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**ACTION TAKEN IN RESPONSE TO
RECOMMENDATIONS OF THE RUYGROK
INQUEST, SENTENCE MANAGEMENT
REVIEW, AND PEPINO INQUIRY**

A Report of the Correctional Service of Canada,
the National Parole Board, and the Secretariat
of the Ministry of the Solicitor General.

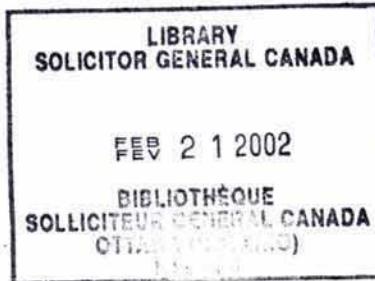
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INTRODUCTION

The Ministry of the Solicitor General, with its component agencies of the Ministry Secretariat, the Correctional Service of Canada, and the National Parole Board, is committed to establishing good correctional policy. The Mission Documents for both the Correctional Service of Canada and the National Parole Board clearly enunciate the values, guiding principles, and objectives which form the framework for such policy development. With their policies, both agencies contribute to the protection of society, the Service by actively encouraging and assisting offenders to become law-abiding citizens, and the Board by facilitating the timely reintegration of offenders as law-abiding citizens.

Inquiries relating to the circumstances surrounding the tragic deaths of Celia Ruygrok and Tema Conter and a review of policy conducted within the Ministry identified weaknesses in correctional policy. Pertinent to this report are the specific recommendations of the Ruygrok Inquest, the Sentence Management Review, and the Pepino Inquiry. (Background information concerning each inquiry and the texts of the recommendations of each are appended to this report.) The advice offered by the recommendations has assisted in directing the courses of action to be undertaken by the Correctional Service of Canada, the National Parole Board, and the Ministry Secretariat in the improvement of correctional policy over the last two years.

The recommendations of the Ruygrok Inquest, the Sentence Management Review, and the Pepino Inquiry were examined and specific action was identified as meeting the intent of the recommendations. It became apparent that the majority of the recommendations of the three documents fell within five key themes: Offender Case Management, Information Sharing, Conditional Release Decision-Making, Offender Supervision in the Community, and Mental Health. It was, therefore, decided to strengthen the policy in these five key areas in order to address the concerns raised. This report outlines the coordinated approach taken to strengthening the policy by the agencies of the Ministry of the Solicitor General.

OFFENDER CASE MANAGEMENTINTRODUCTION

The case management process deals with the assessment of offenders, counselling, development of correctional treatment plans and monitoring their progress and change during the offender's sentence from date of conviction until warrant expiry, including any form of conditional release. Integral to this process is the close collaboration of institutional case management staff, community case management staff, and the National Parole Board. Their common goal is to contribute to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens. Inherent in this mission is the need for the collection of all pertinent information related to the offender: information about his previous criminal behavior and his background; thorough risk assessment; the development, implementation and monitoring of a comprehensive correctional treatment plan; and the involvement of the offender on conditional release in community programs that address his/her needs and reduce the risk of the offender committing further crimes.

The case management process has undergone extensive policy and procedural changes over the past two years. These changes address recommendations of the inquest into the 1985 death of Celia Ruygrok, as well as recommendations arising from the Sentence Management Review and from the Pepino Inquiry. The changes in policy and procedures also respond to many of the recommendations of the 1988 inquest into the death of Tema Conter.

ACTION TAKENCASE MANAGEMENT STRATEGIES

Case Management Strategies is a comprehensive case management system which utilizes a classification instrument to a) assist in assessing the offender's problems and needs, b) provide an objective reference to aid caseworkers in formulating programming, and, c) provide officers with differing casework strategies or approaches appropriate to different types of offenders.

Critical to the Case Management Strategies is the analysis of the needs of the offender, specifically those factors which contributed to criminal behavior. This identification of needs leads to the development of an individualized correctional treatment plan for each offender, a plan which provides guidance to the offender throughout the sentence. The correctional treatment plan is written in five steps: 1) problem statement;

2) long range goals; 3) short range goals; 4) offender action plan; and, 5) officer/referral action plan. The plan is negotiated with and signed by the offender. It is revised on a quarterly basis, and is highlighted and summarized in all pre-release documents submitted to the decision-makers. A summary of the plan is included in the progress summary reports submitted to the National Parole Board at all decision points throughout the offender's sentence.

Upon conditional release, the plan is extended to encompass the release plan. Following the offender's release, the correctional treatment plan is reviewed to clearly set out how the offender's case will be supervised in the community. This information is shared with agencies dealing with the offender. The gist of the correctional treatment plan is shared with the significant individuals in the community offering support to the offender (ie. spouse, family members) in the community assessment stage. This will be further discussed in the following section of this report entitled "Content Guidelines".

