will be available shortly.

1. Legal foundations of federal corrections

Canada's correctional system is the product of many influences. These include: ongoing research as to what constitutes effective corrections; regular consultations with the many groups and individuals who have a stake in corrections; the growing emphasis — both domestically and internationally — on prisoners' human rights; and a recognition of the community's role in the safe reintegration of offenders. The legal and ethical framework for our country's corrections system is shaped by the international obligations Canada has assumed as a signatory to various conventions and covenants, as well as by various key pieces of domestic legislation — in particular, the *Charter of Rights and Freedoms*.

***The Corrections and Conditional Release Act:* The cornerstone of federal corrections**

Adult offenders, sentenced to two or more years, are sent to a federal penitentiary. The entire federal correctional system, from incarceration to parole, is governed by the *Corrections and Conditional Release Act*. Adopted in 1992, the Act states that “protection of society” should be the paramount consideration in the corrections process. It also says that corrections should use the “least restrictive measures” consistent with the protection of the public, CSC staff members and offenders. The Act differs from the legislation it replaced (the *Penitentiary Act* and the *Parole Act*) in several ways. It tightens up security measures for high-risk offenders, makes the corrections system more accountable to the public, allows victims to provide input into National Parole Board hearings, and offers more safeguards for offenders' human rights.

The Canadian Charter of Rights and Freedoms and its relationship to corrections

Enacted in 1982, the *Charter* is an integral part of the Constitution of Canada and, as such, is part of the “supreme law of Canada.” This means that if the rights guaranteed under the *Charter* appear to be violated by a particular law in the *Criminal Code*, the *Charter* will prevail. However, offenders do not have all the rights of other citizens, because the *Charter* also states that “the restriction of certain rights and freedoms may be justified in a free and democratic society.” CSC, under the authority of the *Corrections and Conditional Release Act*, must justify any restrictions imposed on those in custody. For example, one justification for restricting an offender's right would be concern for public safety.

Furthermore, within strictly defined limits, the *Charter* guarantees offenders many rights, including:

- freedom of conscience
- the right to practice their religion
- freedom of expression
- freedom of peaceful assembly and association
- the right to legal counsel
- the right to a fair hearing
- the presumption of innocence
- freedom from arbitrary detention and imprisonment
- the right not to be subjected to cruel and unusual treatment and punishment

Other domestic legislation

In addition to the *Charter of Rights and Freedoms*, there are several other key laws that affect the rights of prisoners and the way in which the work of federal corrections is carried out. The *Canadian Human Rights Act* outlines a comprehensive framework for countering discrimination in the federal and federally regulated sectors. The Act applies to all

government departments (including CSC), agencies and federally regulated businesses. The grounds of prohibited discrimination are: race, national or ethnic origin, colour, religion, age, gender, sexual orientation, marital status, family status, disability, and a conviction for which a pardon has been granted. The *Privacy Act* protects unauthorized access to personal information and provides some individual control over the use and collection of such information. The fundamental principle underlying this Act is that government institutions should not gather personal information unless it is justifiably relevant to a particular government activity.

The *Access to Information Act* provides the public with the right to access information held by federal government institutions; however, certain conditions apply.

The *Official Languages Act* ensures the equal status of both English and French as the country's official languages. It also guarantees that the public has the right to receive services in the official language of their choice when dealing with federal government institutions.

Canada's international obligations and how they affect corrections

As a signatory to all the major international human rights declarations, covenants, conventions and protocols, Canada is expected by the international community to respect the provisions contained in these documents. If there is a conflict between domestic law and international obligations, domestic law prevails. In practice, however, there is little conflict, since the international provisions on the human rights of prisoners and the fair and humane treatment of prisoners are enshrined in Canadian legislation. The key international documents affecting Canada's obligations with regard to corrections include:

- *United Nations Charter*
- *Universal Declaration of Human Rights*
- *Convention on the Rights of the Child*
- *International Covenant on Civil and Political Rights*
- *International Convention on the Elimination of All Forms of Racial Discrimination*
- *Convention Against Torture and Other Cruel, Inhumane or Degrading Treatment or Punishment*
- *Standard Minimum Rules for the Treatment of Prisoners*

2. Striking a fair balance

The *Corrections and Conditional Release Act* aims to strike a fair balance between two inter-related strategies:

- exercising reasonable, safe, secure and humane control of offenders in correctional institutions, as well as offenders under supervision in the community; and
- assisting and encouraging offenders to become law-abiding citizens.

The overriding goal is public safety, which is promoted both by proper control of offenders and by programs that help individuals to rehabilitate themselves. The latter is important because sooner or later, most offenders will complete their sentence and return to the community. During the incarceration period, public safety is achieved by ensuring the secure custody of the offender and maintaining a safe environment for both staff and inmates. But this is a time-limited strategy, as inmates who serve their sentences are released from prison's secure environment. Therefore, an equally important job of corrections is to prepare inmates to successfully return to the community as law-abiding citizens. This strategy contributes to long-term public safety.

3. CSC's Mission Statement

CSC's Mission Statement reinforces the objectives described above:

The Correctional Service of Canada, as part of the criminal justice system and respecting the rule of law, contributes to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control.

This statement illustrates that “good corrections” is not just a matter of locking up those who have broken the law; it also involves the process of helping offenders change for the better so that one day they can be returned to their communities as law-abiding citizens. The Mission document includes a number of *core values* and *guiding principles* that translate, into everyday practice, the provisions laid out in the *Corrections and Conditional Release Act* and the other major pieces of legislation (described above) that form the legal foundation of the federal corrections system. The *core values* and the *guiding principles* reaffirm respect for human rights and dignity, and the belief that the offender has the potential to change, given the proper support, including the full involvement of CSC staff in the correctional plan.

4. CSC's structure

CSC is responsible for managing offenders sentenced to a term of two years or more. This responsibility includes the management of offenders within penitentiaries and the supervision of offenders on conditional release in the community. The Commissioner of CSC, who is accountable to the Minister of Public Safety and

Emergency Preparedness, is the Senior Executive Officer. National Headquarters is responsible for CSC's overall planning, policy development and administration. Five regional offices are responsible for administering the operations of correctional institutions and the supervision of offenders on conditional release in the community.

Employees

As of March 31, 2003, CSC had a total staff complement of slightly more than 16,000. Some 80% of staff work in institutions; of these, about half are correctional officers. Community supervision staff account for 8% of the total. The remaining 12% are employed at headquarters and central services.

Expenditures

In 2002/03, the total expenditures for CSC were \$1.54 billion to operate with \$984M spent on salaries, \$125M on capital expenditures and \$427M on operating costs. The average annual cost of maintaining a federally sentenced male offender is \$62,155. For women inmates, the cost is higher, \$155,589, due to the legal requirement to provide comparable and equitable facilities and services to a relatively small number of incarcerated women offenders (356).

Institutions

Penitentiaries are operated as maximum, medium, minimum or multi-level security facilities. CSC is responsible for 52 penitentiaries across Canada. Of these, five are regional mental health facilities, four are regional women's institutions and one is an Aboriginal healing lodge for women. The women's institutions (with the exception of the Aboriginal healing lodge) are all multi-level security. Women offenders in British Columbia are currently accommodated in a provincial women's institution under an exchange of services agreement. However, given the closure

of this provincial institution slated for 2004, CSC is in the process of converting the Sumas Community Correctional Centre into a multi-level security facility to accommodate federal women offenders. The design of the new Fraser Valley Institution will be similar to the other regional facilities for women offenders and it will offer the same level of services and programs to women offenders. Men inmates formerly incarcerated at the Sumas Community Correctional Centre have been transferred to other community facilities in British Columbia.

Maximum-security institutions house offenders who pose a serious risk to staff, other offenders and the community. The perimeter of a maximum-security institution is well defined, highly secure and controlled. Offender movement and association are strictly regulated and directly supervised.

Medium-security institutions house offenders who pose a risk to the safety of the community. The perimeter of a medium-security institution is well defined, secure and controlled. Offender movement and association are regulated and generally supervised.

Minimum-security institutions house offenders who pose a limited risk to the safety of the community. The perimeter of a minimum-security institution is defined but not directly controlled. Offender movement and association within the institution are regulated under minimal supervision. A minimum-security institution is often the offender's last stop before re-entering society.

Multi-level security institutions house offenders of varying security classifications in different secure areas of the institution.

Parole Offices

CSC has 19 district offices across Canada that oversee 71 parole offices. Each office is staffed with parole officers who are responsible for supervising conditionally released offenders in the community.

Community Correctional Centres

In addition to the parole offices, CSC operates a number of Community Correctional Centres across Canada. Designated as minimum-security institutions, these centres are small facilities in urban areas that mainly house offenders on day parole or other forms of conditional release. Within the centres, the director, parole officers and support staff work as a team, often in cooperation with community partners, to supervise and provide programs for offenders and to prepare them for full parole or statutory release.

Community-based Residential Facilities

Based on offenders' assessed security risk, they may be eligible for living in a community-based residential facility, commonly referred to as a "halfway house." There are about 175 of these facilities across Canada providing accommodation, 24-hour supervision, counseling and programming — all with the goal of safely reintegrating the offender into the community. Halfway houses are operated by non-profit agencies or private corporations contracted by CSC.

CORCAN

CORCAN, a special operating agency of CSC, is mandated to provide employability skills training and employment to offenders in federal institutions. Operating coast-to-coast in more than half of federal correctional facilities, CORCAN employs close to 5,000 offenders every year in a variety of business lines, including manufacturing, construction, agribusiness, textiles and services. Working conditions are

deliberately structured to replicate the private sector work environment so that offenders can acquire the skills and behaviours they will need to find and keep work once they are released from prison. Offender employees produce a range of products and services that are marketed to the public and not-for-profit sectors in Canada. Since 2000–01, CORCAN has also been responsible for all inmate work programs in federal institutions. CORCAN also offers employment placement services in 25 community employment centres across Canada to help released offenders find work.

5. Roles of front-line staff

Correctional Officers

Correctional officers supervise, monitor and control the movement of the offenders within an institution, and provide perimeter security. They are responsible for the day-to-day maintenance of security within each institution. They act as escorts when offenders must be taken outside the institution for administrative reasons (e.g., court appearances, medical treatment). Correctional officers must have a good working knowledge of corrections, criminal behaviour and intervention techniques, and must be able to identify and diffuse any situation that could escalate into a more serious incident. In addition to ensuring dynamic security, correctional officers must also encourage and support offenders throughout the day as they work to change criminal beliefs, attitudes and behaviours. They are directly involved in working with offenders from the time they enter a correctional institution until they are released. This ongoing interaction gives the correctional officer in-depth knowledge of an offender's behaviours and progress. This knowledge is essential, both in maintaining security within the institution and in helping prepare the offender for a successful return to

society. Correctional officers work as a team with other institutional staff to assess offenders' progress and make recommendations for parole.

Primary Workers

Front-line staff in women's facilities are not referred to as "guards" or "correctional officers", but rather, as "primary workers". In addition to traditional correctional officer duties, primary worker duties include case management and program support.

In staffing these positions, CSC recruits individuals who have experience working with women and/or individuals who are sensitive towards women's issues and have knowledge of the philosophy outlined in *Creating Choices* (the 1990 Task Force Report on Federally Sentenced Women). Once recruited, staff are required to participate in both standard correctional training and women-centred training. Women-centred training addresses issues such as sexism, sexual orientation, racism, Aboriginal traditions and spirituality, physical and/or sexual abuse, self-injuries and suicidal behaviour, addictions, and mental health.

Parole Officers

A parole officer's most important skill is the ability to accurately assess and manage offenders. Parole officers, whether they are working within a penitentiary or in the community, are key to the goal of successfully reintegrating offenders into society. Based on their assessment of the offender, parole officers, with other CSC staff, develop and administer a correctional plan of program and treatment options to address the offender's anti-social behaviour. (*See Section 5: The Correctional Process, for more detail on the correctional plan.*)

In developing a correctional plan for the offender, *institutional parole officers* work as a team with

Section 4 ■ Federal Corrections

psychologists, instructors, program delivery officers and correctional officers or primary workers. As part of their job, parole officers make recommendations to the National Parole Board (NPB); however, the final decision on parole of any offender rests with the NPB. In assessing the risk posed by an offender who is granted parole, NPB members will consider the information provided from CSC staff, but may also seek further advice, including input from victims. The NPB also sets the terms and conditions of parole.

Community-based parole officers, in addition to monitoring offenders on conditional release, help link them to counseling, education programs, substance abuse programs, and job-training opportunities. Based on their regular meetings with offenders and on information gathered from other people in the offender's circle of friends, family and acquaintances, parole officers can assess the degree of risk the offender poses to the community and adjust the supervision plan accordingly.

Psychologists

Psychologists play a vital role in the ongoing assessment and modification of offenders' behaviour. Their analysis of the complexities of human behaviour provides CSC staff with essential information that helps establish the basis for correctional plans. In addition, they design and conduct sophisticated psychological treatment programs and provide essential mental health treatment to offenders.

Nurses

Nurses in CSC facilities work independently and are also members of the multidisciplinary team. They are the front line of health services for inmates. Here, nurses work with less direction than they do in a hospital or ambulatory setting. They must be able and willing to accept this level of independence in a setting that requires constant

use of their expert judgment and clinical assessment skills. They must have a strong interest in health promotion and infection control.

Chaplains

Chaplains may be based either within the institution or in the community. The *Charter of Rights and Freedoms* guarantees offenders the right to practice their religion while incarcerated, and under the *Corrections and Conditional Release Act*, CSC is required to provide inmates with the necessities related to their religious or spiritual practices. Aboriginal Elders are responsible for addressing the spiritual needs of Aboriginal offenders, while chaplains are responsible for providing interfaith services to all other offenders.

CSC contracts with various faith groups for the services of institutional chaplains based on the religious affiliation of the offender population. Because of the number of Christian offenders, every institution offers both Protestant and Catholic chaplaincy services; service for other religious traditions such as Judaism, Buddhism, Sikh and Islam is provided through part-time contracts or appointed volunteers.

Community and institutional chaplains work together to build relationships with offenders prior to their release and with the local parole office to co-ordinate the supervision plan. Community chaplains have a dual role in that they work with ex-offenders to help them reintegrate and also minister to the wider community to help it receive and welcome ex-offenders.

Volunteers

(See Section 9: *Partners in Good Corrections*, for more information.)

Volunteers support and help improve CSC's programs and services, as well as act as positive role models for offenders. In working with

offenders, volunteers pave the way for their safe return to the community by showing that someone cares about them. Volunteers may also help raise public awareness of the issues and challenges facing the correctional system. There are currently about 10,000 volunteers within CSC whose activities include tutoring, as well as involvement in literacy programs, substance abuse programs and social/recreational activities.

6. Citizens' Advisory Committees

One of the biggest challenges facing CSC today is the role and responsibility of the community in helping to safely reintegrate offenders. Therefore, CSC is trying to reach out to the communities it serves. The *Corrections and Conditional Release Act* states that "CSC shall facilitate the involvement of members of the public in matters relating to [its] operations." Citizens' Advisory Committees (CAC) have helped to inform communities about the correctional process and have contributed to the overall development of correctional facilities and programs.

CAC members are local citizens who volunteer their time. They are appointed for a minimum two-year period, which may be renewed. Members are independent from the management of CSC and are not paid for their services.

As independent, impartial observers, they monitor and evaluate the day-to-day operations of CSC, including the provision of adequate care, supervision and programs for offenders. CAC also liaise between CSC and the public to build understanding and support for the correctional process.

Ultimately, local CAC should reflect the needs and characteristics (e.g., social, cultural and ethnic composition) of the community. More than 500 citizens are currently involved with more than 97 committees across Canada. They provide an important link between CSC, offenders and communities. It is recognized that a supportive community makes it easier for offenders to become responsible citizens.

7. Roles of after-care agencies

Community partnerships with after-care agencies can be effective in reducing the risk of re-offending and are an essential component of the corrections process in reintegrating offenders.

CSC has a number of relationships with community-based agencies, such as the John Howard Society, the Canadian Association of Elizabeth Fry Societies and the Salvation Army. Through contracts with CSC, these organizations supervise offenders on day parole and run halfway houses.

Apart from the residential accommodation provided by these facilities, halfway houses provide a wide range of services, including counseling and, in some cases, specialized treatment programs. While living there, resident offenders are subject to strict curfews and guidelines. After-care agencies offer a variety of programs to help offenders learn and practice the skills they will need in order to find and hold down a job. Examples of these skills include problem solving, critical thinking, interpersonal communication, and anger management.

1. Profile of federal offenders

Overwhelming proportions of incarcerated federal offenders are men (96%). Most (71%) are serving their first penitentiary sentence. About two thirds are single, divorced, separated or widowed, between 20 and 34 years of age, and sentenced to a term of less than six years (50%). The federal offender population is diverse. About 71% of offenders identify themselves as Caucasian; Aboriginal offenders constitute the next largest group (16%).

Presenters: Please refer to the chart “The Criminal Justice Process.” Page 5.6

2. The purpose of a correctional plan

The majority of people sentenced to federal penitentiaries will, at some point, return to society. Knowing this, the Correctional Service of Canada emphasizes the offender’s safe reintegration into the community. It does this by determining the factors that led to the crime for each inmate and developing a plan to address these factors. The development process involves looking at the behaviours that brought inmates into conflict with the law, assessing the risks they pose to themselves and others, identifying their potential for safe reintegration and recommending suitable programs and treatments. The correctional plan sets out specific performance objectives, and therefore acts as a yardstick against which the offender’s progress can be measured throughout the sentence.

3. How the correctional plan works

Intake

Following sentencing, CSC staff gather as much information as possible about the offender, from a variety of sources — police, courts, victims, family members, employers and psychologists. This information is analysed and used to identify the main risk factors that may affect not only the safe, secure and humane management of the offender during incarceration, but his/her potential for safe reintegration as well. Specific tools and policy guidelines have been developed for this purpose. Based on the intake assessment, staff develop a correctional plan for each offender. The plan sets out placement criteria (the type of institution and level of security required) and beneficial rehabilitation programs.

Risk assessment and risk management

Risk assessment provides a way of distinguishing between those who are likely to re-offend and those who are not. Once an offender has been identified as a risk for re-offending, CSC staff can then decide how best to manage the risk through appropriate programs and treatment. However, the process involves treatment of human behaviour, so it is not foolproof.

Risk assessment is an ongoing process that begins when offenders enter the correctional system and continues for as long as they are under supervision, whether in a penitentiary or in the community. By regularly measuring changes in behaviour and attitudes, case managers can adapt the correctional plan as needed.

Risk assessment forms the basis for conditional release decisions made by the National Parole Board. While on conditional release, the offender’s risk factors are monitored by a parole

officer, who may seek input from the police, employers, family members and community agencies. Any change in perceived risk to the community can be offset by a number of actions including disciplinary interviews, imposition of additional conditions, or, ultimately, suspension of conditional release and return to a correctional facility.

Rehabilitation

Incarceration and supervision alone do not effect the long-term changes that many offenders require in order for them to lead productive, law-abiding lives in the community. Treatment services and programs are necessary to bring about positive changes in behaviour. The rehabilitation programs identified in the offender's correctional plan are aimed at treating problems that interfere with his or her ability to function in society, such as getting along with other people or holding down a job. In addition, all inmates must attend school or work as part of their correctional plan.

4. Correctional programs

CSC offers a wide range of fully accredited correctional programs, both within the prison system and to offenders on parole. The programs address the attitudes and beliefs that appear to have led to an offender's criminal behaviour, help them develop social skills and upgrade their education. The goal is to ensure their safe return to the community and their prospects for finding and keeping a job. All programs are supported by current research and have clear objectives, along with criteria for selecting participants and a process for measuring their progress. Programs are also regularly evaluated for their effectiveness. Research has shown that programs that teach behavioural skills are the most effective in reducing the likelihood of re-offending by 50%. It also indicates that rehabilitation programs are

more effective when delivered in the community, as opposed to in a correctional setting.

As offenders progress through the correctional system to lower security levels and more freedom of movement, the programs and activities are tailored to more closely reflect the conditions the offender is likely to encounter once released into the community. Programs focus on several main areas: cognitive skills, anger management, violent behaviour, substance abuse, sexual deviance, family violence, education and literacy. There are also specialized programs for women and Aboriginal offenders. *(For a complete listing and description of correctional programs, please refer to Appendix B.)*

5. Purpose of conditional release

Conditional release means releasing offenders into the community before their sentence has expired, under strictly defined conditions and with supervision and support. The purpose of conditional release is to help inmates make a safe, gradual, supervised return to society. Conditional release also allows for the early identification of offenders who are having difficulty making this transition. If they are breaching the conditions of parole, for example, they can be returned to a federal penitentiary even if they have not committed another criminal offence. Offenders who are incarcerated until their sentence has expired (known as warrant expiry) and then released into the community without any controls or supervision have an increased chance of committing another crime. Conditional release programs are more conducive to the safe reintegration of offenders than keeping them in the penitentiary until their warrant expiry date.

6. Types of conditional release

Presenters: Please refer to the chart titled, "Schematic Sample of Eligibility Dates for a 12-Year Sentence". Page 5.7

In keeping with the principle of "gradual, supervised return to society," conditional release consists of five progressive stages, as set out in the *Corrections and Conditional Release Act*. By and large, the success rates for each stage are high. (See Section 7: Statistics, to customize the presentation to the audience.) For each type of conditional release, failure to comply with the conditions set out by the National Parole Board can lead to CSC suspending the release and returning the offender to custody during this time. The NPB would then conduct a review to decide whether to revoke the release.

Temporary absences may be granted by CSC to offenders for medical, administrative, community service, family contact, and personal development reasons (related to rehabilitation), if it is determined that the inmate will not present an undue risk to society. An escorted temporary absence may be granted at any time during the sentence, whereas an unescorted temporary absence may be granted only after an offender has served one-sixth of the sentence or six months, whichever is greater. Offenders classified as maximum security do not qualify for unescorted absence. In cases of offenders who are serving life sentences, only the NPB can grant temporary absences.

Work release allows offenders from minimum- and medium-security facilities to do paid or voluntary work in the community under supervision, as long as they are not posing an undue risk to society. By offering practical

experience, work releases give offenders an opportunity to contribute to the community, thus increasing their self-esteem and reducing their chances of re-offending.

Day parole allows offenders to participate in community-based activities in preparation for release on full parole or statutory release. Offenders become eligible to be considered for day parole six months before their full parole eligibility date. First-time, non-violent federal offenders are also eligible for day parole after serving one-sixth of their sentence. Those imprisoned for either first or second degree murder become eligible for day parole three years before they are eligible for full parole. Only the NPB can grant day parole, and it does so only if it determines that the offender does not pose an undue risk to society.