Implementation of Case Management Strategies was initiated in April 1987. All regions are now utilizing the system as the approach to case management, and have action plans and monitoring systems to ensure full compliance. All case management staff were provided with training in this revised approach to case management before its implementation, and further training was completed in December 1988.

Clearly documented standards and guidelines for the accepted approach to case management are found in Standards and Guidelines for Case Management, published in February, 1988, and distributed to all staff involved in the case management process.

INTEGRATED SENTENCE MANAGEMENT

The Systematic casework approach, described as Case Management Strategies, assists each caseworker in addressing the specific needs of individual offenders. This approach, however, cannot stand alone because the casework is also affected by requirements external to it, including the requirements and regulations of the National Parole Board and policies of the Correctional Service of Canada in areas other than case management. Integration of the various requirements of and concerning offenders was required.

In April, 1988, a joint Correctional Service of Canada/National Parole Board Workshop was held to examine all of the requirements resulting from the implementation of a comprehensive approach to case management, the National Parole Board Decision Policies, and from the recommendations of the Ruygrok Inquest, the Sentence Management Review, and the Pepino Inquiry. The objective of the workshop was to develop a common approach which would integrate

the requirements in an effective and understandable manner. The result was the development of the Integrated Sentence Management approach which is broken down into five phases: Orientation and Assessment; Correctional Treatment; Case Preparation; National Parole Board Decision; and, Community Supervision. In addition, a specialized group of professionals in psychology developed "Standards for Psychological Reports".

A full training package was developed which provided training in the components of Integrated Sentence Management, the National Parole Board Decision-Making Policies, and a review of Case Management Strategies. This training commenced in October 1988 and was completed in December 1988. The training targeted all case management front-line staff (officers and supervisors), Board members, and selected staff of the National Parole Board.

The "Standards for Psychological Reports" provide a standard content outline for psychological reports to ensure a thorough and consistent treatment of cases. This subject is discussed in more detail in the section of this report dealing with Mental Health.

The following lists major components of Integrated Sentence Management focussing on their specific relevance to the recommendations of the inquests and inquiries:

Content Guidelines for Case Management Reports

The content guidelines detail the structure and requirements for four of the most important case management reports: the community assessment; the progress summary report; the criminal profile report; and, the case documentation checklist. The guidelines for community assessments address the requirements for consultation with representatives of community residential facilities, police, and potential supervisors at the case preparation stage, prior to a release decision. At this stage persons offering significant community support to the offender are made aware of the correctional treatment plan and the needs of the offender.

The guidelines for completion of the progress summary report essentially establish this report as a central document to ensure that all important information on file is recorded and properly used in assessments of the offender prior to release. The content guidelines for this report integrate the Case Management Strategy process (correctional treatment plan) with the National Parole Board Decision-Making Policies. The content focuses on risk and identifies and elaborates on factors related to criteria which would allow the National Parole Board to consider the indicators against conditional release and for detaining the offender beyond his/her mandatory supervision date, if

applicable, at all stages of release consideration. The progress summary report is also the vehicle for the case manager to summarize and discuss the institutional incidents involving the offender, such as major/minor offence convictions, and preventive security information. The Case Manager utilizes the report to identify and to highlight specific concerns about high risk and/or high profile cases, including any reason to believe the offender may be dangerous, to ensure that decision-making authorities and potential supervisors are fully aware. A progress summary report is completed in preparation for review by the National Parole Board prior to one-sixth of the offender's sentence (i.e. day parole eligibility date) for all offenders serving three years or less. The report outlines a tentative release plan, whether or not the offender wishes to waive his review. For offenders serving more than three years, a summary is completed at one-sixth of the sentence, but full parole release plans are not elaborated until one-third of the sentence has been served or application for parole has been received.

The criminal profile report is a critical supporting document attached to all progress summary reports that are sent to the National Parole Board. The criminal profile is a two part document that a) outlines criminal history and patterns, and b) analyzes factors leading to the offender's criminal behavior. Critical source documents for this report include the police reports, the views of the Crown Prosecutor, judges, psychologists, psychiatrists and any other information sources that explain the offender's criminal behavior. Another source for the criminal profile report is the National Parole Board General Statistical Information on Recidivism Scale. The information provided by this statistical tool relates the likelihood of recidivism of the offender to a group of similar offenders, information that can only be used in addition to other facts of the case.

The final form contained in the Content Guidelines for Case Management Reports is the case documentation checklist, which is an inventory of relevant reports, including reports from police, courts, psychologists and psychiatrists, that should be obtained for the purpose of case treatment planning and release preparation. The checklist serves as a control document for the request and receipt of reports, as well as an indication that the content or gist of these reports has been shared with the offender.