Full parole. Inmates are normally eligible to be considered for full parole by the NPB once they have served one-third of their sentence, or seven years, whichever is less. Under the *Corrections and Conditional Release Act*, judges have the option at the time of sentencing to increase the time that violent and serious drug offenders spend in a correctional facility by delaying their eligibility for full parole until they have completed one-half of their sentence. Offenders sentenced to life for first degree murder or high treason are not eligible to be considered for parole until they have served 25 years. Those sentenced to life for second degree murder may apply for parole after serving between 10 and 25 years, as determined by the court. Offenders who are serving life sentences and who are granted parole remain on parole for the rest of their lives.

Statutory release. Most offenders who are serving sentences of fixed length, and who have not been granted parole or had their parole revoked, will be released by law on statutory

release after serving two-thirds of their sentence. However, the NPB may add conditions to the release to protect society and help the offender adjust to the outside world in a law-abiding manner. If the NPB believes that the offender is likely to cause serious harm or commit a serious drug offence, it may, upon referral from CSC:

- grant the offender “one-chance” statutory release;
- order the offender to live under strict residential conditions (i.e., in a halfway house); or
- order the offender to remain in a correctional institution until the sentence expires. If a decision is made to detain an offender until the end of his or her sentence, the NPB must review that decision once a year. Statutory release does not apply to offenders serving life or indeterminate sentences.

The main difference between parole and statutory release is that parole is a discretionary decision, whereas statutory release is a legal requirement.

7. Long-term supervision orders

Depending on the offender’s assessed potential for safe reintegration and the nature of the original offence, the court may impose a *long-term supervision order* on inmates who have served their full sentence and are eligible for release. These orders can apply for up to 10 years, if need be, to ensure public safety. They lay down conditions for behaviour that are similar to those for parole. If the conditions are breached, long-term supervision orders may be suspended and the offender taken into custody. In these rare instances, it would have to be determined that the offender still poses a threat to public safety and that there are no suitable community-based alternatives (such as supervised residential facilities) to manage the risk posed by the offender.

8. Supervision of offenders in the community

Every day in Canada, there are nearly 8,500 federal offenders living or working in the community under some form of conditional release. They are there because the NPB has determined they could be safely managed in the community, with proper supervision, support and controls. In making these decisions and in setting the conditions for release, the NPB relies on many partners. First among these is CSC, which provides the release plan as well as background information on the offender’s criminal history, performance in the penitentiary and involvement in correctional programs. Community agencies, police, victims and others provide input about an offender’s ability to reintegrate successfully.

When an offender is released into the community, he or she must adhere to a number of standard conditions, including:

- reporting regularly to the parole officer and the police as instructed; and
- carrying at all times the release certificate or identity card and presenting it to any police officer who requests it.

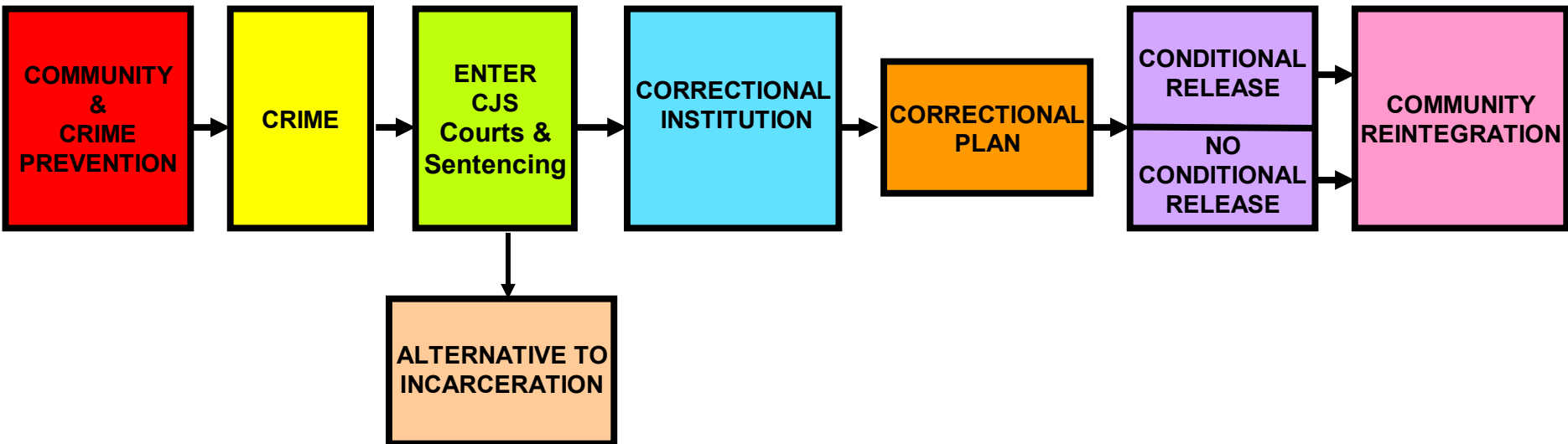
The NPB can also impose additional conditions such as avoiding alcohol and staying away from known criminals and victims and their families. Breaking one of these conditions could result in the offender being sent back to a correctional institution. Parole officers and police share information, enforce these rules and supervise offenders in the community.

Apart from monitoring and supervision, an important part of the parole officer’s job is to make sure offenders are linked to community services, volunteers and programs that can help them successfully reintegrate. Examples of these include after-care agencies, counseling,

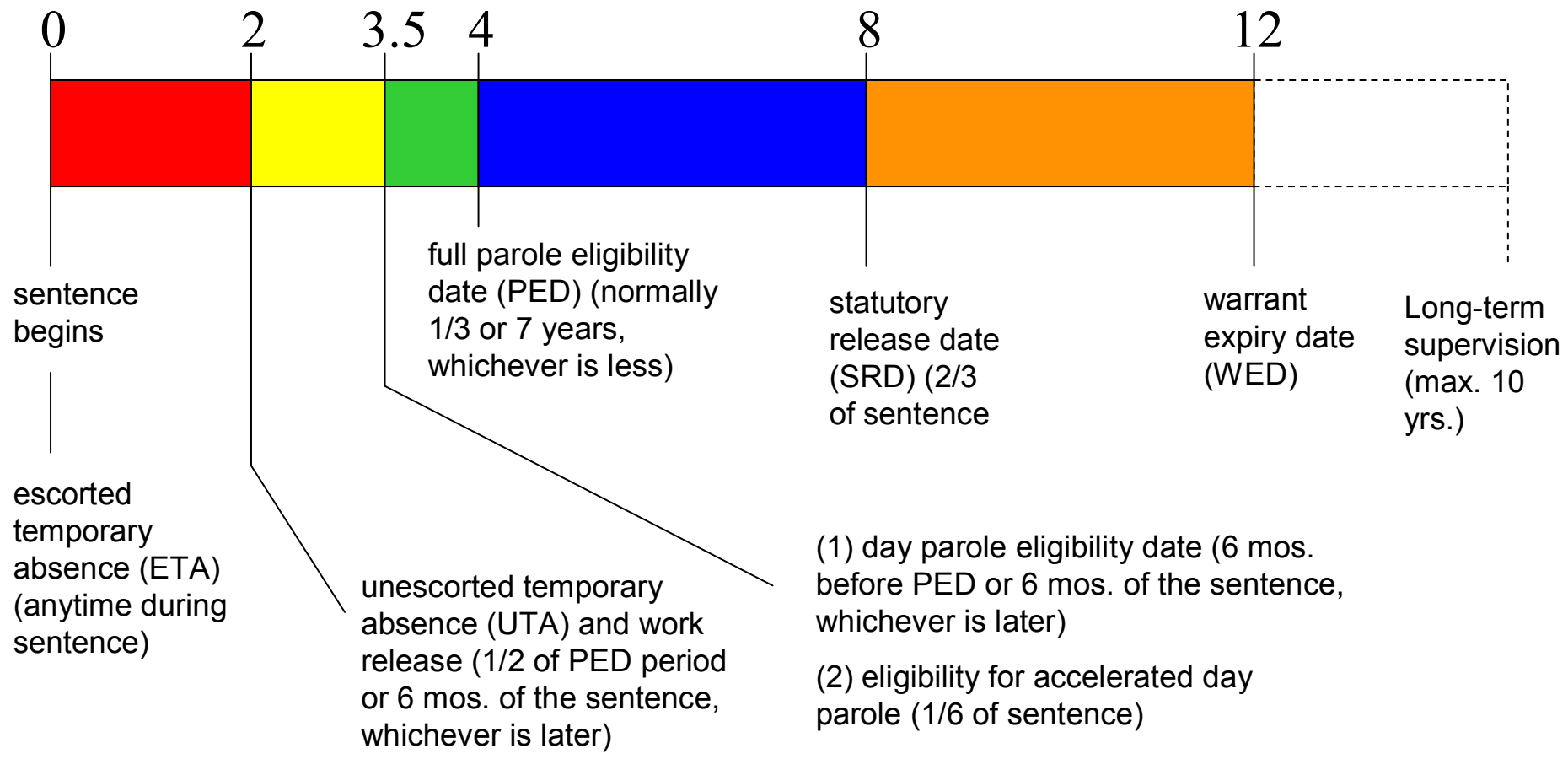
Section 5 ■ Correctional Process

education, training, and job search assistance. For many offenders, community chaplains also play a key role in their safe and productive return to society. For others, the family may form part of the supervision plan (though that depends on the family situation). In general, the more ties offenders have to the community, the more likely they are to make a successful transition. *(See Section 9: Partners in Good Corrections, for more detail on the community's role in safe reintegration.)*

THE CRIMINAL JUSTICE PROCESS



Schematic Sample of Eligibility Dates for a 12-Year Sentence



Issues and Challenges Facing CSC

When CSC develops policies and programs, three very important goals must be considered:

- protecting public safety,
- addressing offenders' needs,
- preparing offenders for their eventual release into the community.

Many offenders arrive in a correctional institution with physical and psychological conditions that present a risk to themselves, corrections staff and others. There are several challenges that CSC must meet in order to implement its policies and programs. The following are concerns that are particularly challenging for CSC.

1. Health Care

Inmates are entitled to essential dental, medical, and mental health care as well as reasonable access to non-essential health care. CSC is facing increasing budgetary pressure to maintain quality health care for inmates as costs have increased by almost 60% over the past ten years. The reasons for this include:

- higher rates of mental health problems and substance abuse problems
- higher prevalence of HIV/AIDS and hepatitis B and C
- an aging inmate population
- higher cost of drugs (increases 15% each year)
- CSC must cover 100% of the costs associated with outside hospitalization and for 24-hour escorts

There is little opportunity for cost-saving measures with regard to inmate health care. Due

to the inherent limitations on movement within penitentiaries, a clinic in a maximum-security institution cannot operate like a community clinic. Likewise, security escorts must accompany inmates on visits to specialists and other outside community services.

2. Mental disorders

Approximately 19% of the inmate population suffer from mental disorders that may require specialized interventions. CSC provides a range of treatment services to address these needs.

- **Intensive (acute) care** is provided for acutely mentally disordered offenders (e.g., psychotics and schizophrenics) primarily through beds in the regional treatment/psychiatric centres.

- **Intermediate care** is given to offenders with chronic mental disorders as well as to those who require crisis intervention and transitional care.

- **Ambulatory care** is provided to offenders who require some mental health support during a personal crisis. Care is provided on an outpatient basis through the services of psychologists and mental health nurses.

Special needs of mentally disordered offenders

Offenders with mental disorders often experience difficulty adjusting to prison life. While in custody, they have a higher risk of committing suicide or injuring themselves than offenders without mental illness. Furthermore, they may require more assistance in the reintegration process, particularly to secure required support services such as counseling and appropriate housing. There are limited community supports for these offenders, a reality that may affect their eligibility for conditional release and, ultimately, their safe reintegration into the community.

Program and treatment responses

Upon incarceration in a CSC facility, inmates are assessed to determine where they should be placed. If, at this time or at any other time during incarceration, it is determined that the individual requires intense mental/psychiatric care they are referred to a CSC treatment centre or, in the case of women offenders, to a Structured Living Environment (SLE) house. SLE houses are designed to provide a treatment option of minimum and medium security women with cognitive limitations or significant mental health concerns who require more intensive supervision.

3. Infectious diseases

Infectious diseases within the inmate population

Some 200 inmates are living with HIV/AIDS, an estimated rate of 1.7% compared with 0.2% in the general population. Currently, about 2,700 inmates are infected with the Hepatitis C virus. As in the Canadian population, the precise prevalence of infectious diseases in the inmate population is not known because testing for HIV and Hepatitis B and C is not compulsory. All three diseases are transmitted through exchange of bodily fluids.

Why inmates are particularly vulnerable

Many inmates are vulnerable to these blood-borne pathogens due to high-risk lifestyles both before they arrive in prison and while incarcerated. Risk behaviours include injecting drugs, sharing needles, body piercing, tattooing and unprotected sexual relations. Inmates are also at increased risk of being infected with tuberculosis (TB) as it is transmitted by the inhalation of airborne organisms. Limited air exchange and a large number of people living in a confined space increase the potential for TB transmission in institutions.

Program and treatment responses

CSC's response includes voluntary testing, voluntary immunization, surveillance, education/prevention programs and "harm reduction" measures that consist of providing condoms, dental dams, water-soluble lubricants, bleach to clean needles, and methadone. Harm reduction is a realistic approach that aims at lowering the risks associated with such behaviours. Specific responses to the diseases include the following:

- **HIV/AIDS:** In 1993, CSC entered into a partnership with Health Canada through the National AIDS Strategy. CSC's HIV/AIDS programming focuses on education and prevention, as well as care, treatment and support for offenders living with the disease.
- **Hepatitis B & C:** Voluntary testing for both hepatitis B & C is available for both staff and inmates. For hepatitis B there is a voluntary immunization program and although there is no vaccine available for hepatitis C, treatment is available in the institutions as it is in the community. Focus is placed on prevention through education and harm reduction methods.
- **Tuberculosis (TB):** CSC offers 2-step TB skin testing on newly admitted offenders and annual TB skin testing of all offenders. Exceptional monitoring for TB has resulted in a high rate of inmate participation in the prevention programs. In the year 2000, there was only one confirmed active case of TB in a federal penitentiary.

4. Substance abuse

Challenges posed by substance abuse within penitentiaries

All correctional jurisdictions around the world have a problem with drug use among offenders. Substance abuse is a serious problem for many federal offenders. Approximately 80% have some identified level of problems with drugs and/or alcohol. The presence of drugs is of great concern to CSC as it is often related to the commission of crimes, the transmission of infectious diseases, and violence in institutions.

CSC's Drug Strategy

CSC's Drug Strategy aims to eliminate drug use in correctional facilities by reducing both the supply of and demand for drugs among offenders.

Supply reduction initiatives currently in place include:

- The non-intrusive searching of all visitors entering federal institutions using tools such as metal detectors, ion scanners and drug sniffing dogs to detect the presence of drugs on persons and their belongings.
- Cell searches, searches of buildings and grounds, and physical searches of offenders are carried out. As well, staff regularly monitor offender activity.
- A national random urinalysis program tests urine samples of 5% of the federal offender population each month. This program provides valuable information regarding the extent and pattern of substance use among offenders. As well, depending upon the specifics of the case, the individual results can be used to administer sanctions and/or identify offenders who are in need of other forms of intervention.

Demand reduction initiatives currently in place include:

- The availability of internationally accredited high, intermediate and low intensity substance abuse programs for offenders.
- The implementation of Intensive Support Units for offenders who are committed to living a drug-free lifestyle while incarcerated.
- Methadone maintenance treatment for injection drug users.
- The opening of the Addiction Research Centre in May 2001. The Centre serves as a focal point for all drug and alcohol abuse research conducted by CSC.
- The recent introduction of the Women Offender Substance Abuse Program (WOSAP) to address the specialized needs of women offenders.

5. Older offenders

Older offender population

Consistent with Canada's demographics, CSC has been experiencing an increase in the number of older offenders in recent years and this trend is expected to continue. Generally, today's older people tend to be more active and healthy and their mental and physical capacities tend to decline much later in life than they did in generations past. CSC must learn to deal with a new phenomenon: inmates growing old in prison (i.e., offenders can now outlive long sentences that were imposed when they were middle aged.)

CSC defines an older offender as anyone who is 50 years of age or older. Research indicates that the aging process is precipitated by approximately 10 years due to factors including socio-economic status, access to medical care and

the lifestyle of most offenders. Currently, the older offender population is at 3,443, which represents 15.8% of the total federal offender population.

Special needs

Older offenders have needs that set them apart from the rest of the adult offender population. The needs are in the areas of medical care, accessibility / mobility, adjustment to imprisonment, peer relationships, family relationships and conditional release. Failure to address these specific needs and problems may impede the safe and timely reintegration of older offenders.

Elderly and geriatric offenders tend to have a high incidence of multiple chronic health problems such as severe heart problems, diabetes, hypertension, stroke, cancer, Alzheimer's disease, Parkinson's disease, ulcers, emphysema, diminished hearing, poor eyesight, loss of memory, etc. As well, the fear of dying and concern around the stigma of dying in prison impact the emotional well being of offenders. There are also limits to the range and number of activities in which they can participate in the areas of work and recreation.

Program and treatment responses

To address these issues, much research has been done to find appropriate interventions for older offenders. Consultation with front-line case workers, community agencies, the voluntary sector and potential partners has been conducted to enhance programs to meet the challenges that older offenders face.

6. Women offenders

Profile of women offenders

There are about 822 women under federal sentence in Canada, representing approximately 4% of the federal offender population. Of these, about 374 (45.5%) are incarcerated while about 448 (54.5%) are on various forms of conditional release in the community.

Approximately 40% of the women offender population are less than 34 years of age. About 17% (136) are serving a life sentence. Approximately 4% (16) of the incarcerated population have been convicted of first-degree murder, and about 68% (255) have been convicted of a crime of violence (Murder I, Murder II and Schedule I). Almost 79% (284) are serving their first federal sentence.

Historical and Current Responses

Since its opening in 1934, the Prison for Women in Kingston, Ontario, housed all women offenders far from their home communities and in a maximum-security environment. The recommendations from *Creating Choices*, the 1990 report of the Task Force on Federally Sentenced Women, resulted in the closure of the Prison for Women and the opening of five regional institutions. These are:

- Okimaw Ohci Healing Lodge, Maple Creek, Saskatchewan;
- Nova Institution for Women, Truro, Nova Scotia;
- Joliette Institution, Joliette, Quebec
- Grand Valley Institution for Women, Kitchener, Ontario;
- Edmonton Institution for Women, Edmonton, Alberta.

Women in the Pacific region are housed under an Exchange of Services Agreement with the province of British Columbia at the Burnaby Correctional Centre for Women (BCCW). The Sumas Community Correctional Centre is currently being converted into a multi-level facility for federal women offenders, as BCCW is scheduled to close in 2004. The design of the new Fraser Valley Institution will be similar to the other regional facilities for women and it will offer the same level of services and programs..

The design of the regional institutions reflects the recommendations of the Task Force. Accommodation is provided through stand-alone houses that can hold up to 10 women and includes communal living space, a kitchen, dining area, bathrooms, utility/laundry room, and increased access to the surrounding grounds. The women in each house are responsible for their own cooking, cleaning and laundry. This community-style living approach represents a dramatic change from the traditional prison environment that existed at the Prison for Women.

In the spring of 1996, it became clear that about 10% of the women were either unable or unwilling to function in the community-style living approach of the regional institutions. As a temporary measure, distinct units for women classified as maximum security were opened in three men's institutions. In September 1999, the Solicitor General announced the implementation of the Intensive Intervention Strategy. The Strategy includes the development of the Structured Living Environment (SLE) houses for women classified as minimum or medium security with mental health and cognitive difficulties. In addition, small secure units were constructed at each of the regional institutions so that high-risk, high-need women could be safely returned to the regional institutions.

With these changes, CSC has moved into a new era in women's corrections, where needs and risks are met through supportive environments and a wide variety of educational, vocational, and personal development programs.

7. Aboriginal offenders

Profile of Aboriginal offenders

Although Aboriginal offenders comprise only 2% of Canada's population, they make up approximately 16% of federal inmates - and this rate is increasing. In Saskatchewan, Aboriginal people are incarcerated at a rate 35 times higher than non-Aboriginals. Other statistics are equally alarming. Aboriginal offenders are:

- more likely than non-Aboriginal offenders to be serving time for their third adult conviction for sexual offences and other violent crimes;
- 12% less likely to get out on some form of conditional release;
- 10% more likely to have their full parole revoked for breach of conditions;
- more likely to end up in prison than to complete college or university.

The reasons behind over-representation

Research on male Aboriginal offenders suggests that childhood deprivation is commonplace among this group, including early drug and alcohol use, physical and sexual abuse, and severe poverty. Many Aboriginal communities are marked by violence, family instability, alcohol abuse and low levels of education. The marginal socio-economic position of many of Canada's Aboriginal peoples, coupled with their loss of culture and community, have contributed

to their offending behaviour and to their difficulty in making a fresh start.

CSC's approach

CSC has a national strategy on Aboriginal corrections that includes several initiatives.

- The National Aboriginal Advisory Committee enables Aboriginal community leaders to assist CSC in involving the Aboriginal community more extensively in the reintegration of offenders. As well, negotiations are underway to enable CSC to enter into further agreements with Aboriginal communities for the provision of correctional services. There are currently six such arrangements.
- Enhanced Aboriginal treatment centers such as healing lodges (special institutions for lower-security Aboriginal offenders), based on Aboriginal values and principles, have already been built and conversion of several existing federal institutions is underway.
- Strengthened Aboriginal programming that increases inmates' access to Native Liaison Services and Elders in order to address the spiritual needs of receptive inmates. Other initiatives include the development of culturally sensitive programming, a concerted effort to recruit Aboriginal staff, and the development of an *Aboriginal Pathways* process in which receptive Aboriginal inmates may serve their sentences in an environment that is heavily influenced by Aboriginal cultures.

8. Sexual offenders

Sexual offender population

As of May 2003, there were 2859 sexual offenders under federal jurisdiction (of these, 19 are women). Approximately 70% are incarcerated and the rest are under community supervision. Sexual offenders account for approximately 16% of the total federal offender population, a slight decrease from 18% in 2001.

Sexual offenders tend to have relatively low re-offence rates. Among released federal sexual offenders, the average rate of sexual recidivism has been estimated at approximately 5% - 6% and may be even lower.

Program and treatment responses

CSC has very comprehensive, empirically driven management strategies for sexual offenders including:

- National standards for the assessment, treatment, and supervision of sexual offenders.
- Two nationally accredited sexual offender treatment programs in the Atlantic, Prairie and Pacific regions. Training in the other regions is ongoing. Three local programs have also been accredited.
- Maintenance programs in both institutions and community sites across Canada are available to offenders after their completion of structured treatment.
- A national standardization strategy which will ensure that sexual offenders receive consistent, effective, and high quality services across the regions and that the treatment they receive is matched appropriately to their levels of risk and need.

9. Dangerous offenders

Profile of dangerous offenders

According to the *Criminal Code of Canada*, an individual must have been convicted of a “serious personal injury offence” before an application for a dangerous offender status can be made. This designation may result from a single act of brutality or from a number of offences and will result in an indeterminate sentence.

Individuals who have received dangerous offender designations will not be released by the National Parole Board until they are deemed not to pose any undue risk to the community. The cases are reviewed by the NPB seven years after designation and every two years thereafter to determine if the offender can be safely reintegrated into the community.

As of June 15, 2003, there were 334 dangerous offenders serving indeterminate sentences under federal jurisdiction. Of these, 321 are incarcerated, 12 are being supervised in the community and one has been deported. The dangerous offenders incarcerated in federal institutions represent slightly more than 2% of the total federal inmate population. Currently all of the dangerous offenders are male.

Special measures to deal with dangerous offenders

Programs have recently been developed for dangerous offenders. These programs offer sexual deviancy treatment and high-intensity violence prevention programs. Mental health treatment is also available and educational programs are provided to those who lack literacy skills.

CSC is also developing motivation enhancement programs to encourage greater participation of dangerous offenders in programming and treatment.

10. Gangs and organized crime

The nature and extent of gang/organized crime involvement

Criminal organizations pose an increasing threat to the safe, secure, orderly and efficient management of CSC’s institutional and community operations.

As of March 2003, there were approximately 1700 offenders under CSC's jurisdiction associated with or members of criminal organizations. This represents an increase of 11% from March 2002. 7.6% of the institutional population and 6.9% of the community population are identified as members of criminal gangs or organized criminal groups. Currently there are 50 separate gangs or gang types in the institutions. Biker gangs, Aboriginal gangs and traditional organized crime groups are the most prevalent in the incarcerated population.

Problems posed

Despite the relatively low percentage of offenders who are seriously involved in criminal organizations, these offenders pose a number of significant problems for CSC including:

- intimidation, extortion, and violence within the incarcerated and supervised community populations
- drug distribution within the institutions
- recruitment of new members
- intimidation and corruption of staff
- increased convictions for serious crimes pose increased risks and affect maximum security capacity

Actions taken by CSC

- CSC has created a dedicated Intelligence Unit within the Security Division at National Headquarters. As well, standardized training is being developed for Security Intelligence Officers.
- CSC cooperates on an ongoing basis with the Criminal Intelligence Service of Canada in order to acquire and share information about gangs.
- CSC continues to be an active partner with other organizations that are examining this issue and collecting intelligence on gangs and organized crime.

Important Facts To Communicate

The corrections system is perhaps the most misunderstood part of Canada's criminal justice system. In the absence of factual information, fears about crime and misconceptions about how the system works are bound to grow. The following statistics provide an accurate, straightforward picture of the current situation, including crime rates, types of crime by category, a description of the federal offender population, conditional release outcomes, and the cost of maintaining a federal offender.

The following are key facts that may be important for you to communicate to your audience. They have been arranged to highlight important points that will follow in greater detail. You will find graphs and additional statistics to support these statements in the remainder of this section.

Incarceration Rate

- Canada's incarceration rate is higher than the rates in most Western European countries but much lower than those of the United States.

Crimes

- There were about 2.6 million crimes reported to police in 2002. Of those crimes reported to police, an estimated 284,000 (10%) resulted in a conviction.
- From an estimated 299,000 convictions in adult court, there were 4,127 (1.4%) offenders sentenced to federal jurisdiction.
- In 2002, the police-reported crime rate decreased.
- Violent crime decreased from 1992 to 1999, increased slightly in 2000, and decreased again in 2002.

Federal Offender Population

- The federal offender population in custody decreased by 10.8% from 1996-97 to 2002-03.
- The majority of offenders convicted of a new offence are serving their first federal sentence.
- The number of offenders with a previous (completed) federal sentence admitted into a federal institution for a new offence has remained steady at an average of 27% over the past five years.
- Inmates who escaped from federal institutions in 2002-03 represented less than 0.5% of the total average inmate population — all escapes occurred from minimum security institutions.

Conditional Release Outcomes

In 2002-03 the percentage of offenders who successfully completed:

- day parole was 84.4%
- full parole was 72.7%
- statutory release was 57.9%

Cost of Incarceration

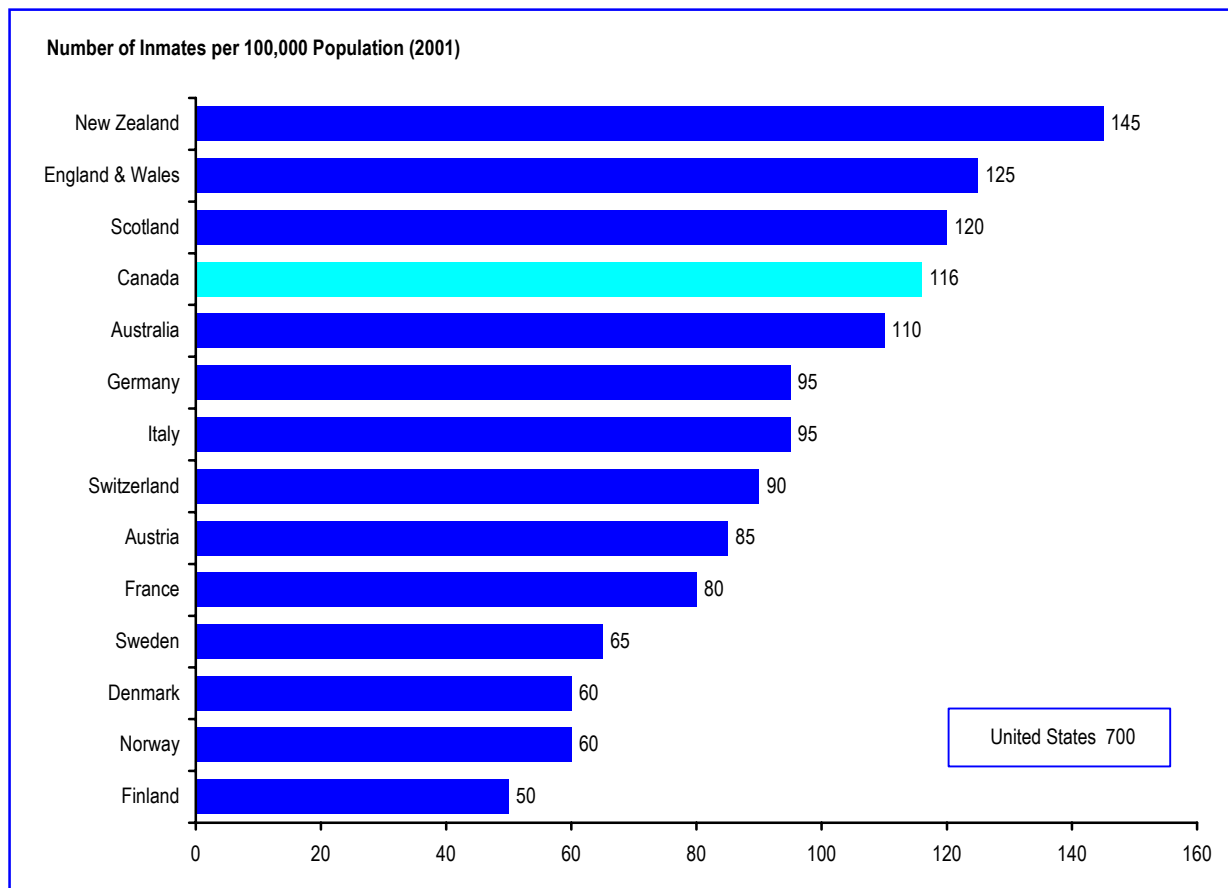
The average annual cost of incarcerating an inmate in a federal institution:

- Men: \$79,538
- Women: \$155,589

Incarceration: An International Perspective

- In 2001, the incarceration rate in Canada was 116 per 100,000 population.
- Canada's incarceration rate is higher than the rates in most Western European countries but much lower than the United States, which had an incarceration rate of 700 per 100,000 general population in 2001.
- The incarceration rate decreased in Canada over the last five years.

International Comparisons (2001)
Number of Inmates per 100,000 General Population



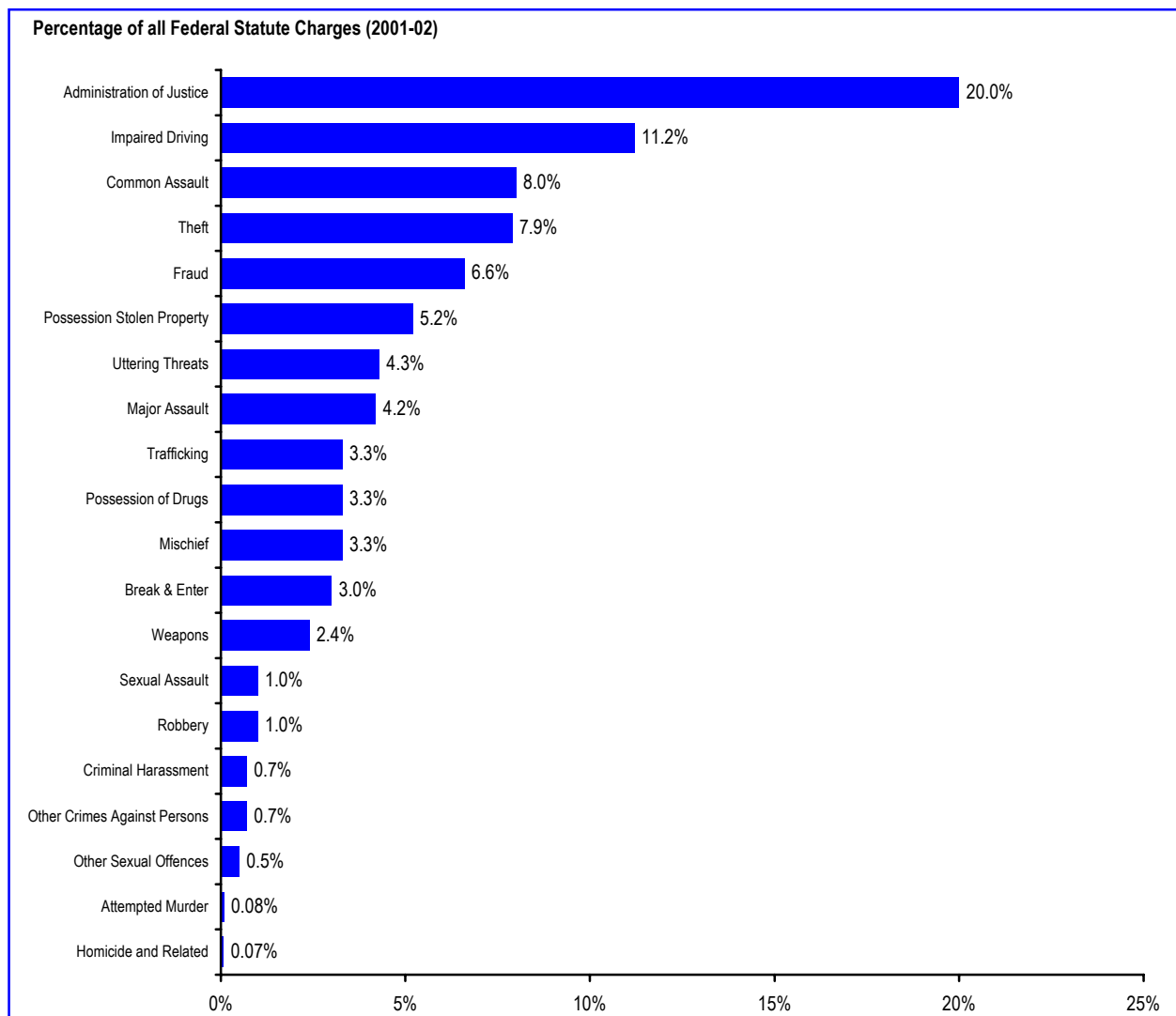
Source: Solicitor General Canada; World Prison Population List, Research Findings No. 166, Home Office Research, United Kingdom.

Note: The incarceration rate is a measure of the number of people (i.e., adults and youth) in custody per 100,000 people in the general population. Different practice and variations in measurement in different countries limit the comparability of these figures.

Types of Federal Charges

- The pattern of federal charges has been stable for the past five years.
- About 10% of the federal charges involve serious violence.*
- Impaired driving is the most common federal statute charge in adult provincial criminal courts.

Adult Charges (2001-02)



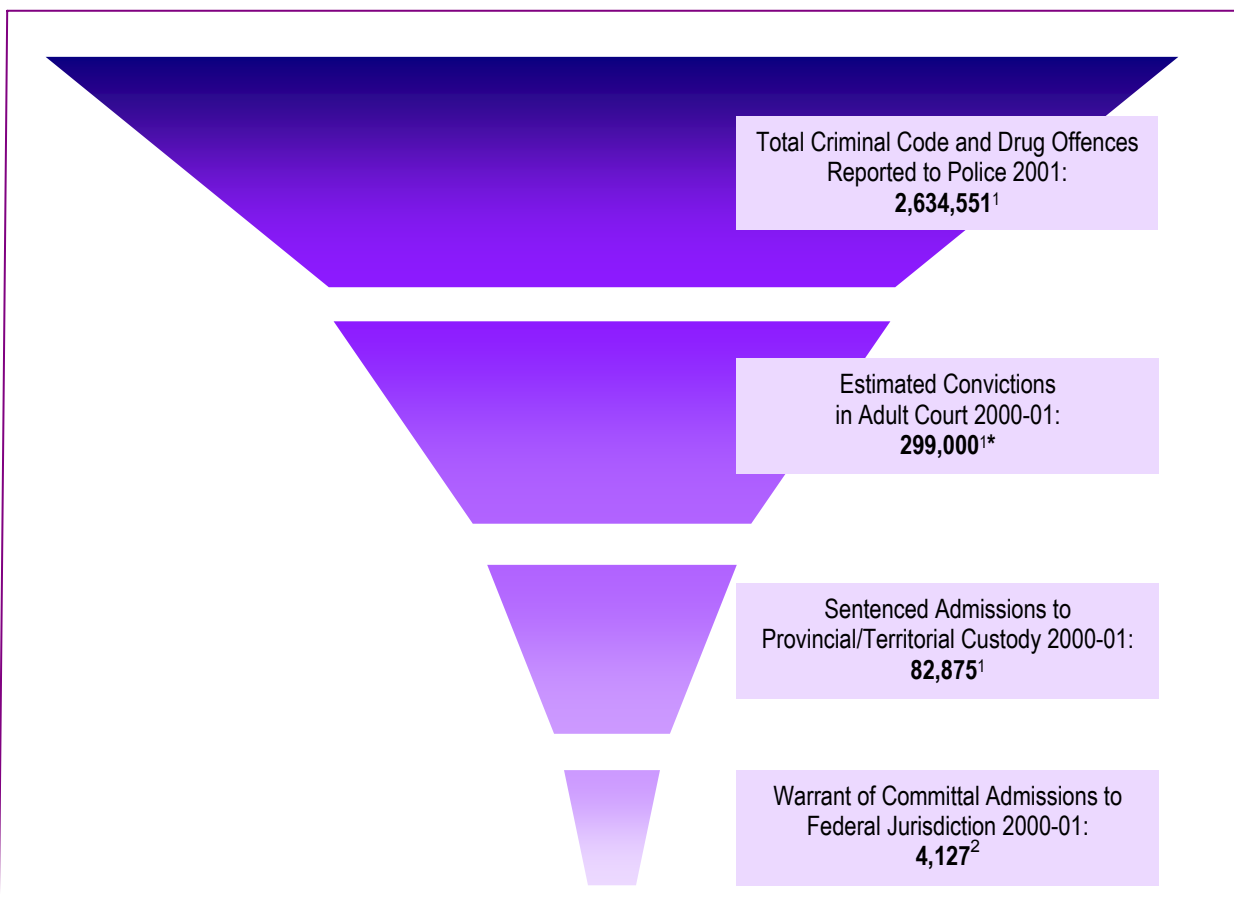
Source: Adult Criminal Court Survey, Canadian Centre for Justice Statistics, Statistics Canada.

Note: *Serious violent offences include homicide and related offences, attempted murder, robbery, kidnapping, sexual assault, sexual abuse, major assault, abduction, arson, and weapons offences. This category excludes common assaults.

Crime and Incarceration

- There were about 2.6 million crimes reported to police in 2002.
- During the period of those reported crimes, an estimated 299,000 resulted in a conviction in 2001-02.
- From an estimated 299,000 convictions in adult court during 2001-02, 4,127 offenders were sentenced to federal jurisdiction.

Crime Outcomes (2001-02)



Source: ¹Uniform Crime Reporting Survey, Adult Criminal Court Survey and Adult Corrections Survey, Canadian Centre for Justice Statistics, Statistics Canada; ²Correctional Service Canada.

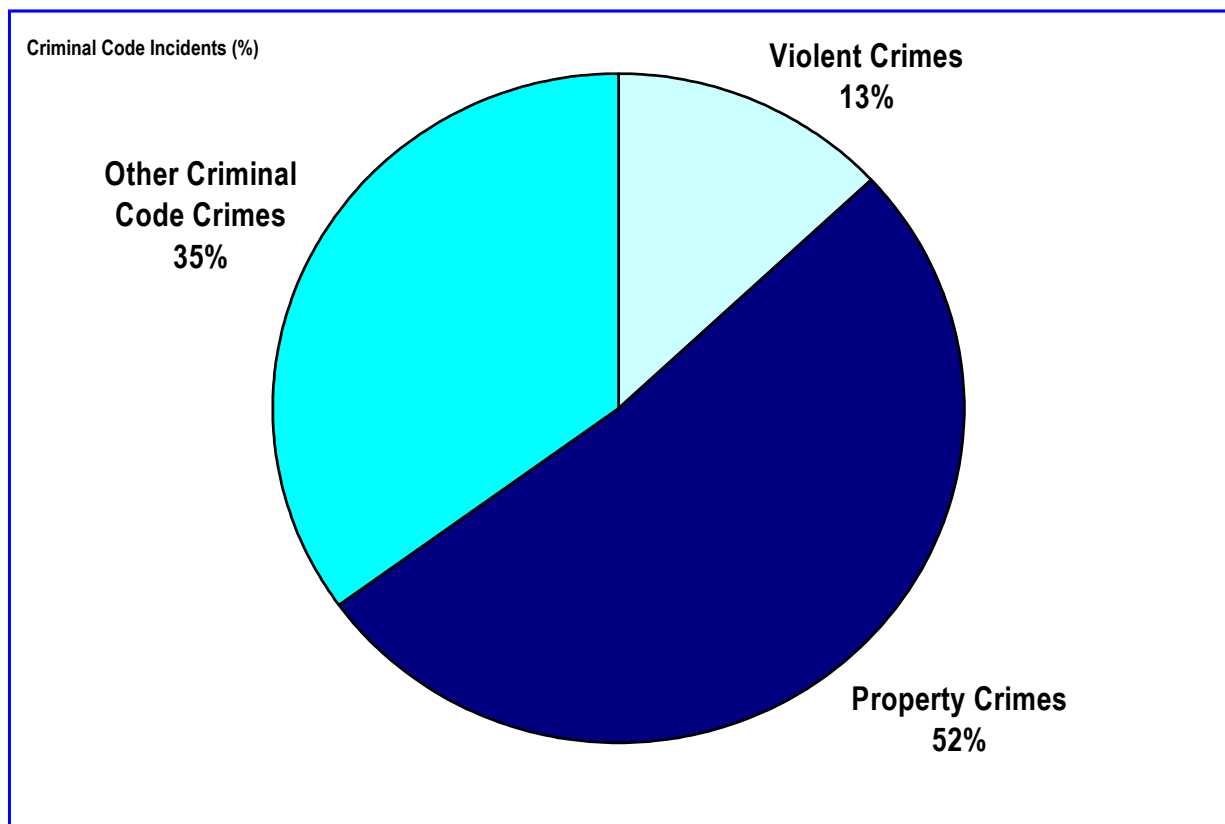
Note: Police data are reported on a calendar year basis whereas court and prison data are reported on a fiscal year basis (April 1 through March 31).

*Data adjusted to represent 100% survey coverage (from estimated 80% actual coverage), rounded to the nearest thousand. This figure includes only provincial court convictions.

Crime by Category

- There were 2.6 million *Criminal Code* incidents reported in 2002.
 - > 13% were violent crimes
 - > 52% were property crimes
 - > 35% were other *Criminal Code* crimes

A Breakdown of the *Criminal Code* Incidents Reported (2002)



Source: Canadian Centre for Justice Statistics.

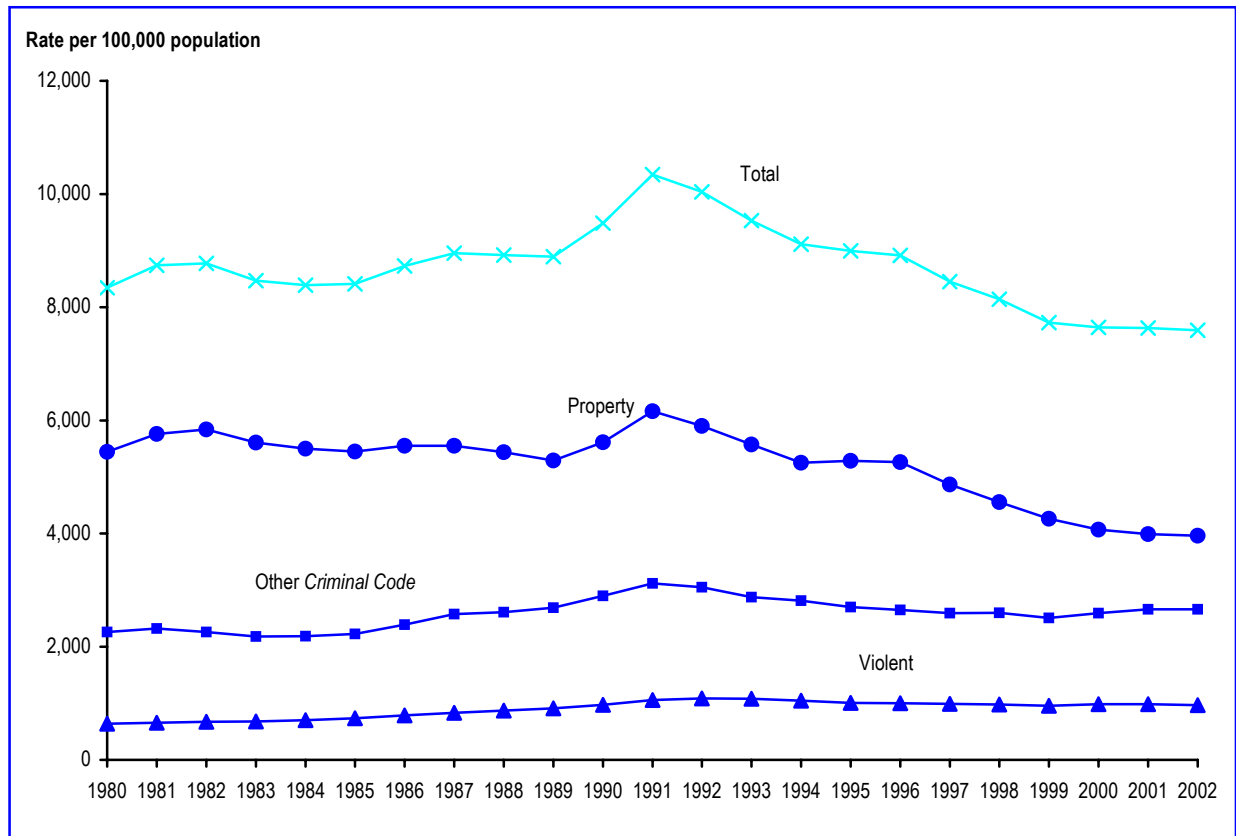
Note: Violent crimes include homicide, attempted murder, assault, sexual offences, abduction and robbery. Property crimes include break and enter, motor vehicle thefts, other thefts, possession of stolen goods, and fraud. Other *Criminal Code* crimes include mischief, prostitution, arson, bail violations, disturbing the peace.

Trends In Crime

Canada's crime rate has decreased steadily every year since 1991.

- The police-reported crime rate has decreased to 7,590/100,000 population in 2002.
 - > The property crime rate in 2002 reached its lowest point in over 20 years.
 - > Other *Criminal Code* offences increased from 1999 to 2002.
 - > Violent crime decreased from 1992 to 1999, increased slightly in 2000, and decreased in again 2002.

Police Reported Crime Rate (1980-2002)



Source: Uniform Crime Reporting Survey, Canadian Centre for Justice Statistics, Statistics Canada.

Note: **Violent crimes** include homicide, attempted murder, assault, sexual offences, abduction and robbery. **Property crimes** include break and enter, motor vehicle thefts, other thefts, possession of stolen goods, and fraud. These crime statistics are based on crimes that are reported to the police. Since not all crimes are reported to the police, these figures underestimate actual crime. **Other Criminal Code** offences include mischief, prostitution, arson, bail violations, disturbing the peace, etc.

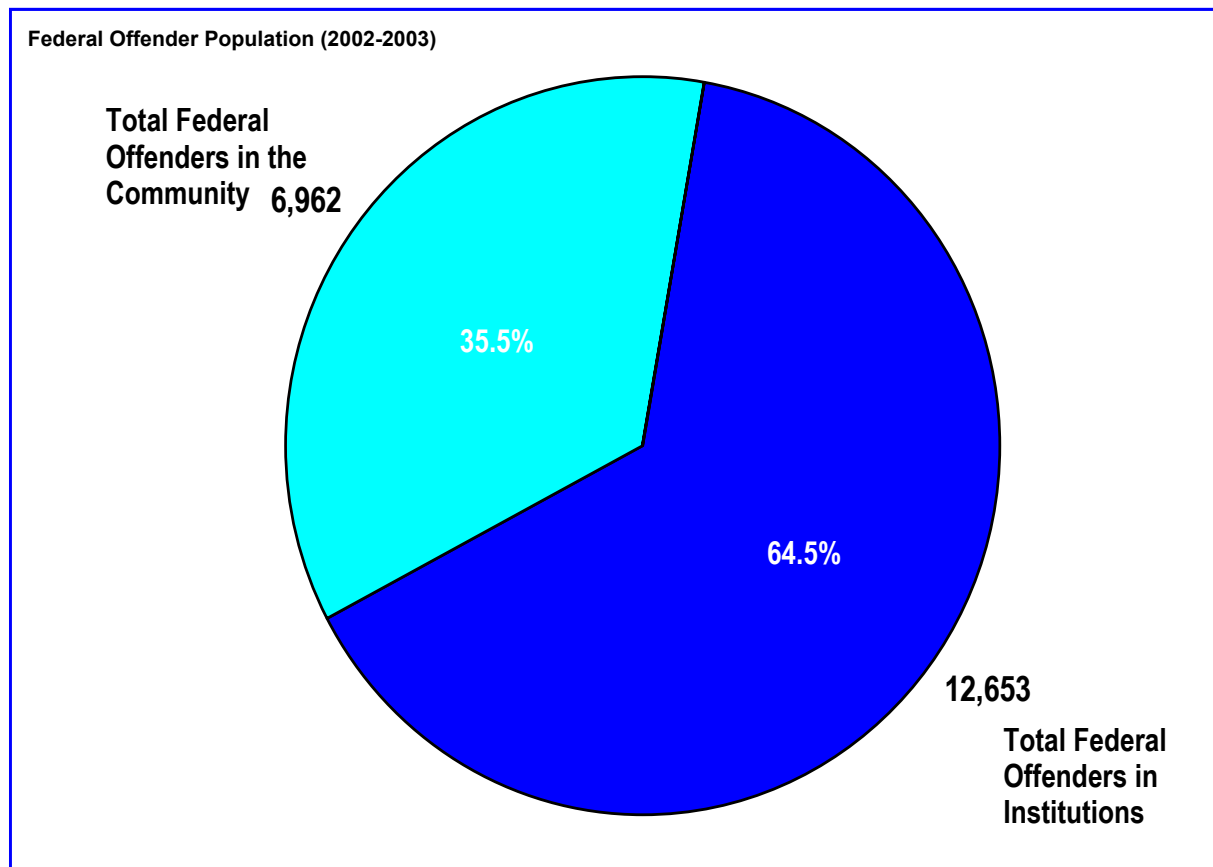
Federal Offender Population

Federal Offender Population

As of April 13, 2003 there were:

- 12,653 offenders incarcerated in federal institutions (64.5%)
- 6,962 offenders under supervision in the community (35.5%)

Federal Offender Population (2002-2003)



Source: Corrections and Conditional Release Statistical Overview, November 2003

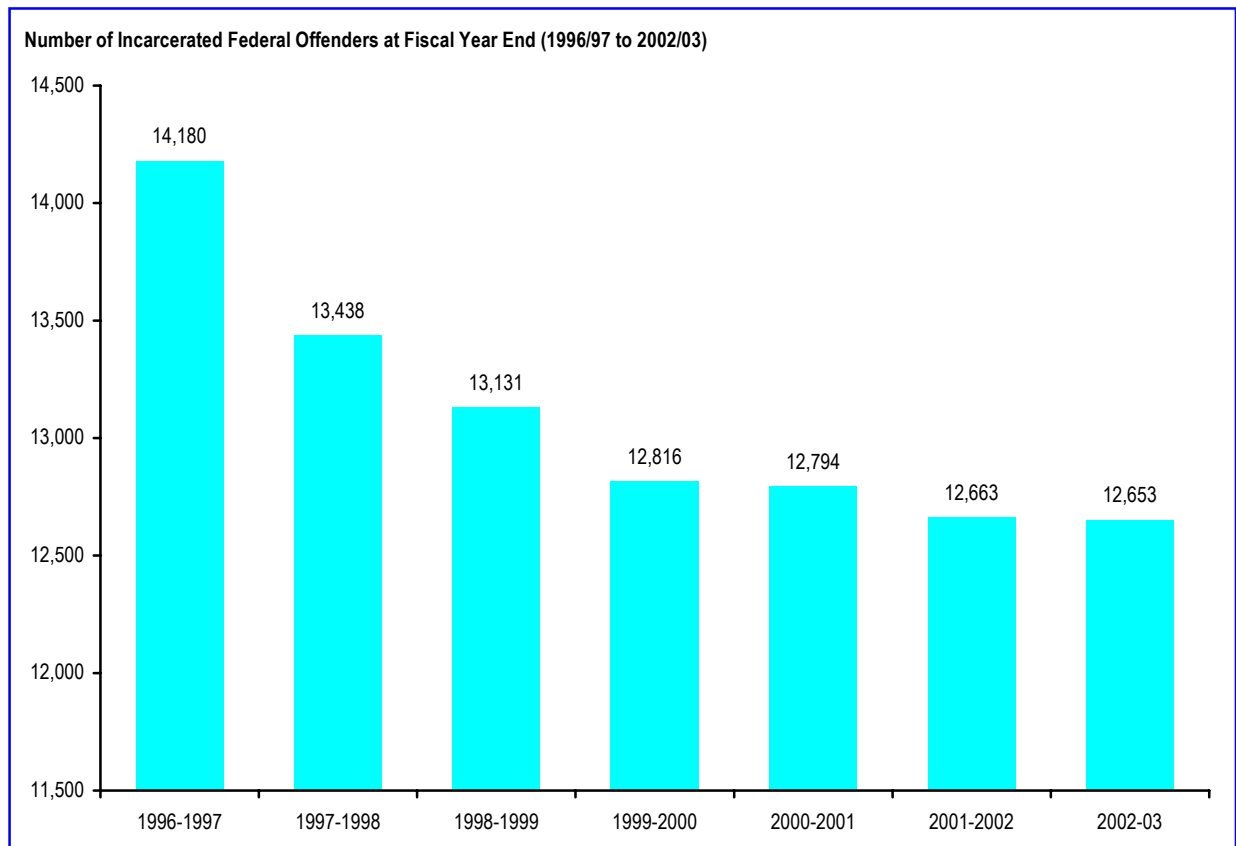
Note: **Federal Offenders in Institutions** includes men and women offenders serving a federal sentence (two years or more) in federal or provincial institutions. **Federal Offenders in the Community** includes federal offenders actively supervised on day parole, full parole or statutory release. The data does not include offenders whose conditional release has been suspended, offenders on long-term supervision orders, or offenders who have been deported.

The data reflect the number of offenders active at the end of each fiscal year. A fiscal year runs from April 1 to March 31 of the following year.

Federal Incarcerated Offender Population

- The federal offender population in custody decreased 10.8% from 1996-97 to 2002-03.

Number of Incarcerated Federal Offenders at Fiscal Year End (1996/97 to 2002/03)



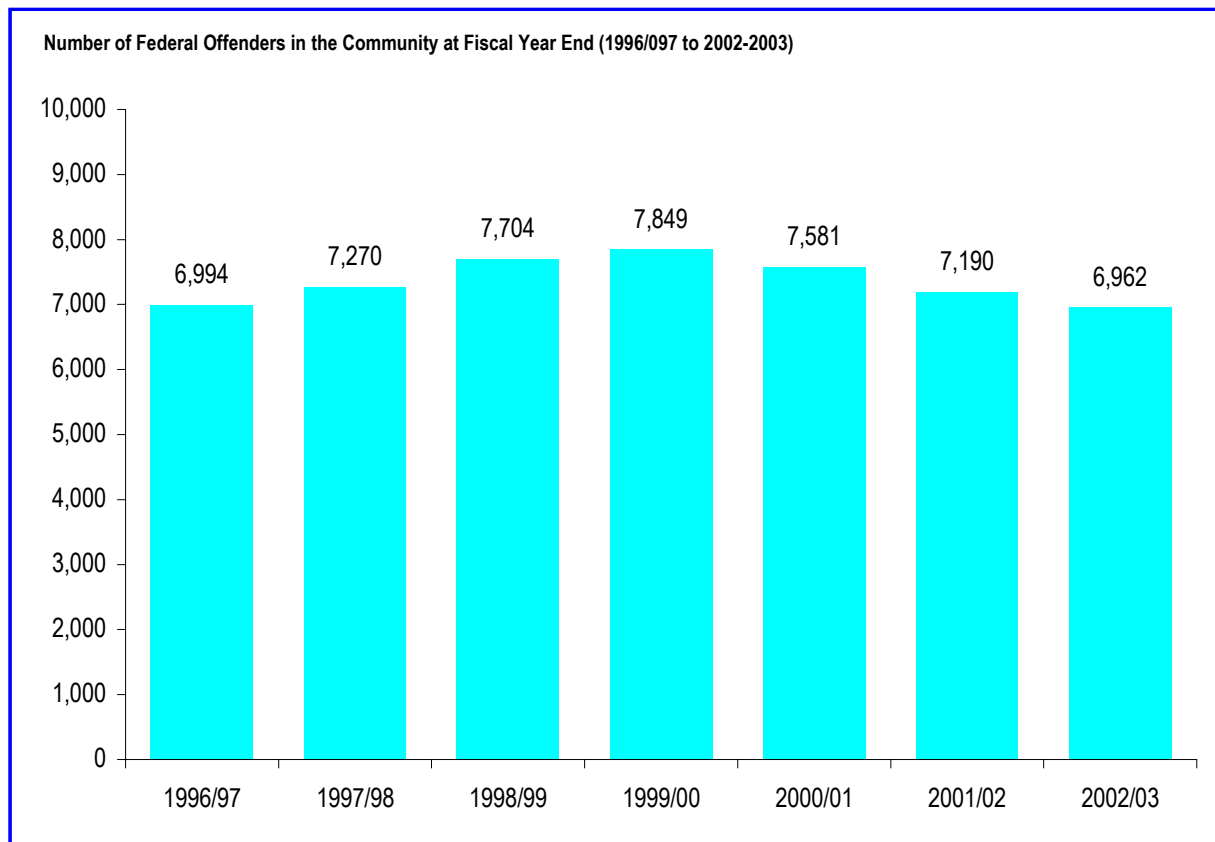
Source: Corrections and Conditional Release Statistical Overview, November 2003

Note: The data reflect the number of offenders active at the end of each fiscal year. A fiscal year runs from April 1 to March 31 of the following year.

Federal Community Population

- The federal offender population in the community under active supervision increased from 1996-97 to 2002-03. However, it has decreased in the last three years.

Number of Federal Offenders in the Community at Fiscal Year End (1996/97 to 2002/03)



Source: Corrections and Conditional Release Statistical Overview, November, 2003

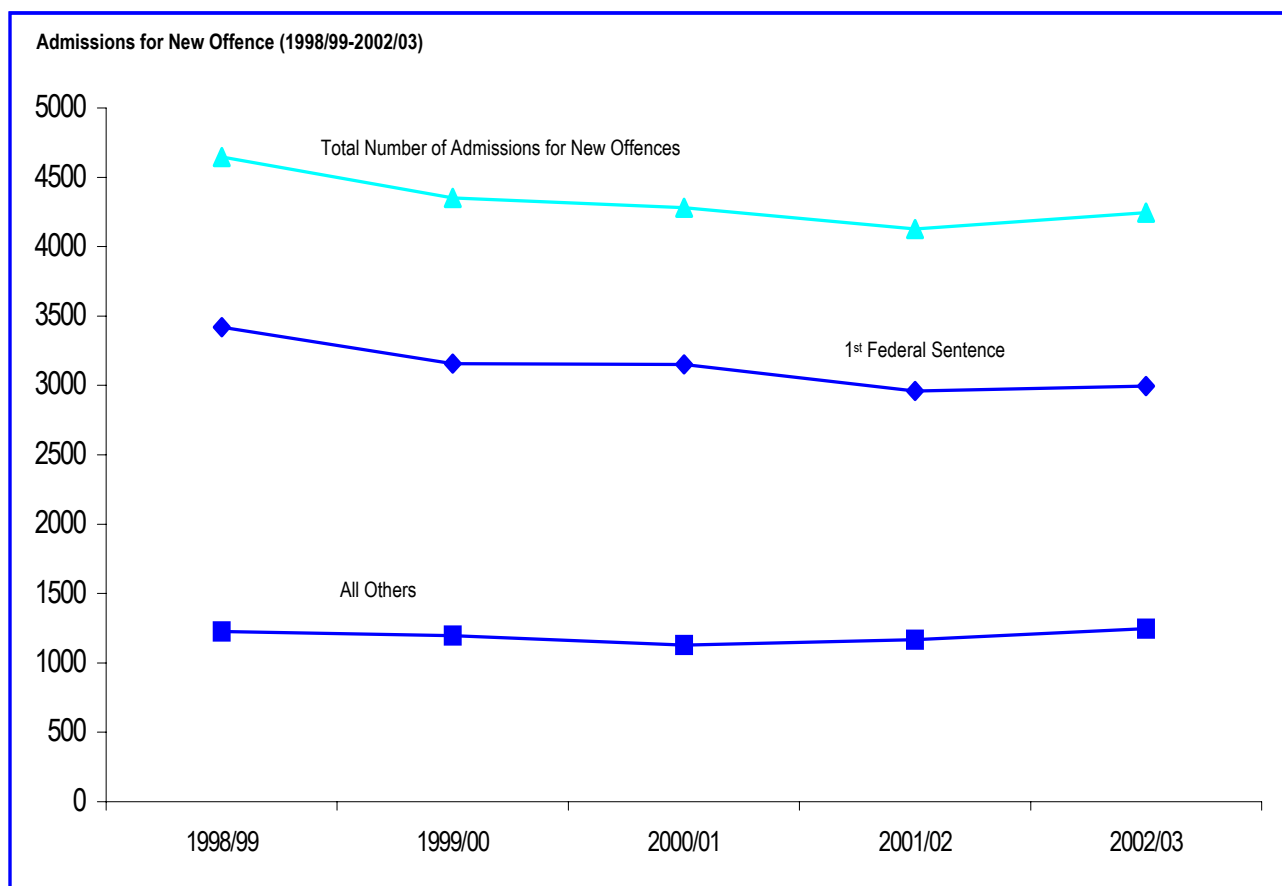
Note: Federal offenders in the community refers to those actively supervised on day parole, full parole or statutory release. The data does not include offenders whose conditional release has been suspended, offenders on long-term supervision orders, or offenders who have been deported.

The data reflect the number of offenders active at the end of each fiscal year. A fiscal year runs from April 1 to March 31 of the following year.

Admissions to Federal Jurisdiction

- The majority of offenders convicted of a new offence are serving their first federal sentence.
- The number of offenders with a previous (completed) federal sentence admitted into a federal institution for a new offence has remained constant at an average of 27% over the past five years.

Admissions from the Courts to Federal Jurisdiction (1998/99-2002/03)



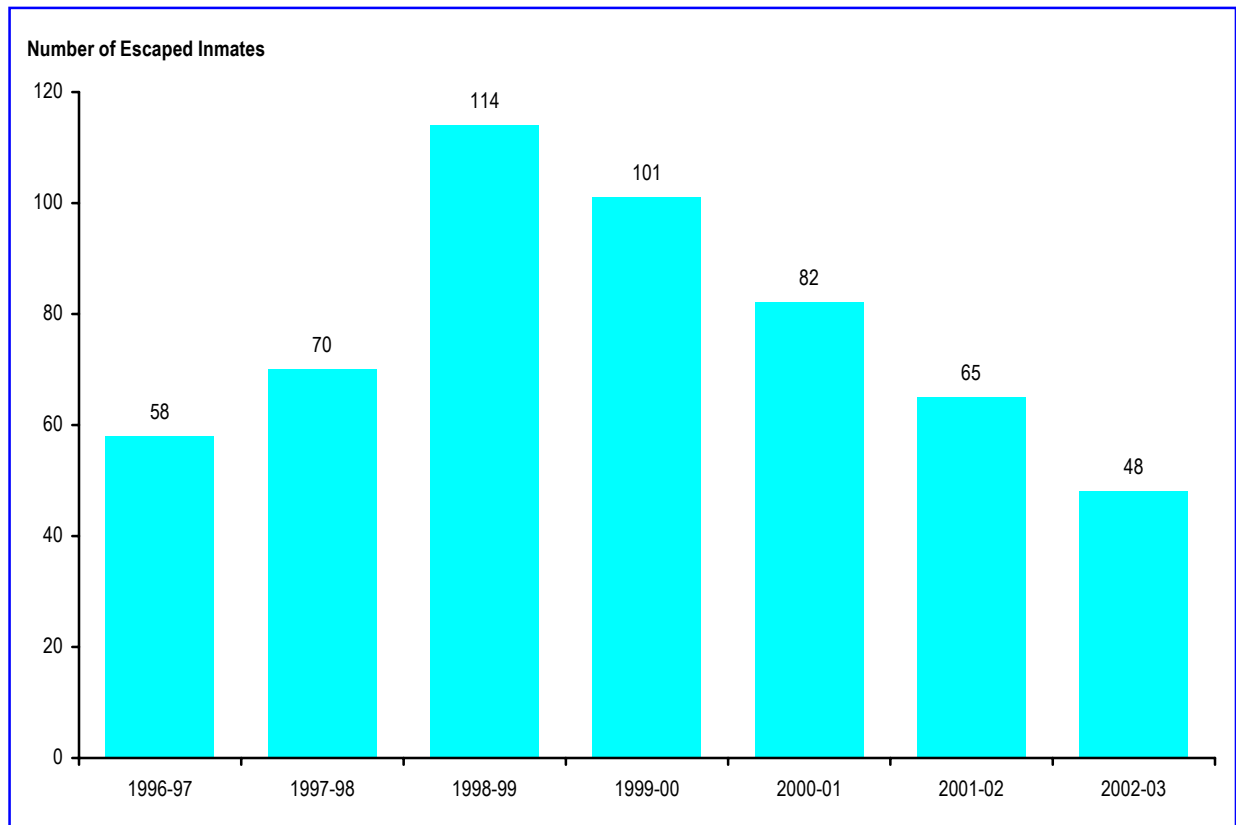
Source: Corrections and Conditional Release Statistical Overview, November, 2003

Note: These number refer to the federal jurisdiction admissions during each fiscal year. A fiscal year runs from April 1 to March 31 of the following year.

Escapes

- Inmates who escaped from federal institutions in 2002-03 represented less than 0.5% of the total average inmate population.

Escapes from Federal Custody (1996/97-2002/03)



Source: Security, Correctional Service Canada.

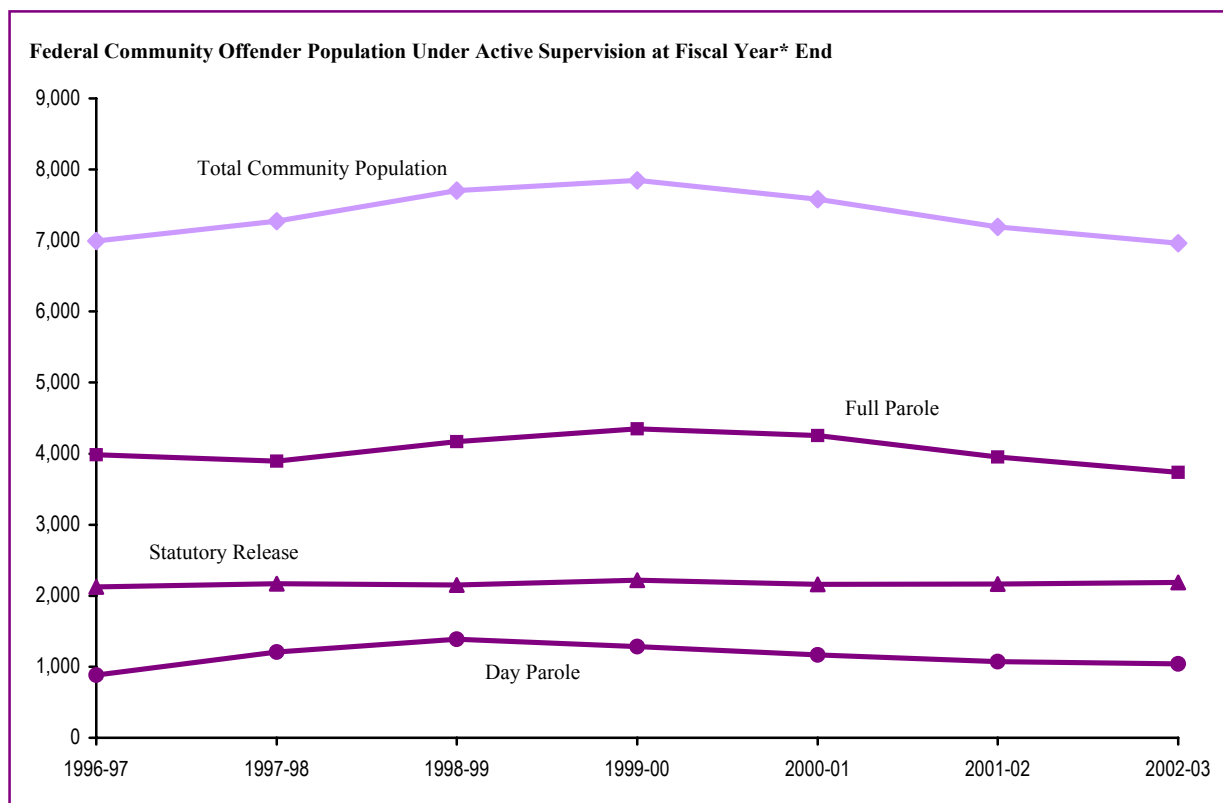
Note: An escaped inmate refers to an inmate who leaves the penitentiary without authorization or leaves the lawful custody of an escort. In 2002-03, all escapes occurred from minimum security facilities.

Conditional Release

Trends in the Conditional Release Population

- The supervised federal offender population in the community increased from 1996-1997 to 1999-00 but it decreased in the last three years.
- The number of:
 - > **day paroles** increased from 1996/97 to 1998/99, and have decreased since
 - > **full paroles** have fluctuated over the past six years
 - > **statutory releases** have remained relatively stable

Federal Offenders Actively Supervised in the Community (1996/97-2002/03)



Source: Correctional Service Canada.

Note: **Day parole** is a type of conditional release in which offenders are permitted to participate in community-based activities in preparation for full parole or statutory release. The conditions require offenders to return nightly to an institution or half-way house unless otherwise authorized by the National Parole Board. **Full parole** is a type of conditional release granted by the National Parole Board in which the remainder of the sentence is served under supervision in the community. **Statutory release** refers to a conditional release that is subject to supervision after the offender has served two-thirds of the sentence. The data presented above does not include offenders whose conditional release has been suspended or those offenders who have been deported.

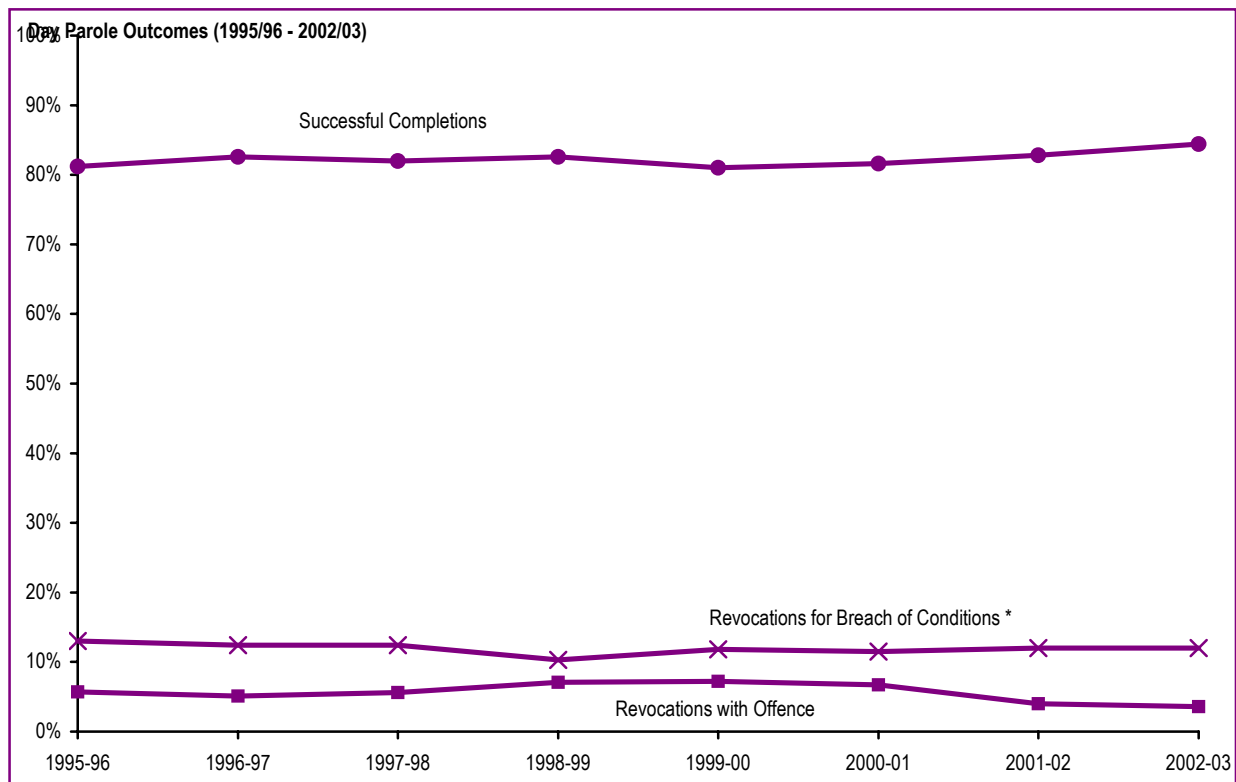
*A fiscal year runs from April 1 to March 31 of the following year.

Section 7 ■ Statistics

Outcomes of Day Parole

- The large majority of federal day paroles are successfully completed.
- The percentage of offenders who successfully completed day parole has been over 80% since 1995-96.

Outcomes of Day Parole (1995/96-2002/03)



Source: National Parole Board.

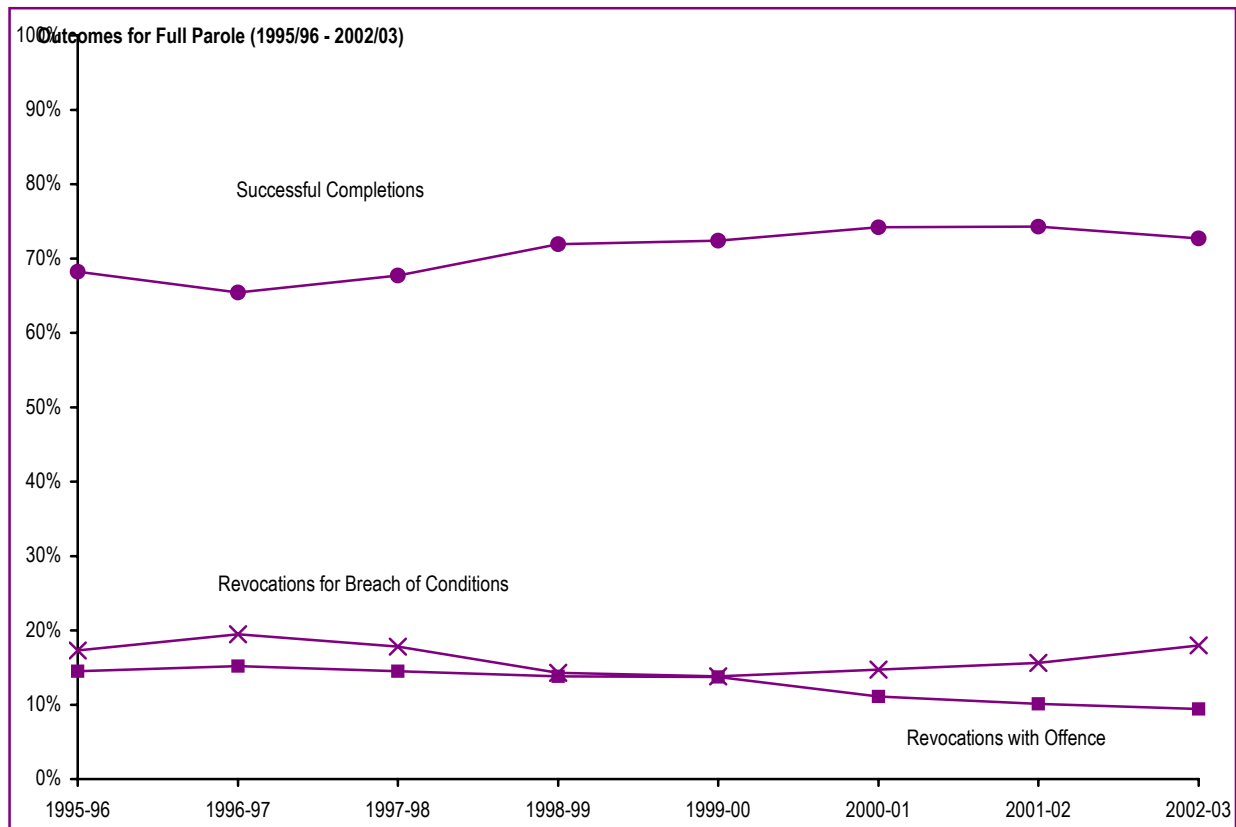
Note: A day parole is considered successful if it was completed without a return to prison for a breach of conditions or for a new offence. Day parole is a type of conditional release in which offenders are permitted to participate in community-based activities in preparation for full parole or statutory release. The conditions require offenders to return nightly to an institution or half-way house unless otherwise authorized by the National Parole Board. Eligibility for day parole release normally occurs 6 months prior to full parole. Eligibility for accelerated parole review cases occurs after the offender serves 6 months or 1/6 of the sentence, whichever is greater.

*Revocation for a Breach of Condition also includes revocation for outstanding charges.

Outcomes of Full Parole

- The majority of federal full paroles are successfully completed.
- The percentage of offenders who successfully completed full parole has increased since 1994-95.

Outcomes of Full Parole (1995/96-2002/03)



Source: National Parole Board.

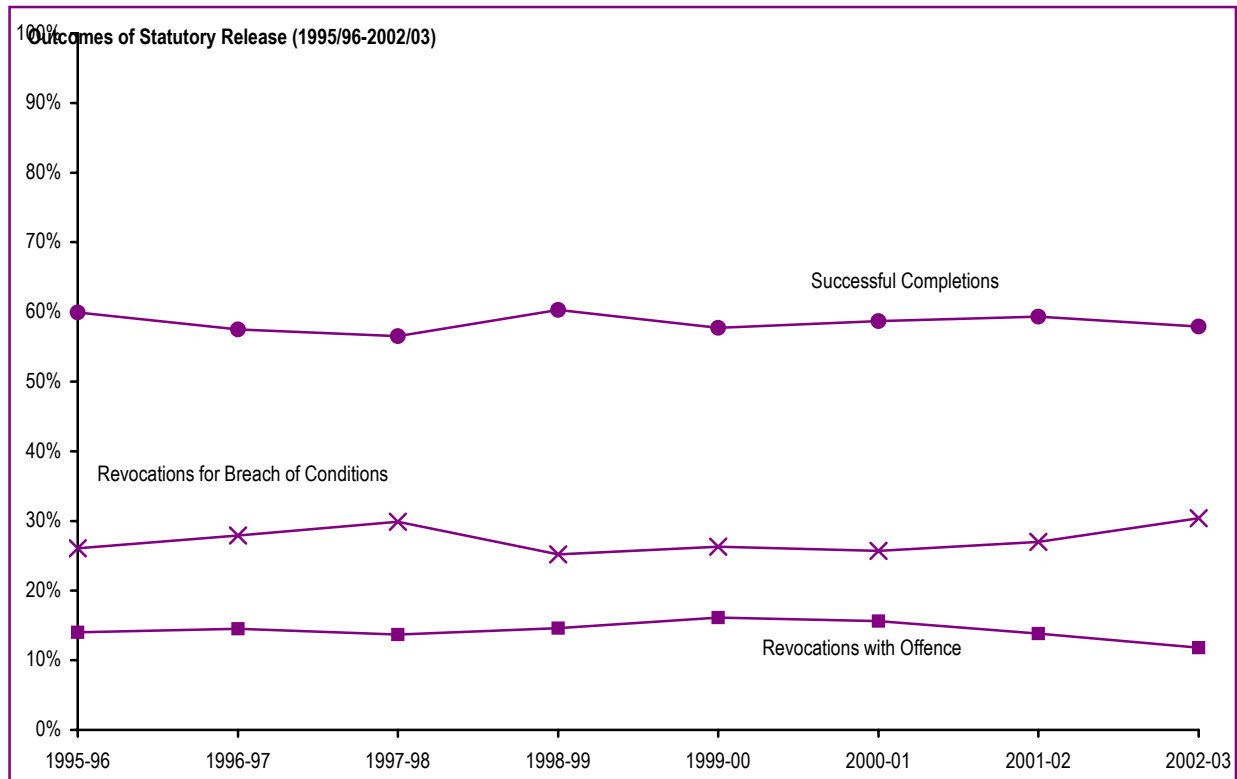
Note: A full parole is considered successful if it was completed without a return to prison for a breach of conditions or for a new offence.

These data do not include offenders serving life or indeterminate sentences as these offenders, by definition, remain under supervision for life.

Outcomes of Statutory Release

- The percentage of offenders who successfully completed statutory release ranged from 56.5% to 60.3% over the past eight years.

Outcomes of Statutory Release (1995/96-2002/03)



Source: National Parole Board.

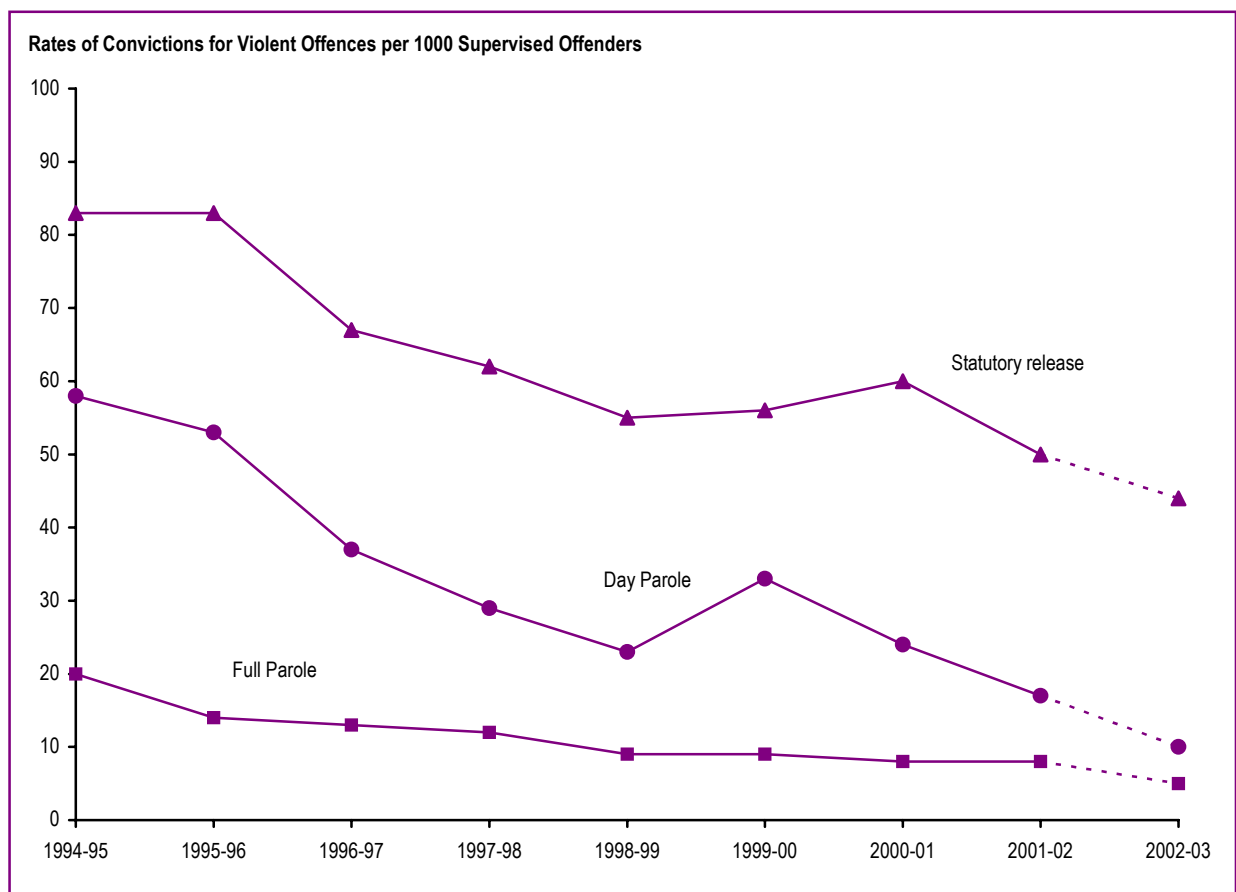
Note: A statutory release is considered successful if it was completed without a return to prison for a breach of conditions or for a new offence.

Statutory release refers to a conditional release that is subject to supervision after the offender has served two-thirds of the sentence.

Violent Offences and Community Supervision

- The rate of reconviction for violent offences* while under community supervision has declined since 1994-95.
- Those offenders under discretionary release (full parole and day parole) are less likely to be convicted of a violent offence while under supervision than those on statutory release.

Rates of Convictions for Violent Offences per 1000 Supervised Offenders (1994/95-2002/03)



Source: National Parole Board.

Note: *Violent offences include offences such as homicide, manslaughter, attempted murder, assault, sexual offences, abduction, robbery and weapon offences.

The dotted line between 2001-02 and 2002-03 is intended to signify that due to delays in the court process, these numbers under-represent the actual number of convictions, as verdicts may not have been reached by year-end

Cost of Incarceration

Federal Incarceration Costs

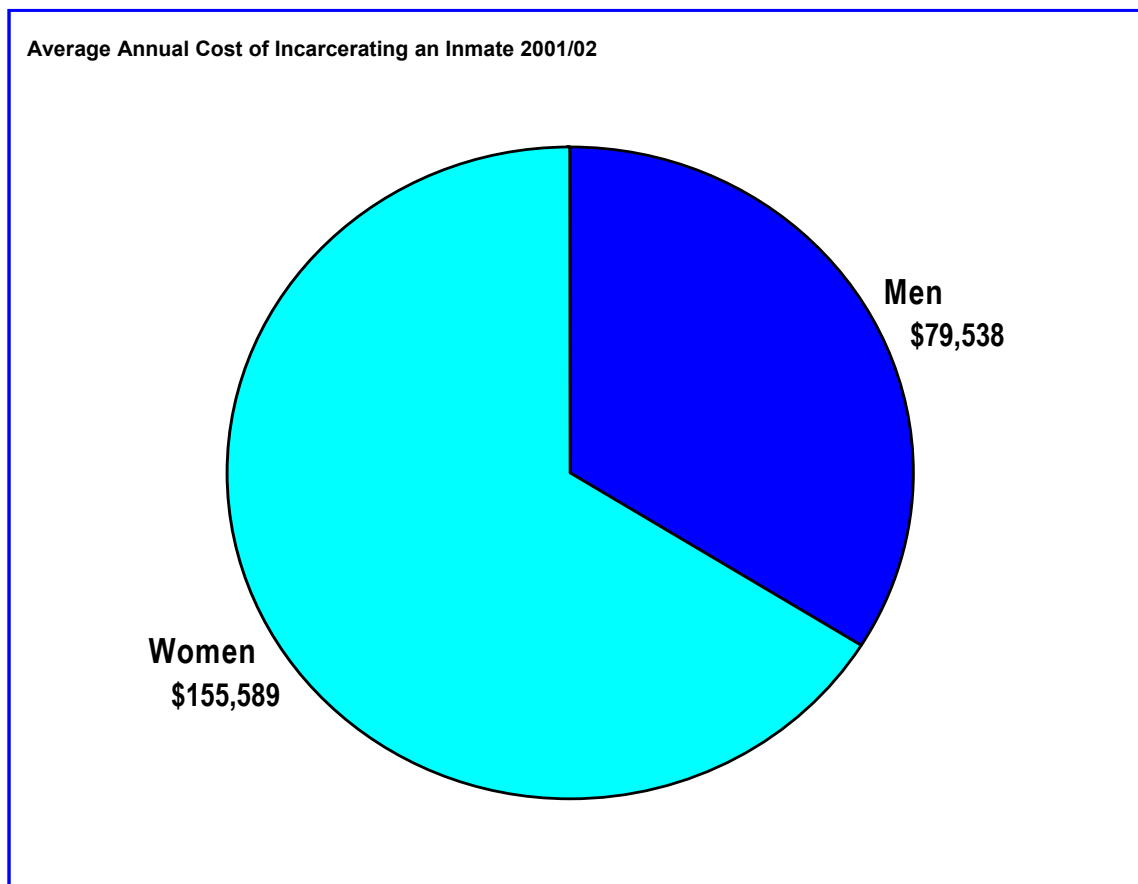
The average annual cost of incarcerating an inmate in a federal institution: \$80,780

- Men: \$79,538
- Women: \$155,589*

It costs substantially less to maintain an offender in the community than in a penitentiary:

- \$18,678 per year versus \$80,780

Average Annual Cost of Incarcerating an Inmate (2001-02)



Source: Public Accounts of Canada, Correctional Service Canada.

Note: The average daily inmate cost is based on those costs charged to and paid by the institutions. These costs represent the cost of operation of an institution and include salary and operating costs but exclude contributions to employee benefit plans, capital expenditures and expenditures relating to CORCAN, and other expenditures made centrally by National Headquarters.

*It costs more to incarcerate women largely because their numbers are fewer and because of the legal requirement to provide program and service equity.

Section 8 ■ Community Information

This section is meant to be a quick reference for your community. A community profile should be compiled to include (but not limited to) the following:

- city population
- crime rates
- federal penitentiaries and area parole offices
- number of offenders on conditional release in the area
- services that help offenders reintegrate into the community such as the John Howard Society, Salvation Army, Elizabeth Fry Society, etc.

Partners in Good Corrections

One of the most significant challenges in the field of corrections today is the role and responsibility of the community in helping to safely reintegrate increasing numbers of offenders. Community programming reduces the risk of recidivism and is a fundamental component of the overall correctional strategy, as specified in the *Corrections and Conditional Release Act*. CSC relies on service providers in the community and actively encourages and seeks innovative approaches to community corrections.

Since the late 1960s, CSC has contracted with non-profit, voluntary agencies such as the John Howard Society, the Canadian Association of Elizabeth Fry Societies, St. Leonard's House and the Salvation Army to provide services to released offenders. As well, some of these agencies provide community supervision in remote areas or residential facilities and programming to offenders with specialized needs. In addition to its affiliations with community-based organizations, CSC maintains a volunteer program and also works with Aboriginal and faith communities.

1. John Howard Society

The John Howard Society of Canada is part of an international movement dedicated to understanding and responding to problems involving crime and criminal justice system. In Canada, each John Howard Society operates independently at the provincial level, but they come together as John Howard Society of Canada through a federation-type relationship. The Society:

- works with people who have come into conflict with the law
- advocates for changes in the criminal justice process
- conducts public education on matters relating criminal law and its application
- promotes crime prevention through community and social development activities
- prepares position papers and briefs related to issues of youth crime and young offenders
- provides professional testimony at youth transfer hearings

Branches and affiliates provide a wide range of services and programs for young offenders including:

- education for youth at the primary prevention level
- training and employment services
- counseling (especially regarding drug and alcohol abuse and sexual offending)
- literacy and life skills program
- supervision of young offender community service orders
- young offender victim-offender reconciliation/restitution programs
- young offender attendance centre programs
- residential programs

2. The Canadian Association of Elizabeth Fry Societies

Elizabeth Fry Societies provide a network of programs and services designed to meet the needs of women offenders, from the time a woman is arrested through to her discharge from prison and return to the community. Professional staff and volunteers, governed by volunteer community boards of directors, provide direct services, including:

- life skills training
- counseling (regarding issues such as shoplifting, incest, sexual abuse, employment and financial assistance) for young offenders and victims of violence
- dispute resolution
- accommodation, residential services, satellite housing, drop-in centres
- court assistance
- emotional support
- release planning and supervision for bail, probation and parole, temporary absences, community service orders
- community crime prevention and diversion initiatives.

In addition to these services, the various societies, through their boards of directors, volunteers and staff, monitor impending changes in the law and in government policies that may have an impact on the status of women offenders.

3. The Salvation Army

Salvation Army Officers have the status of ordained ministers and are employed by the Army in a professional capacity on a full-time basis. Officers are members of the Army who have committed their lives to serving others. All members of the Salvation Army are called soldiers and are required to uphold the Army's beliefs and moral standards, such as abstaining from smoking or drinking alcohol. Most members have a job or a profession and offer their services, in prison ministry or community corrections, as volunteers.

Internationally, the Salvation Army works in over 100 countries, using more than 140 languages. There are some 14,000 Corps centres for worship, as well as a wide range of social, medical, educational and other community services. In Canada, the Army's work includes several programs that help support and rehabilitate offenders including:

- support during police court cases, help upon discharge
- visiting offenders
- operating remand/probation homes for young offenders
- providing anti-suicide counseling and using night patrols for rescue and anti-suicide missions

Other Salvation Army community services which provide for offenders' and others' needs are:

- registered counseling services and programs on alcoholism and drug addiction
- accommodation for the homeless, food for the hungry and care for the elderly
- health care in hospitals and clinics
- occupational training centres
- help for those with visual impairments and other people living with disabilities
- family welfare aid and in tracing missing relatives

4. St. Leonard's Society

The St. Leonard's Society of Canada is a national ecumenical, faith-based, voluntary organization whose mission is to prevent crime and promote responsible community living and safer communities. The Society has affiliates across Canada (in Ontario, Quebec, British Columbia and Nova Scotia), as well as strong links with LifeLine's In-Reach program.

History

The founder, Thomas Neil Libby, opened his first St. Leonard's Halfway Home in Windsor, Ontario, in 1962 to welcome men who had spent time behind bars and needed a secure haven to make a fresh start. Libby built a social support system that went beyond denominational boundaries. St. Leonard's House soon received support from other religious organizations, including a generous contribution from the St. Vincent de Paul Society and the London Diocese of the Roman Catholic Church. Members of the Jewish community also became involved. The House was a success despite extraordinary resistance from neighbours and local politicians to the idea of housing "ex-cons."

Goals

St. Leonard's Society aims to assist people in conflict with the law and prevent recidivism by providing educational programs, industrial workshops, community residential centres and other supportive programs. Another goal is to prevent crime by advocating for improved policies, procedures and services within the criminal justice system. The Society works with offenders to help change the behaviour that led to the crime and to promote a sense of responsibility. It also conducts public education and outreach to help the community understand its responsibility in both preventing crime and responding to it.

5. L'Association des services de réhabilitation sociale du Québec

L'Association des services de réhabilitation sociale du Québec is a non-profit agency whose mission is to encourage and support citizen participation in the administration of criminal justice, the prevention of crime and the social rehabilitation of adult offenders. The Association represents 44 non-profit agencies in every region of Quebec, administered by citizen volunteers. These agencies accept over 20,000 offenders annually.

6. Volunteers

CSC's volunteer program is one way of ensuring citizens' involvement in corrections. Volunteers provide a link between a correctional facility and the local community in which it operates, thus helping CSC to maintain a positive presence. Approximately 10,000 citizens across Canada participate in programs and activities for offenders — ranging from one-time activity to regular involvement. Most people are occasional volunteers, but about 3,000 provide ongoing services. Volunteers come from all walks of life and include military personnel, students, homemakers, trades people, teachers, accountants, nurses and retirees.

What volunteers offer offenders

By giving their time and sharing their skills with offenders, volunteers present a positive role model and show that someone on the "outside" cares. Knowing that there are people who support them can go a long way toward helping offenders realize their worth as members of the community and successfully making a new start.

Benefits to volunteers

As CSC volunteers, community members can gain valuable knowledge, skills and experience in a field of great diversity and interest. They also have the satisfaction of knowing that they are contributing to the safety of their own communities.

Volunteer involvement

Volunteers contribute to a variety of institution based programs including:

- chaplaincy and Aboriginal Elders guidance
- substance abuse programs
- social and recreational activities
- tutoring, classroom and workshop instruction
- multicultural activities

As well, trained volunteers provide offender classification services, post-sentence reports and case-management assistance to parole officers. Under the direction of a parole officer, volunteers with special skills (e.g., mental health professionals or teachers) may be assigned to an offender who requires assistance in the volunteer's area of expertise. Volunteers may also serve as *citizen escorts*, accompanying offenders to substance abuse treatment programs or community projects. Citizen escorts must first complete at least six months' active participation in other programs.

Training

Volunteers receive orientation on the correctional environment and training on the rights, responsibilities and roles of CSC volunteers and on the importance of following CSC policies and procedures. Positive and supportive relationships between staff and volunteers are encouraged.

National Volunteer Association

Since November 2001, the National Volunteer Association (NVA) has provided volunteers with a national voice. Its membership is comprised of

both volunteers and CSC staff members. The NVA provides the opportunity for networking, information sharing and professional enrichment in an effort to renew and revitalize CSC's volunteer core.

7. Aboriginal communities

Many offender reintegration initiatives involve members of Canada's Aboriginal communities. For example, they teach Native culture, traditions and spirituality, as well as provide advice to offenders, CSC staff and members of the National Parole Board. Aboriginal community members are also involved in visiting programs, social and recreational activities and many other programs and services offered to offenders.

8. Faith-based communities

Prison ministry programs enlist the resources of a broad range of faith communities in partnership with CSC to promote spiritual healing and ensure the safe reintegration of offenders. The clientele includes both offenders in custody and on release, offenders' partners, families as a whole, the community, and the victims of crime.

Community chaplains

Community chaplains work with institutional chaplains to build relationships with offenders prior to their release, and with the local parole office to participate in the supervision strategy. In addition to meeting to the spiritual needs of the offender, community chaplains are engaged in community development work and public education, and in helping offenders link with local resources. Their activities include:

- supportive counseling, group work, drop-in services, individual support
- volunteer training, classroom and workshop

Section 9 ■ Partners in Good Corrections

training, community education

- institutional work
- worship services
- promoting advocacy
- building friendships
- developing mentorship groups

Circles of Support and Accountability

Through the community chaplaincy, approximately 65 *Circles of Support and Accountability* are in place for sexual offenders throughout Canada. The Circles, organized primarily by faith groups, form a “covenant” with a released sexual offender to accept the Circle’s help and advice, to stick to their treatment plan, and to act responsibly in the community. In the absence of these circles, there would be very limited support for released sexual offenders who have served their full sentence, thus leaving them at risk of re-offending. For its part, the Circle helps released sexual offenders by advocating on their behalf, holding discussions with them about their attitudes and behaviours, mediating community concerns and developing meaningful relationships.

History of Corrections

1. Penitentiaries and their evolution

The concept of penitentiaries as a place of rehabilitation is relatively new in human society. Even prisons and jails were uncommon until the last few centuries. Crime was less prevalent in the close, watchful communities of the ancient and medieval world. Offences against society were usually punishable by death. Offences against individuals or small groups were dealt with by family members or by the community with some sort of restitution or revenge. Public shaming and whipping were popular methods of dealing with minor crimes. If a serious offender was spared from execution but was deemed a threat in society, he or she could be banished, transported to a remote colony, or sold into slavery. Jails were rarely used, except to hold the accused until his trial or execution.

Ancestral roots of the modern penitentiary can be linked to the discipline of the Church, particularly its monastic orders. Clergy who had strayed from the fold were often confined in small cells, cut off from human contact, given only a bible to read and enough coarse bread and water to allow them to subsist. This solitary confinement was based on the Christian principle that sinners could redeem themselves through contemplation and penance. The idea that people could change was rare before the 19th century.

2. Correctional institutions

The first approximation of a correctional institution is the “Bridewell,” named after an old royal palace in London, England. In 1557, this palace was converted into a workhouse to provide a place for vagrants and petty criminals — mostly peasants forced off their land — to do honest work and learn good habits. Bridewells became common throughout England but were poorly run and quickly degenerated into unproductive chaos. By the early 1700s, most European jails were nightmarish, privately run “hotels” where prisoners had to pay exorbitant amounts for food and other services. Rich prisoners could live in luxury, but the poor who could not beg food from visitors often starved to death. Men, women and children were packed together into filthy cells, ruled by violent gangs and riddled with disease, especially typhus. A brief interest in jailhouse hygiene arose only after lawyers and judges in the courtrooms became infected with “jail fever.”

By the late 1700s, there were calls for penal reform from several sources. The philosophers of the Age of Reason emphasized human dignity and the rights of individuals. Evangelical groups, such as the Quakers, revived the monastic idea of redemption through solitude and discipline. And it became evident that execution, torture and imprisonment were not achieving their goals of deterrence or reform. These methods only inured society to violence and made lawgivers look barbaric. In England, although death sentences continued to be handed out for offences large and small, by 1810 only 10 per cent of those condemned were actually put to death.

3. John Howard

Probably the most important single reformer was John Howard, of England, who published *The State of Prisons* in 1777. Based on his exhaustive research and his own short tenure as a prisoner in France, he proposed a new model. Prisons should be quiet, clean and orderly, publicly funded and regularly inspected. Prisoners would be isolated in their cells to shield them from corruption, and enlisted in reformatory programs. Although the British parliament passed an act in 1778 inspired by Howard's vision, real change was slow to come.

4. Canada deals with crime and punishment

Before 1835, prisons in Canada were merely jailhouses where debtors or individuals awaiting trial would be held. As in Europe, most offences against society were “corrected” by execution, physical punishment, public shaming or fines. As Canada moved toward independence, it became obvious that the punishment of crime needed to be studied and responded to locally. As in Britain, executions were rarely carried out and were widely censured as ineffective and repulsive. However, jails were filthy, disease-ridden and chaotic. Prisoners had no work or exercise, and dry bread was often their only food. Fines were usually inappropriate, as amounts were based on the seriousness of the crime rather than the offender's ability to pay. Poor offenders were financially ruined by the minimum fine, and the maximum did not inconvenience rich lawbreakers. Banishment was considered nonsensical and unjust to the countries that were burdened with Canada's cast-off criminals.

5. Canada studies American prisons

Penitentiaries seemed to be the best way to punish and rehabilitate. Two commissioners were appointed to study the new “experimental” prison systems being tried in the United States. The two that seemed most applicable to Canada's needs were the Philadelphia System and the Auburn System, both based on the principles of solitary confinement and forced labour, but with very different emphases.

The Philadelphia System was based on the Netherlands' prisons and on John Howard's prison model of the 1770s. Prisoners were classified according to their offence; serious offenders were placed in strict solitary confinement. Inmates were kept completely isolated — eating, working and sleeping alone, with only momentary glimpses of guards and no contact with other prisoners or the outside world. Inmates were given bibles and taught a trade that could be pursued within their cell. Although the commissioners were impressed with this system, they noted that extended solitude tended to harden rather than reform offenders, and that social contact was necessary to the prisoners' mental health. Indeed, 10 years later, when Charles Dickens and George Brown toured Cherry Hill, a Philadelphia System prison, they were appalled at the effects of such isolation. The prison authorities admitted that 50 of their 300 prisoners had gone mad.

The Auburn System differed mainly in the amount of contact inmates had with each other. Although confined alone at night, prisoners would work, eat, and attend church and Sunday school together. However, they were forbidden to talk and were restricted from seeing each other's faces. Visitors were allowed, but verbal

communication was prohibited with them as well. In the Auburn System, prisoners were provided with comfortable bedding and a full diet of meat, bread and vegetables. The commissioners were awestruck by the discipline of these penitentiaries. Authorities reassured them that at least three-quarters of the prisoners were reformed by this system. Another significant factor was that the profits resulting from the products of joint labour were greater than those produced by solitary labour.

6. The first Canadian prison

The first commissioners advocated building a prison of 200 cells, based on the United States' Auburn System, at an approximate cost of 12,500 Pounds. They recommended that the convicts be put to profitable labour, fed well, and given religious instruction. They also favoured the use of diet restriction (bread and water) and solitary confinement as punishments rather than the lash. Hope, rather than fear, was to be used as an incentive; a prisoner's good behaviour would be rewarded by a reduction of his sentence. As well, they thought prisoners should be given a small sum for their work, paid upon their release.

At first, women had to be imprisoned in the same institution as men, though confined separately. Eventually, another institution was built to house women offenders. The commission also advocated choosing a site with ready access to construction materials and transportation, so supplies and the products of prisoners' labour could be moved in and out easily. Kingston — at the junction of the St. Lawrence River, Lake Ontario and the Rideau Canal, and (at that time) the economic hub of Upper Canada — seemed an ideal location. A promising site was found to the west of the city at Hatter's Bay, with a good

harbour, excellent limestone and owners willing to sell the 100 acres needed for 1,000 Pounds.

Kingston: Site of the first Canadian institution

From 1831 to 1835, the Province of Upper Canada wrangled over details of the construction: over chapels, schools, kitchens, infirmaries, iron versus wooden support posts, the inset depth of doors, ventilation, heating, and height of the walls and "avenues" for surveillance. It also investigated which kinds of labour would best suit the penitentiary, based on economic, rehabilitative and moral considerations. Construction and operating costs for the new institution and staff requirements were carefully calculated. The final design provided four wings: one with a Keeper's Hall, kitchen, hospital, staff and family accommodation, and other administrative areas; and three prisoners' wings, each with 270 cells.

Meanwhile, the citizens of Kingston were hostile to the penitentiary. They detested the idea of a prison in their city, particularly one designed on untested principles. In particular, the city's labourers disliked the idea of having to compete for work against convicts who would be hired out at the rock-bottom rate of one shilling and sixpence a day. Generally, Kingston residents disliked the effect that the penitentiary would have on the town's image and atmosphere. Despite their objections, the bill for the penitentiary received royal assent on January 28, 1832.

A tourist attraction

On June 1, 1834, the Kingston Penitentiary received its first six inmates. By October 1835, there were 55 prisoners; by September 1836, 81; and by late 1837, there were 123 inmates within the high limestone walls. "The pen" population increased yearly, and by 1848, it housed 454 prisoners. In its early years, the penitentiary was

something of a tourist attraction, charging admission to visitors such as Charles Dickens, who described it as “well and wisely governed.”

A place of violence

However, Dickens and the rest of the public were deceived. Despite having been designed with the best intentions, the penitentiary was a place of violence and oppression. At the root of its problems in the early years was its first warden, Henry Smith. Smith’s use of flogging, even in an age when it was an accepted form of discipline, was flagrant. In 1847, inmates were given 6,063 floggings, an average of 12 per inmate. Women, and children as young as eight were flogged. As well, Smith punished inmates with shackling, solitary confinement, bread-and-water diets, darkened cells, submersion in water, 35-pound yokes, and imprisonment in the “box,” an upright coffin. His son ran the kitchen, profiteering by diverting food and serving rotten meat. In his spare time, he tortured inmates, once putting out a prisoner’s eye at archery practice.

Investigation

In 1848, George Brown, a member of parliament, led an investigation, which uncovered Warden Smith’s abuses. He produced a 300-page document citing 11 criminal charges and 121 counts. Smith was suspended. Based largely on reports by prisoners and staff whom Smith had fired, the case was thrown out by Parliament as the evidence was deemed inadequate. However, public outrage was so great that the Governor General, Lord Elgin, dismissed Smith.

Convict Labour

Even after Smith’s departure, the penitentiary sat uneasily with the community. Many mechanics left Kingston, unable to compete with convict labour. On the other hand, a furniture salesman on Princess Street proudly advertised the amazingly low prices of his convict-made goods.

In 1850, when a fire broke out at the prison, local firefighters refused to go, saying they had not heard a bell. This was true, because the bell ringers at Kingston’s churches and City Hall had not been paid by the prison for special bell ringings and would not pull a rope until they were paid.

7. The establishment of new institutions

Two penitentiaries were opened in the mid-1800s: the Saint John Penitentiary (1842) and the Halifax Penitentiary (1845). After Confederation, these two penitentiaries, along with Kingston Penitentiary, were placed under federal control. More penitentiaries were established in Quebec (1873), Manitoba (1876), British Columbia (1878) and New Brunswick (1880). The Regina Jail (1886) and the Prince Albert Jail (1886) were built in what was then the Northwest Territories. Institutions in Alberta (1906) and Saskatchewan (1911) rounded out the first, national penitentiary construction program.

Asylums and penitentiaries

Asylums developed concurrently with penitentiaries in Canada. In 1865, the government of Upper Canada opened Rockwood Hospital, bordering the Kingston Penitentiary, and transferred the insane inmates there. At the time, diagnosis of mental illness was extremely haphazard, and those deemed insane were not treated, but simply confined. It was much like prison. Within 12 years, Rockwood became a provincial asylum, and the few remaining offenders were transferred back to an “insane ward” inside the penitentiary. The problem, especially until the mid-20th century, lay in diagnosis. Some wardens and inspectors estimated that between 15 and 25 per cent of Kingston’s inmates were insane. In the 1940s,

psychiatrists asserted that all criminals were insane and that prisons should be converted into psychiatric hospitals. Buffeted by shifts in theories and despised by the general public, the criminally insane were handed off between prison cells, infirmary beds, and provincial asylums until after the Second World War.

8. The evolution of the penitentiary system

Until 1935, the Kingston Penitentiary evolved slowly from an almost purely punitive institution to one in which prisoners began to receive humane treatment and rehabilitation. Hard labour gave way to machine shops. Sunday school was supplemented with a wider range of education and training. Local, regional and international penal reform associations pushed for a greater emphasis on rehabilitation, the scientific classification of offenders, probation, indeterminate sentences and parole. The *Ticket of Leave Act*, legislated in 1899, provided offenders with additional opportunities for release based on the offence, the offender's character, and the likelihood that the offender would commit another offence. In 1901, the Dominion Parole Office was created.

Working conditions

Progress was slow for those on the other side of the bars, too. Staff were poorly paid (\$500 per annum in 1892) worked long shifts (sometimes 24 to 36 hours), and had no pension plan. Needless to say, the degrading and difficult working conditions did not attract the best candidates, and the paramilitary organization that controlled them doled out harsh discipline and dismissals frequently. No organized, professional training existed for guards until after World War II.

Introduction of early release

Conditional release programs were founded with the *Penitentiary Act* in 1868. Release was based on the concept of remission. An offender could have his sentence reduced by almost one-fourth as a reward and incentive for industrious and law-abiding institutional behaviour. Offenders released on remission of sentence were unsupervised in the community.

The penitentiary population remained relatively stable in the early 1900s, declined during the First World War, and rose gradually in the post-war period. The Great Depression of 1929 triggered a sharp rise in population due to poverty-related crime. By 1933, the penitentiary population had doubled, and the serious overcrowding sparked several disturbances in federal institutions. In the aftermath of a serious incident in Kingston Penitentiary in October 1932, the Archambault Commission was established to examine the federal corrections system.

Institutional reforms

The Archambault Commission (1936–38) made 88 recommendations for reform. Proposals were developed for overhauling the management of institutions, for supervising and treating inmates, and for staff training and selection. The Commission also recommended construction of separate federal prisons for women and young adult male offenders, and special treatment for juvenile offenders. Other recommendations addressed the need for an adult probation system and for government funding for organizations delivering after-care services for released offenders.

Based on these recommendations, a new *Penitentiary Act* was drafted in 1939, but it was not enacted until after the Second World War. The post-war years saw considerable progress for reform, despite shortages of resources. For

example, in 1956, the *Ticket of Leave Act* was replaced with the *Parole Act*, and the National Parole Board was created in 1959. In 1961, the *Penitentiary Act* was revised to include two forms of remission of sentence (statutory and earned). Changes in legislation were accompanied by major revisions to penitentiary administration. Psychiatric treatment facilities were developed, and rigorous standards were established for staff selection and training.

Kingston Penitentiary riots

The crowding and changing conditions strained the system. On August 15, 1954, 200 of the almost 1,000 inmates in Kingston Penitentiary rioted and set fire to the old prison. The fires resulted in the burning of the central dome, which later had to be replaced by a flat roof. Again, on April 14, 1971, the inmates rioted and took six guards hostage. The rioters released 641 inmates from their cells, who took control of the prison cellblocks. This incident lasted four days and resulted in the murder of two inmates at the hands of the rioters and in the complete destruction of the interior of the cellblock area.

The riot at Kingston and the unrest at other correctional institutions led to the creation of the Commission of Inquiry into Certain Disturbances at Kingston Penitentiary. The resulting report identified the need for an independent avenue of redress for inmate complaints. The Office of the Correctional Investigator was established on June 7, 1973, with a mandate to investigate complaints from or on behalf of inmates, and to report on problems of inmates who come under the responsibility of the Solicitor General.

9. Inmate population increases

New penitentiaries were built, not only to provide space for the segregation of various types of offenders, but also to house the rapidly growing inmate population. Between 1947 and 1960, the national inmate population had almost doubled, from 3,362 to 6,344. During the 1960s, contrary to criminological theory, both the crime rate and the prison population increased as employment, wages and other indicators of a healthy economy rose.

10. Treating mentally ill inmates

In 1958, the Canadian Penitentiary Service appointed its first full-time psychiatrist, and programs for the treatment of mentally ill inmates grew. Three regional psychiatric centres — at Abbotsford, B.C., Saskatoon and Kingston — were opened in the early 1970s. At these centres and throughout the corrections system, various forms of therapy were adopted and abandoned, as the realization of the enormity and subtlety of the psychiatric component of rehabilitation spread. Although behaviour modification and group therapy have had success in many cases, the criminally insane still inhabit an unexplored legal and medical frontier. Suicide and self-mutilation among this population continue, and concerted efforts are focused on improving the system for these inmates.

11. Legislative amendments

Bill C-84, the Peace and Security Legislation:

Enacted in 1976, this law abolished capital punishment as the penalty for murder, and established parole eligibility at 25 years for first-degree murder, and at 10 to 25 years for second-degree murder.

Bill C-57: Enacted in 1977, this dangerous offender (DO) legislation replaced the existing laws dealing with habitual criminals and dangerous sexual offenders, as well as expanded the range of offences subject to indeterminate sentences beyond sex offences. Concerns about “automatic” releases of offenders still considered dangerous to the public led to increased scrutiny of release, parole and community supervision.

The Charter of Rights and Freedoms: With this legislation, the appropriate balance between individual rights and collective interests and the need for appropriate constraints on the powers of the state moved to the forefront of corrections concerns. The *Charter* and evolving jurisprudence created growing pressures within the criminal justice community for the system to operate fairly and transparently, and led the Correctional Service of Canada and the National Parole Board to undertake major reviews of policies and procedures. In addition, extensive measures were introduced to ensure that policies and processes respected the needs of diverse groups including Aboriginal offenders, visible minorities and women.

Correctional Programs

In addition to meeting offenders' basic needs, CSC must also assist them in addressing the underlying causes of their criminal behaviour. Ultimately, the goal is to ensure the safety of both the offender and the public by reducing the recidivism risk. CSC programs target the attitudes and beliefs that led to the offender's criminal activity. Programs are research-based and use cognitive-behavioural techniques. Each program has clear objectives, criteria for the selection of participants, a process for evaluating participants' progress, and a quality control system for monitoring effectiveness. Program areas include:

- education/literacy
- living skills (including transition to the community)
- violence prevention
- substance abuse intervention
- treatment of sexual offenders
- issues specific to Aboriginal offenders
- issues specific to women offenders
- issues specific to Aboriginal women offenders
- treatment of mental health
- employment
- ethnocultural issues
- the safe reintegration of offenders serving a life sentence

1. Education

The most common need of offenders is education. About 53% of new offenders test at or below a Grade 10 level in mathematics and language. This means that literacy is an immediate priority. Without basic literacy skills, offenders will not be able to fully participate in correctional programs, nor will they be able to function well in society upon release. About 21% of offenders have learning difficulties, compared to 5–10% of the general population. Multi-level education programs are available at all minimum-, medium- and maximum-security institutions.

Adult basic education: covers Grades 1 to 12 and leads to a high school diploma. Inmates are well aware that a secondary school diploma has become prerequisite for securing employment and for entry into a variety of training opportunities.

Vocational programs: include welding and metal trades, hairdressing, small engine repair, auto mechanics and auto body repair, electronics, carpentry and cabinet making, upholstery, plumbing, cooking, and computer programming.

Post-secondary education: offers offenders the opportunity to learn a profession, as well as update their trade qualifications. Offenders generally pay for their own post-secondary education, unless it can be demonstrated that the program addresses a specific criminogenic need.

Education programs

Objectives: The primary objective of the education and employment programs is to provide offenders with provincially accredited/certified programs that meet their identified educational needs and to assist them in reintegrating into the community as law-abiding citizens.

Clientele: The offender's functional grade or achievement level is established upon entering the corrections system. This is done using a national standardized measure. When an offender's achievement grade is determined to be below Grade 10 or equivalent or when skills upgrading is required for participation in vocational or CORCAN programs, the offender's education program ranks as a priority on the correctional plan.

Research: A 1998 research report concluded that specific intellectual skills gained through Adult Basic Education (ABE) equip offenders to deal more effectively with daily problems encountered in the community.

Duration: All education programs are available on a twelve-month basis. Courses are available on a full-time or part-time basis, on site or by correspondence. All institutional programs are available on a 12-month basis. These programs are either provincially accredited or certified and meet the needs of offenders and objectives of correctional programming.

2. Living skills

Apart from requiring basic education, most offenders need to address the skill deficits that are related to their criminal behaviour. The *Living Skills* menu of programs consists of several components, each of which addresses particular needs of offenders. These programs are available throughout the incarceration period and during the period offenders are on conditional release in the community. The program consists of *Reasoning and Rehabilitation, Anger and Emotions Management (and their Booster or follow-up programs), Community Integration, Leisure Skills and Parenting Skills Training.*

Reasoning and Rehabilitation and the Cognitive Skills Booster

Objectives: This core component of *Living Skills Program* focuses on the development of interpersonal and reasoning skills for effective life management.

Clientele: Offenders are referred to the program, usually at intake, based on an assessment of deficits in the following areas: self-control, interpersonal problem solving, cognitive style, social perspective taking, values, and critical reasoning. Intake screening, accomplished through interviews and a standardized assessment battery, indicates that 77% of the offender population have cognitive deficits.

Research: The *Reasoning and Rehabilitation Program* and its *Booster or Maintenance Program* were accredited in April 1998 by an international expert panel. The design of the skills training program was based on a review of the literature demonstrating that higher risk or repeat offenders share characteristic cognitive deficits. The program addresses these deficits through a variety of skills building approaches. Extensive research studies and pilots conducted by CSC indicate the program has a positive impact upon recidivism.

Duration: The *Reasoning and Rehabilitation Program* consists of 37 two-hour group sessions. The program can be delivered between 2 and 5 times a week to groups consisting of between 4 and 10 participants. Program delivery requires a qualified Program Delivery Officer (PDO). The *Boosting Cognitive Skills Program* is designed to assist participants in reviewing and maintaining the use of skills taught in the *Cognitive Skills Training Program.*

Community Integration

Objectives: The *Community Integration Program* is a pre-release (or early post-release) component of programming. It addresses the offenders' need for current information relevant to their transition from incarceration to the community.

Clientele: The *Community Integration Program* is targeted specifically at offenders who are approaching their day parole, full parole, statutory release or warrant expiry release dates. Ideally, it should be delivered within six months of the expected release date. Offenders are recommended to the program based on their Offender Intake Assessment pointing to difficulty in the community function domain.

Research: The *Community Integration Program* is not a skills-based program. Instead, it assists offenders in their transition to the community by providing them with the basic information to allow them to take more responsibility for planning their reintegration. It targets offenders who have particular difficulty adjusting to the community after serving a prison sentence. The program addresses problems that offenders typically experience in their transition, such as difficulties in managing money, maintaining stable accommodation, planning a strategy to look for employment, and accessing community resources.

Duration: Referral agents recommend offenders to the *Community Integration Program* based on specific need areas. This may result in offenders participating in all modules or only those modules identified on the referral form. The number of sessions in the program varies from 10 to 20. Each group session is no longer than two and a half hours in length. The maximum number of participants varies for each module of this program; some are size-specific while others are

open-ended. The program may also be delivered on a one-to-one basis.

Leisure Skills

Objectives: The program targets offenders who are involved in leisure activities that are related to antisocial or other behavioural problems (e.g., substance abuse, compulsive gambling, membership in antisocial gangs). This program can serve as a useful adjunct to treatment programs that specifically target such behaviours.

Clientele: The *Leisure Skills Program* is designed for offenders who have a criminal history related to their inappropriate use of leisure time and/or whose current leisure pursuits are not conducive to coping or adapting, either inside the institution or in the community.

Research: Research comparing recidivists with non-recidivists found that generally, the former spend much more time in casual, unstructured activities such as “hanging out” with friends. The program is designed to help offenders better structure their time during incarceration and develop new, pro-social interests that they can pursue when released.

Duration: The *Leisure Skills Program* consists of 11 two-hour sessions (10 group sessions and one individual session). As well, the offenders plan a group activity that takes place at the end of the program.

Parenting Skills

Objectives: The *Parenting Skills Program* was designed to help offenders develop and improve the skills they need to relate to their families successfully. The program is intended to foster and support women and men offenders who show a commitment to developing or improving a healthy family relationship while incarcerated,

and upon release. Offenders attending the program are encouraged to invite their partners.

Clientele: Selection criteria for this component target offenders who have a history of parenting problems. These inmates often have inadequate knowledge of raising children, an inability to cope and communicate effectively, unrealistic expectations and inappropriate methods of discipline. Participants of the *Family Violence Prevention Programs* must also attend this program.

Research: The *Parenting Skills Program* targets criminal recidivism in two ways. First, there are indications that positive family ties reduce the risk for criminal behaviour in the adult criminal population. Second, providing parenting skills to offenders while they are under supervision hopefully enhances their motivation for improvement and ability to access and sustain involvement with appropriate community support/intervention for parenting problems. This support may help increase their chances of successful reintegration as well as provide potential gains in preventing the cycle of criminal behaviour in high-risk/criminal lifestyle-oriented individuals.

Duration: The *Parenting Skills Program* consists of 18 group sessions and two workshops. Each session is approximately two and a half hours in length, depending on the interest level of the group. The program may be delivered two to five times a week. It is facilitated by certified Living Skills coaches trained in the *Parenting Skills Program*.

3. Violence prevention

Family Violence Prevention Programs

Objectives: The emphasis on these programs is to eliminate violence and abuse toward female partners. They are based on a social learning model that conceptualizes violence against women as a learned pattern of behaviour that can be modified.

Clientele: A *High-Intensity Family Violence Prevention Program* (HIFVPP) is available for individuals who scored a high-risk rating on the Spousal Assault Risk Assessment (SARA) and have a documented history of two or more incidents of violence against female partners. A medium intensity program (MIFVPP) serves those with a moderate-risk rating on the SARA and a documented history of one incident of violence against a female partner.

Research: The programs include a detailed evaluation process that will permit the assessment of their success. Preliminary results are promising. They have indicated significant results in attitudes and skill among program participants in both the moderate and high intensity pilot program. The *National Family Violence Program* was accredited by an international expert panel in March 2001.

Duration: The MIFVPP consists of twenty-four two and a half hour group sessions delivered two to five times a week over a period of five to 13 weeks. There are also three individual counseling sessions and a monthly institutional maintenance program. The HIFVPP consists of 75 two and a half hour group sessions delivered over a period of 15 weeks. There are also eight to 10 individual counseling sessions and a monthly institutional maintenance program. Two facilitators (one male and one female) deliver the programs.

Anger and Other Emotions Management (plus Booster)

Objectives: This program takes a cognitive–behavioural approach to anger reduction. It trains offenders in skills needed to manage anger and other emotions associated with impulsive aggression and antisocial behaviour.

Clientele: Moderate risk offenders who have a history of impulsive and hostile aggression, cope poorly with stress, have low frustration tolerance or have poor conflict resolution skills are referred to the program. As well, the program benefits those for whom the management of other emotions/conditions such as anxiety and depression has impaired their potential to become pro-social.

Research: *Anger and Other Emotions Management Program* was accredited in April 1998 by an international expert panel. An evaluation conducted in 1999 demonstrated a strong reduction in general recidivism among participants.

Duration: The program consists of 26 group and two individual sessions that can be delivered two to five times per week. The program is delivered by certified Living Skills coaches trained in the *Anger and Emotion Management Program*. Recognizing the need for continuous practice and long-term follow-up, the program has been supplemented by a booster program that helps graduates of the program to apply their skills.

Violence Prevention

Objectives: The *Violence Prevention Program* is an intensive cognitive–behavioural reintegration program for federal offenders. By improving the interpersonal and pro-social skills of the participants, this program aims to reduce the risk of future violence.

Clientele: The *Violence Prevention Program* is intended to help offenders who have already committed at least two violent offences and who are considered at high risk to commit violent crimes (based on the Statistical Information on Recidivism Scale [SIR]). A standardized assessment battery identifies those who would benefit from this program.

Research: Aggression and violent behavioural problems are multidimensional. Based on a cognitive–behavioural model of human behaviour, the program’s main premise is that violent behaviours are learned through the mediums of modeling, reinforcement and cognitive mediation. Preliminary outcome data are encouraging but require long-term evaluation against matched control groups. An international expert panel accredited the program in June 2000.

Duration: The program consists of 94 two-hour group sessions and four individual sessions. The program (excluding individual sessions) is delivered in 14 weeks. Each group comprises a maximum of 12 participants. Program delivery requires a qualified program delivery officer and a psychologist.

Counter-Point

Objectives: The *Counter-Point Program* was developed based on current theory and research that pointed to factors consistently identified as appropriate targets for intervention with criminal populations. They include: changing antisocial attitudes and feelings; reducing antisocial peer associations; promoting identification with anti-criminal role models; increasing self-control and problem solving skills; and replacing antisocial skills with pro-social skills.

Clientele: Referral criteria for the program include: extensive criminal history, medium-to-high score on a standardized risk/needs

assessment, negative attitudes and expressions, deficits in self-management and self-control of behaviour and feelings, impulsivity, and unwillingness to seek employment or upgrade education.

Research: The *Counter-Point Program* integrates a variety of approaches consistent with the Effective Corrections literature. The program's underlying philosophy is derived from social learning theory. Consistent with this theoretical model, cognitive-behavioural strategies are introduced to provide the offender with the tools for change. The emphasis is on challenging and restructuring the thinking patterns that enable offenders to act out crimes (i.e., offenders neutralize or rationalize their behaviour and basically "give themselves permission" to do what they want). The program's strategy emphasizes motivation enhancement, self-management and social problem solving.

Duration: Twenty-five sessions are divided among three processes: the intake process (three individual sessions); the intervention process (20 two-hour group sessions delivered between one and three times a week); and the closure process (two individual sessions). The skills acquired during the program are reinforced in planned "booster" sessions, where parole staff review the relapse plan and the use of the skills with the offender.

Segregation Pilot Program

Objectives: The goal is to assist the offender in returning to the general inmate population at the earliest possible time, while providing rehabilitative program opportunities to offenders who have no short-term alternatives to segregation.

Clientele: All offenders who have been placed in segregation and are likely to reside in a segregation unit for a minimum of three weeks attend this program. It is not an alternative to the core correctional programs. If the opportunity of return or transfer to a less restrictive environment becomes available, the *Segregation Pilot Program* terminates.

Research: The need principle distinguishes between criminogenic and non-criminogenic needs. The former are dynamic risk factors, which if changed, reduce the likelihood of criminal conduct. In the specific application to the *Segregation Pilot Program*, the needs that are initially targeted are the criminal attitudes and behaviours that led to segregation. If segregation is prolonged (beyond 90 days), the focus expands to the criminal attitudes and behaviours that resulted in incarceration.

Duration: The *Segregation Pilot Program* is composed of two phases. The first phase consists of one to three sessions to gather information and motivate the offender. The second phase consists of 10 sessions on problem resolution. These sessions are typically offered to individuals or small groups, depending on the circumstances and are not longer than two hours each. Small groups (maximum of four offenders) are preferred. Program interventions require a qualified program delivery officer and a mental health professional.

4. Substance abuse intervention

Research in North America shows that the vast majority of offenders have alcohol and other drug related problems that warrant treatment. It can be argued that no other single factor has as great an effect on criminal behaviour as substance abuse:

over 50% of offenders report that substance abuse was associated with their crime. The relationship among substance abuse, past criminal behaviour and future risk increases dramatically with the severity of offenders' substance abuse problems. Approximately 80% of offenders have abused alcohol or drugs. CSC institutional and community-based programs treat more than 5,000 offenders annually for substance abuse. In addition, more than 3,000 offenders participate each year in related counseling, awareness and support activities. CSC has two key programs:

1. The ***Offender Substance Abuse Pre-Release Program (OSAPP)*** ranks moderate in intensity, and is based in the institution.

2. ***Choices***, a community-based program, serves both as a follow-up and as a less intensive initial program.

3. ***High Intensity Substance Abuse Program (HISAP)***, CSC is piloting a high intensity substance abuse program. The program is based in the institution.

Both OSAPP and *Choices* are offered throughout CSC's five regions, in federal institutions, in most parole area offices across the country, and in several provincial facilities. In some regions, private sector partners, such as the John Howard Society, share the two programs. Federal, provincial and private agency staff have been trained by CSC regional trainers to deliver these substance abuse core programs. CSC remains responsible for the quality control. OSAPP and *Choices* are currently undergoing modification.

Substance abuse programs

Objectives: The overall goals of the programs are to reduce the risk of offenders relapsing into substance use and abuse and to reduce their risk of future criminal behaviour.

Clientele: Offenders are identified at the intake assessment via a computerized assessment instrument. Generally, 70% of the inmate population have some level of need. OSAPP targets offenders with intermediate to severe alcohol and/or other drug use who are within one year of release. A low intensity maintenance program (*Choices*) is available in the community for offenders on conditional release from federal custody.

Research: Social learning theory provides a theoretical base for the programs. Substance abuse is a multifaceted problem that is a learned behaviour. It develops from modeling, reinforcement and cognitive mediation. Since substance abuse is viewed as a learned behaviour and not a disease, intervention focuses on cognitive-behavioural skills training and relapse prevention

An evaluation of substance abuse programs was completed in 1999. Participation in OSAPP effected a 31% reduction in new convictions compared to the control group. With OSAPP and *Choices* combined, a 42% reduction in new convictions was achieved.

Duration: OSAPP consists of 26 group sessions that are two and a half hours in duration and three individual sessions. The *Choices* program consists of an initial intensive phase (10 half-day group sessions) followed by a weekly group relapse prevention session of two and a half hours. The programs are delivered by program delivery officers to groups of 10 participants. Cost (in 1998–99) per OSAPP participant was \$610 and per *Choices* participant, \$558.

5. Sexual offender treatment programs for men

Sexual offender treatment programs focus on identifying the nature and pattern of offenders' behaviour and providing offenders with skills that will increase management of behaviour and reduce the likelihood of re-offending. A variety of programs are offered based on the level of risk and need the offender presents, including high, moderate, and low intensity programs, post-treatment follow-up programs, and specialized programs for women, Aboriginal, and special needs sexual offenders.

CSC defines a sexual offender as anyone who has:

- 1) been convicted of a sex offence;
- 2) been convicted of a sexually motivated offence; or
- 3) admitted to a sex offence for which s/he has not been convicted.

Upon admission to a federal institution, a sex offender will undergo a specialized assessment that details the following information:

- history and development of sexual behaviour
- sexual deviance
- attitudes and cognitive distortions
- social competence
- medical history
- psychopathology
- prior assessment and treatment results
- risk for future sexual offending
- treatment needs

National sexual offender programs

Objectives: CSC's National Sex Offender Treatment Programs are cognitive-behavioural intervention that are based on empirical research

and best practices in the provision of services to sex offenders. They are based on the principles of social learning, adult learning, group processes, therapeutic rapport and alliance, motivational enhancement, risk assessment and management, targeting criminogenic needs, and skill development.

Clientele: Sexual offenders represent approximately 16% of the federal offender population. Risk and criminogenic needs of sexual offenders range from low to high. Moderate to high need levels may be based upon evidence that the offender has multiple criminogenic needs associated with sexual offending behaviour and vary across individual cases. In general, sexual offenders at higher risk to re-offend over the long-term include those with multiple previous convictions for sexual offences, convictions for other violent offences, those who have offended against male victims, and offenders who do not successfully complete treatment. Lower risk offenders include: in general, incest offenders, offenders without previous convictions for sexual or other violent offences, those who have strong community support systems upon release, and those who successfully complete treatment. Risk to re-offend varies with individual cases and the probability of re-offending may be significantly reduced when offenders participate in treatment programs matched to their levels of risk and criminogenic needs.

Research: National moderate and low intensity programs with maintenance provisions were accredited by an international panel of sex offender experts in August 2000. Initial testing of these programs indicated significant and positive changes on indeterminate program targets and management of risk to re-offend. Evaluations of high intensity sex offender programs suggest a reduction in re-offending among treated sexual

offenders as compared to offenders who did not participate in treatment. Program evaluation of all sexual offender programs is on-going.

Duration: The duration of low-intensity programs is between two and four months with three to five hours of group treatment per week. Moderate intensity programs require four to five months to complete with 10 to 14 hours of group intervention per week. High intensity programs are implemented over approximately nine months, with 15 to 20 hours of group treatment per week. In addition, individual treatment is conducted as required in all programs. Finally, all treated sexual offenders are provided the opportunity to participate in post-treatment maintenance programs as required, depending on their individual needs and ability to manage their risk to re-offend.

6. Aboriginal offender programs for men

Aboriginal offenders are often participants in non-Aboriginal programs in the absence of Aboriginal options. This demands that all trainers are culturally competent to deliver programs to Aboriginal offenders. CSC recognizes that Aboriginal-specific programming is needed for this population and is committed to the development and delivery of accredited programs. *In Search of Your Warrior* for men, and *Spirit of a Warrior* for women, are examples of accredited alternatives to the non-Aboriginal violence prevention program options. Others are in the developmental stages for implementation in the near future.

Cultural Sensitivity

It is imperative for CSC to consider the importance of Canada's Aboriginal people when designing institutions and programs that are

intended to reduce recidivism. Cultural differences and the fact that Aboriginal inmates often serve their sentences far from home can make their time in prison particularly stressful. Experience has shown that Aboriginal offenders respond more favourably to programs that are developed and delivered by Aboriginal people and communities. Therefore, CSC has taken a more holistic approach to the treatment of these offenders:

- involving Native liaison workers in the correctional plans of Aboriginal offenders and as offender–staff mediators
- developing traditional cultural and spiritual programs
- building Aboriginal healing lodges in lower-security institutions (including one for Aboriginal women) where offenders' needs are addressed through Aboriginal teachings, ceremonies, contact with Elders, and interaction with nature
- developing substance abuse program utilizing Aboriginal expertise that are specific to the needs of Aboriginal peoples
- supporting the development of an *Aboriginal Family Violence Program* that meet the unique needs of the Aboriginal offender
- initiating *Pathways* healing units in institutions where Aboriginal offenders, who are committed to their healing through following their traditional spiritual ceremony, will be offered the opportunity to be entrenched in Aboriginal programs and culture
- offering Aboriginal alternatives to the cognitive skills training for Aboriginal women that meet the needs of that population
- adapting other existing CSC programs to meet the specific needs of Aboriginal offenders

Involvement of Elders

Elders and native liaison workers act as a bridge for understanding the different Aboriginal cultures. As counselors and front-line staff, Elders and native liaison workers provide

culturally appropriate programs and services, such as Aboriginal halfway houses. They also assist with release planning and referrals to Aboriginal halfway houses and other Aboriginal community resources. Elders conduct ceremonies, provide spiritual counseling and share cultural awareness.

Facilities

CSC also operates a number of facilities for Aboriginal inmates, planned in full partnership with the Aboriginal community. Within these facilities almost all staff members, including wardens, are Aboriginal. At Okimaw Ochi Healing Lodge, the institutional head is not referred to as the “warden” but rather as the “Kikawinaw”. As well, a group of Aboriginal community members monitors the operation of these facilities and provides advice on their further development. The result is that the facilities operate on the basis of Aboriginal values and principles as well as on the statutory mandate and the Mission of the CSC.

Communities

Besides developing Aboriginal alternatives to core programs, CSC works with Aboriginal communities to develop and implement agreements as specified in the *Corrections and Conditional Release Act*.

Results

CSC recently completed a follow-up of the 412 Aboriginal offenders admitted to the Okimaw Ochi Healing Lodge. Results revealed that of those completing programs, 6% had been returned to federal custody for committing a new offence, in contrast to the national federal recidivism rate of 11% in 1997–98. This means that the Aboriginal healing lodges are having a positive impact.

7. Programs for women offenders

Section 77 of the *Corrections and Conditional Release Act* mandates CSC to provide programs designed to address the particular needs of women offenders and to regularly consult with appropriate individuals and groups concerning women offender programs. *The Correctional Program Strategy for Women Offenders* is a holistic, women-centred framework that provides consistency for all programming in the regional women’s institutions. “Women-centred” means that programs reflect the social realities of women and respond to their specific needs. Though research is scarce in terms of evaluating program effectiveness for women, the literature provides insight on issues that are relevant for women who are in conflict with the law.

Women Offender Substance Abuse Program

Research indicates that women have a different range of problems related to their use of substances than do men offenders. Eating disorders, major affective mood disorders (e.g. depression) and a history of abuse, possibly related to post-traumatic stress disorder, are highly prevalent in women with substance abuse disorders.

Given that experts suggest that programming is most effective when it includes all aspects of the environment, a key component of the *Women Offender Substance Abuse Program (WOSAP)* is community building. WOSAP provides a systemic approach to substance abuse. The interdependency of its different programming components creates momentum beyond structure and content to living and experiencing change, thus creating a supportive environment for remaining drug and alcohol free. Community building efforts reinforce program goals by

fostering a positive institutional culture. As a community building strategy, the implementation of Intensive Support Units in the women's institutions complements programming by offering supportive housing to those women who are committed to remaining alcohol and drug free. Additional community building strategies include peer support, self-help groups, and community forums.

Programs for Women Offenders who are Survivors of Abuse and Trauma:

Surveys of women offenders in Canada indicate that the majority of offenders are survivors of abuse and trauma. Abuse is found to be more widespread amongst Aboriginal women.

Though surviving abuse and trauma has not been linked directly to criminal activity, services for survivors are an important component of treatment for women offenders. Treatment readiness for correctional programming targeting criminal behaviour is increased when women offenders have access to counseling to help them deal with issues of trauma. Each of the women's institutions has ongoing contracts with recognised experts in the community to offer group and individual counseling for survivors of abuse and trauma.

Reasoning and Rehabilitation Program for Women Offenders

The literature suggests that deficits in the area of living skills are common among women in conflict with the law. Therefore, the *Reasoning and Rehabilitation Program* (formerly referred to as the "Cognitive Skills Training Program") is offered at the women's institutions.

The *Reasoning and Rehabilitation Program* consists of 38 sessions that focus on the development of interpersonal reasoning skills for effective life management. The program targets

the following specifically identified cognitive deficit areas:

- Self-regulation/self-management: impulsivity;
- Self-regulation/self-management: poor emotions management;
- Egocentrism and social perspective taking;
- Assertiveness and social interaction;
- Criminal attitudes and attributions;
- Critical reasoning; and
- Rigid cognitive style.

Education / Literacy / Continuous Learning Programs for Women Offenders

Education programs serve to assist women offenders to become productive members of society. Each of the regional facilities is required to provide offenders with provincially accredited or certified programs which meet their identified education needs and help them to reintegrate into the community as law-abiding citizens. Women are actively encouraged to complete a grade 10 level of education, and acquisition of this level is a pre-requisite for participation in institutional programs.

A literacy program is also offered at each of the regional facilities (referred to as *Keys to Family Literacy Program*). This program provides a creative and flexible approach to literacy while facilitating learning. Its goals are to expand literacy skills, link literacy skills with parenting skills, and encourage positive familial attitudes and behaviours.

Employment and Vocational Programs for Women Offenders

Employment is an important need that can assist offenders in their efforts to reintegrate into the community as law-abiding citizens. As such, CSC is responsible for ensuring that women offenders become job ready. Quite simply, this means that, while incarcerated, women offenders

need to be given the opportunity to develop employability skills, gain certified work experience, and understand and experience the performance expectations of a private sector employer in terms of pace of work, quality of work, hours of work, etc.

Vocational programs are also offered to women offenders. These programs assist women to acquire marketable work skills that prepare them to participate in CORCAN work programs (CORCAN is a recognised correctional employment program in Canada) or in other institutional / community work programs. Vocational programs for women offenders must provide an adequate quantity and quality of work training that is relevant to the job market.

For additional information about CSC's Employment Programs, see Section 9.

Sexual Offender Therapy for Women Offenders

Sexual offender therapy is available for the very small proportion of women who sexually offend. This intervention, offered in each of the regional women's facilities and in the community, is delivered on a one-to-one basis.

The *Sexual Offender Therapy Program* is comprised of five modules, including: self-management; deviant arousal; cognitive distortions; intimacy, relationships and social functioning; empathy and victim awareness. The primary goals of treatment for women who sexually offend are to learn to identify and deal with the factors that influenced their offences, thereby reducing their recidivism risk. A *Protocol for the Assessment and Treatment of Women who Sexually Offend* has been implemented to ensure consistency in the assessment and treatment of this small group of women.

Aboriginal-Specific Programs and Services for Women Offenders

Given the high representation of First Nations and Aboriginal women incarcerated in Canada, and given the recommendations contained within *Creating Choices* (the Task Force Report on Federally Sentenced Women [1990]), CSC opened the Okimaw Ohci Healing Lodge for women offenders in 1995. This Aboriginal healing lodge was the first institution of its kind, and was developed with and for First Nations communities. The majority of its staff, including the *Kikawinaw* (meaning "director" of the institution or "our mother" in Cree) are of Aboriginal descent. Its operational philosophy is based on Aboriginal teachings, spirituality, and traditions. The role of the Okimaw Ohci Healing Lodge is to help women to:

- restore their pride and dignity as women and mothers
- re-establish their sense of worth, dignity and hope
- rebuild their families and their communities
- build bridges between Aboriginal and non-Aboriginal societies; and
- promote the healing of the Earth and all her creatures

An on-site Elder is present at all times, and each day begins with a *Talking Circle* in the Spiritual Lodge. Ceremonies, feasts and other traditions are incorporated into the overall programming of the lodge.

Not all Aboriginal women are incarcerated at the Okimaw Ohci Healing Lodge. Thus, CSC ensures that Aboriginal-specific programs and services, including Elders and Native Liaison Officers, are available at each of the regional facilities. These programs and services help meet the spiritual needs of Aboriginal women.

Circles of Change Program

The *Circles of Change Program* is a unique, intensive, gender specific program that addresses the criminogenic needs of Aboriginal women offenders. This program includes three rehabilitative strategies: relational, cognitive-behavioural, and solution-focused. The modules include: the process of change; increasing the knowledge of Canadian Aboriginal culture; communication styles; self-esteem and self-care issues; problem solving skills; woman's role in her family of origin; healthy and unhealthy relationships; and social injustice.

Family Life Improvement Program

The *Family Life Improvement Program* is a six-week full-day program that is designed to give women offenders practice in positive living skills and spiritual awareness. It offers exercises that promote a balanced approach to dealing with anger, violence, grief, jealousy, family relationships, and holistic living. This program is based on the belief that Aboriginal culture and traditions can provide a catalyst for the healing of Aboriginal peoples. The program prepares the participants for more in-depth treatment with psychologists, Elders, and for involvement in other programming activities. It also offers participants alternatives for dealing with negative emotions and situations that may arise in their lives. The *Family Life Improvement Program* is a pre-requisite to the *Spirit of a Warrior Program*. The program is similar to the *Reasoning and Rehabilitation Program* offered to non-Aboriginal women.

Spirit of a Warrior Program

The *Spirit of a Warrior Program* was specifically designed to address the needs of Aboriginal women offenders. It explicitly targets violent behaviour. The program is divided into four sections: introduction; childhood; adolescence; and adulthood/alternatives to violence. *Spirit of a*

Warrior consists of an in-depth intervention that is intended to reduce the risk to re-offend with violence, reduce risk to relapse, improve family relations, improve ability to communicate with others, improve coping skills, and adapt Aboriginal culture and spirituality into all aspects of behaviour and everyday life.

Mother-Child Program

The *Mother-Child Program* is available for women classified as a minimum or medium security risk. The objective is to promote stability and continuity for the child by encouraging the relationship with his/her mother. Mothers in this program are allowed to keep their newborns and/or pre-school aged children with them in the institution *if it is in the best interest of the child*. An extensive evaluation is done in conjunction with social service providers to ensure that the best interests of the child — including his/her physical, emotional and spiritual well being — are taken into consideration when making all decisions relating to the inmate's and the child's participation in the program.

Mental Health Services and Programs for Women Offenders

The *Mental Health Strategy for Women Offenders* was first developed in 1997; however it was revised in 2002 to reflect recent changes and developments in relation to mental health services for women offenders. These include the closure of the Prison for Women, the expansion of mental health programs and services, and the implementation of the Intensive Intervention Strategy (IIS). The IIS is aimed at better addressing the needs and risks of women classified as maximum security and women classified as minimum or medium security with cognitive deficits and/or mental health needs.

The *Mental Health Strategy for Women Offenders* provides a framework for the development of

mental health services for all women offenders. The Strategy is similar to that developed for men offenders, however, it acknowledges the mental health needs of women offenders in particular. It outlines the mental health issues and problems faced by women offenders and the treatment, intervention, and programs required to address these issues.

The Strategy provides a continuum of mental health care services to women, both during their incarceration and upon release into the community, including: assessment, crisis intervention, group and individual counseling, and follow-up.

Structured Living Environment Houses have been operational at each of the regional women's facilities since 2001. These houses have 24-hour staff supervision, and are designed to provide a treatment option for minimum and medium security women with cognitive limitations or significant mental health concerns requiring more intensive supervision.

Secure Units opened in each of the women's facilities in 2003. These units address the high risk and high needs posed by a small proportion of women offenders. The Secure Units help these women manage their behavioural problems through appropriate interventions in a structured and secure setting. Women remain in the Secure Units until they demonstrate they can be safely managed at a lower security classification. While the Secure Units are physically separate from the remainder of the facility, they are located within its existing perimeter.

Staff in the Structured Living Environment (SLE) Houses and the Secure Units are specially trained in mental health intervention. An interdisciplinary team approach, combining elements of good correctional practice, intensive

intervention, dynamic security, appropriate programming, and mental health services is utilized in the SLE Houses and Secure Units.

Two primary modes of therapeutic intervention are provided to women offenders in the Structured Living Environment Houses and the Secure Units.

Psychosocial Rehabilitation (PSR) addresses the needs of cognitively low-functioning women and women with living skills deficits. PSR helps these individuals regain control over their lives and formulate goals and plans to increase the quality of their lives. PSR is based on ongoing, empirical evaluation of program procedures and components.

Dialectical Behaviour Training (DBT) addresses the needs of women with serious emotional dysregulation, including characteristics of borderline personality disorder. DBT addresses problematic behaviour by targeting skill development to deal with dysregulation of emotions, relationships, cognitions and behaviours. DBT program modules also focus on mindfulness, interpersonal effectiveness, and distress tolerance.

The **Intensive Healing Program** at the Regional Psychiatric Centre in Saskatoon is an intensive program delivered in a secure hospital environment. Women who have been diagnosed with an Axis I disorder (e.g., schizophrenia) as well as those whose behaviours are associated with borderline personality disorders and/or other problems are treated at the Centre on a voluntary basis. Behaviours associated with borderline personality disorders include persistent and severe self-injury, depression, severe anxiety, suicidal tendencies, identity disturbance, dissociation, difficulty controlling anger, and severe substance abuse.

Other programs and services for women offenders

A number of other programs and services are offered at each regional facility for women. Multicultural programs, recreation and leisure programs, and peer support team programs are but a few examples. Programs and services that exist in one facility are often transferred and tailored to meet the needs of women offenders at another.

8. Mental health treatment

Although there is an assumption that mental disorders lead to violence or criminality, research has shown that this relationship is weak. Roughly 90% of all individuals with a major mental disorder are not violent. Many federal offenders suffer from mental disorders such as schizophrenia, severe depression and substance abuse related disorders. To help meet the mental health needs of men offenders, CSC has one mental health treatment or psychiatric centre in each of its five regions. Specialized units exist in each of the women's facilities to address the mental health needs of women offenders. (*Refer to Section 7 above: Programs for Women Offenders, Mental Health Services and Programs.*)

CSC's primary goal is to rehabilitate offenders successfully, however offenders with mental disorders have specific needs. Correctional programs target criminogenic factors, such as criminal associations, antisocial attitudes and criminal behaviour. Mental health treatment, on the other hand, assists offenders to manage their conditions and restore their ability to function in order to enhance their quality of life.

Psychiatric or psychological treatment may reduce recidivism by helping offenders address the factors that led to their offence(s). Medication

maintenance, community support, professional assistance and appropriate housing are all factors that can assist an offender who has a mental disorder live successfully in the community and prevent recidivism.

CSC policy and practice stipulate that, upon admission to a facility, each inmate must undergo a mental health assessment. Any further assessment, procedures and treatment provided by CSC can only be performed with the inmate's consent (except in special circumstances where the offender has been judged incompetent or presents a significant risk to harm him or herself or others). An interdisciplinary team, composed of a psychologist, nurse, case management officer, psychiatrist (when necessary) and ad hoc members, functions as a co-ordinating body for inmates in need of mental health services. The functions of the inter-disciplinary team include:

- identifying needs and service requirements
- prioritizing the dispensing of mental health services
- monitoring and documenting the clinical progress of individual inmates on a monthly basis
- providing treatment for those suffering from acute, sub-acute or chronic mental disorders

9. Employment programs

Employment programs within the federal correctional system help offenders develop the skills they need to find a job upon release, thus promoting their safe reintegration into society. The maximum daily amount that an inmate can earn is \$6.90 for performance on the job and participation in programs. Deductions, to a maximum of \$25 per week, are made from income earned by offenders for room and board. These deductions are taken from income of incarcerated offenders, and from those who are

working in the community while living in a CSC facility.

Being gainfully employed gives the offender a sense of purpose. In addition, inmate employment benefits the institution. Employing offenders in day-to-day operations helps lower the costs of incarceration. As well, the sale of goods and services provided by employed inmates represents a source of revenue.

CORCAN, Special Operating Agency

The majority of inmate employment opportunities come from CORCAN, a special operating agency of CSC. The mandate of CORCAN is to employ inmates in a work environment that strives to achieve private sector standards of productivity and quality. It also supports programs and services that facilitate the reintegration of offenders into the community following their release. The agency does not compete, nor is it capable of competing, with Canadian enterprises operating similar businesses. Over 4,000 inmates participate in CORCAN operations for varying lengths of time. Annually, it amounts to some 2,000 full-time equivalent jobs. CORCAN has five main business lines:

- agriculture and agri-food (e.g., dairy, livestock)
- construction of correctional facilities
- manufacturing of furnishings, including office furniture
- textiles (e.g., inmate clothing)
- services (e.g., data entry, imaging, laundry)

Type of shops

In Moncton, CORCAN operates a carpentry shop that works in partnership with institutional operations to produce manufactured goods. In Toronto and Halifax, CORCAN operates WorkSITE, an employment centre for parolees in the community. WorkSITE counselors work with offenders to develop interview and computer skills, help write résumés, find job opportunities,

provide support during the initial release period and access other employment services.

In Quebec, Via Travail works with CORCAN to provide similar support services for offenders.

Community projects

From time to time, short-term community employment projects crop up in cities and towns across the country. The mandates of these projects require offenders to build, renovate or demolish buildings, or to do other projects for community organizations, all under the supervision of CORCAN. The number of offenders in community operations varies, but it is usually over 1,000 per year.

Special community programs

CORCAN also offers community-based short-term employment, job counseling and placement programs. CORCAN community programs provide thousands of hours of labour to churches, shelters and community organizations each year. This gives offenders access to the job market and makes a contribution to communities. CORCAN is an active participant in several community-based initiatives, such as building shelters for homeless people, maintaining national parks and supporting schools with refurbished computers.

Incentives

CORCAN is authorized to provide incentive pay to inmates to emulate the real world of work. Payment is based on productivity factors and supported only where there is a business case. The maximum daily amount that an offender working for CORCAN can make is \$13.80 above their daily inmate pay if they meet pre-established performance standards. Each inmate is responsible for budgeting his or her pay to ensure the availability of funds for conditional release expenditures, for ongoing expenses such as

canteen or telephone calls, and for the purchase of major items of personal property.

Revenue generation

CORCAN products and services are marketed to the public sector, including governments, non-profit organizations, hospitals and educational institutions. Prices reflect current market conditions. Revenues were almost \$1.4 million in the 2002 - 2003 fiscal year.

Effect on recidivism

A recent study shows that the rate of re-offending for CORCAN trainees is 25% below the average rate for the national offender population. This translates into CORCAN being able to reduce the operating costs of the correctional system by millions of dollars.

Challenges

CORCAN faces many challenges, most notably managing its unique workforce, with its variable competencies and transient nature. It also has to balance its correctional responsibilities with its financial obligations, all the while maintaining good relations with a broad range of stakeholders like customers, suppliers, industry, and media.

10. Ethnocultural programs

The need for programs

The increasing diversity of Canada's population is reflected in the correctional system and presents a challenge for CSC in terms of providing culturally appropriate programs and services, along with sensitivity training for offenders and staff. Ethnocultural offenders account for almost 14% of the federal offender population and their numbers are projected to increase. Like Aboriginal Canadians, African-Canadian inmates are over-represented in the federal correctional system. In the Pacific region,

Asian offenders account for almost 44% of the ethnocultural population. Much more needs to be done to meet their special needs and to address the factors that underlie their criminal behaviour.

National ethnocultural programs strategy

Because of the growing diversity of the inmate population and the management and reintegration challenges it poses, CSC has implemented an Ethnocultural Offender Program Management Strategy that consists of the following elements:

- a Commissioner's Directive on ethnocultural programs
- identifying the reintegration needs of each ethnocultural group
- establishing ethnocultural liaison services (including the hiring of ethnocultural liaison officers) and national/regional ethnocultural advisory committees, to serve as a bridge between offenders and case management personnel
- offering religious services for the various groups
- developing affirmation programs, including the COACH (Creating Opportunities for African-Canadian Heroes) programs
- offering positive and motivational reinforcement programs
- establishing programming for foreign nationals, including developing supports for deportable offenders
- devising training programs, cultural awareness activities and a multiculturalism award for CSC staff
- developing ethnocultural correctional programs and services for African-Canadian and Asian-Canadian women offenders

Existing policies and programs

Since 1994, CSC has had a policy concerning the determination of the needs and cultural characteristics of ethnic minority offenders. The policy stipulates that racial harassment and discriminatory behaviour will not be tolerated.

Some ethnocultural programs are already in place:

Black Inmates and Friends Assembly: conducts intake assessments, assists with pre-parole, discharge planning, group counseling, and reintegration support.

Religious customs: respect for traditional dress, religious diets, different days of worship and spiritual practices.

Linguistic services: access to interpreters for offenders who have difficulty speaking English or French.

Cross-cultural awareness activities: seminars, conferences, cultural festivals, the creation of a multicultural network, and visits to ethnic communities are some of the activities that promote staff and offender awareness of different cultural practices and beliefs.

The major efforts of CSC currently focus on promoting the meaningful participation of ethnocultural offenders in CSC core programs, while adapting this so that diverse cultural or ethnic values, beliefs, learning styles and communication methods are respected so that these offenders derive the maximum benefit from the programs.

11. LifeLine

LifeLine is a program designed for the men and women offenders serving life and long sentences in federal penitentiaries or in the community. It was formed through a partnership between CSC, the National Parole Board and community-based sponsoring agencies. Through this program, paroled lifers and offenders serving a long sentence who have been successfully living in the

community for at least five years offer support to other lifers throughout their sentence. The help is likely to be long-term, since paroled lifers will always be under supervision. LifeLine's mission is to help offenders make a successful, supervised, gradual reintegration into the community. LifeLine consists of three components:

In-Reach brings paroled lifers back into institutions to motivate and help other lifers make their time in prison productive.

Community resources assist lifers to reintegrate into the community.

Public education achieved by In-Reach workers meeting with interested groups and individuals, helps create community support. In addition, In-Reach workers carry out preventive work, such as trying to deter youth from becoming involved in crime or drugs, assisting in special education initiatives, and serving as positive role models.

There are In-Reach workers in each of the five regions across Canada, and the program is being expanded due to its success. In August 1995, the American Correctional Association recognized LifeLine as a program of excellence.

Furthermore in October 2002, LifeLine received the "*Offender Management/Treatment and Reintegration*" Award from the International Corrections and Prisons Association for the advancement of professional corrections.

Facts about lifers

- There are some 4,300 offenders serving a life sentence in Canada. About one-third are on lifetime parole supervision in the community.
- Lifers make up about 21% of the federal offender population.

Appendix B ■ Correctional Programs

- The majority of lifers (75%) had never been in a penitentiary before receiving their life sentence, and, in many cases, homicide is the first crime they committed.
- Lifers are the least likely of all offenders to repeat their offence — 98.4% never do.
- Unlike other offenders, lifers do not have a fixed release date. They also face much longer sentences — a minimum of 12 years, compared to the average sentence of 3 to 4 years.

Community involvement

There are many community-based agencies that sponsor In-Reach workers, such as the St. Leonard Society, the John Howard Society, the Canadian Association of Elizabeth Fry Societies, Community Justice Ministries in Alberta and LINC (Long Term Offenders in the Community) in British Columbia. St. Leonard House in Windsor, Ontario, is the only facility in Canada with a dedicated residential program for lifers released on parole. Although small, it allows lifers to stay much longer than most halfway houses, recognizing that some lifers and offenders serving a long sentence need a more gradual, phased re-entry into the community after serving so many years behind bars.