In addition to establishing a standard report structure, the Content Guidelines provide timeframes and a summary of purpose for each report. The Content Guidelines document serves as an initial step toward the development of a complete Operations Manual expected to be completed by late 1989.

Custody Rating Scale

The Custody Rating Scale is an instrument for establishing the security classification level of an offender upon admission. It is a statistically validated tool that allows the Correctional Service of Canada to examine each offender individually to assess his/her needs and determine the risks represented towards other persons. This may be used to assign him/her to the appropriate level of security. This tool will allow offenders who are able to function in medium or minimum security facilities to be immediately placed in these institutions. The Custody Rating Scale is being piloted in two regions of the Correctional Service of Canada. An interim report on the "Pilot Implementation of the Custody Rating Scale" was completed in January 1989. The report outlines the training and monitoring utilized during the pilots and concludes that the scale was generally accepted as an accurate tool for classification. A three-month follow-up of the cases in the sample populations in the Pacific and Quebec Regions is currently being analyzed. The results will be incorporated in a final report in order to provide a more complete assessment of the validity and the usefulness of the Custody Rating Scale.

With training completed in all regions, the Integrated Sentence Management approach was implemented on January 2, 1989 with a three-month transition period.

TASK FORCE ON COMMUNITY AND INSTITUTIONAL PROGRAMS

The recent Task Force on Community and Institutional Programs made a number of significant recommendations addressing issues of how case management can be further improved within the Correctional Service of Canada. Of particular significance is the need to improve risk assessment through more comprehensive assessment of those factors in an offender's community and background that contributed to his criminality, more thorough assessment of needs and programming requirements immediately following reception, and providing a broader program base to meet these needs. Further, the report emphasized a need to provide intensive case preparation for those offenders who require special programming and intervention.

ACTION TO BE TAKEN

Case Management Strategies Evaluation and Monitoring

A survey of staff attitudes toward Case Management Strategies was completed in July 1988. This document is being used in the evaluation and monitoring of the implementation of Case Management Strategies. The critical area being reviewed is the degree of implementation, plus any identified deficiencies in

training. All regions have developed action plans to ensure that Case Management Strategies are fully implemented as an integral part of the Integrated Sentence Management approach. Agencies under contract are involved in the case management process with the Correctional Service of Canada and training will continue to be provided to them to participate in Case Management Strategies.

Integrated Sentence Management Evaluation and Monitoring

A three month period established to allow all regions an opportunity to fully implement Integrated Sentence Management ended on March 31, 1989. All regions are now accountable for full implementation.

Regions have drafted implementation plans which include on-site assistance by National Headquarters teams. These teams will review training evaluations, identify deficiencies, and review the regional implementation and follow-up plans.

Key Elements for Functional Audits by Regions

A number of elements critical to successful monitoring of the Case Management process have been identified. Some of these elements are listed as follows:

- implementation of Case Management Strategies;
- compliance of Standards and Guidelines for Case Management;
- knowledge and understanding of the Integrated Sentence Management Process;
- adherence to procedures related to Case Management, including timeframes for reporting, treatment planning, and the extension of correctional treatment plans to the community release plan;
- adherence to Content Guidelines for Case Management reports.

Regions are being asked to incorporate these elements into existing audit procedures. This will involve verifying compliance with policies and procedures for case management, focussing on these key areas, as part of operational audits of institutions and parole offices.

Operations Manual

A working group, comprised of staff trainers, National Headquarters staff, and a representative from each region is developing an Operations Manual. This approach will maximize field ownership of the manual, as well as tap the resources of

staff members. The Manual will consolidate all Correctional Service of Canada policies and procedures relating to Offender Case Management, and provide a central reference guide for all staff. The Manual will also be used in the ongoing training of staff and the orientation of new staff.

The Manual will be distributed to agencies under contract. Agency staff will be trained in its use and its particular relevance to agency contracts.

Upon completion, final approval, and implementation of the Operations Manual (scheduled for late 1989), the manual will become the basis for functional audits in case management.

CORPORATE OBJECTIVES 1989-1992

The corporate objectives for the Correctional Service of Canada for fiscal years 1989/90 to 1992/93 continue to emphasize improvement of the case management process for all offenders. Case management must ensure active and continuous intervention with the offender, comprehensive risk assessment, and preparation for release. It is essential to set, and to meet, the highest possible standards of correctional practice with decision-making undertaken with the fullest possible information. The inclusion of case management in the corporate direction indicates the commitment of the Correctional Service of Canada to high standards for all aspects of planning for and working with the offender throughout the sentence to help him to become a law-abiding citizen upon release.

Also included in the corporate objectives is a commitment to increase the level of offender participation in programs relevant to their needs. It is important to link the achievement of an offender's personal objectives with appropriate incentives, recognizing that, while the offender is responsible for his actions, the Service's role is to motivate change. This occurs in the complex context involving many different types of offenders with varying program and security requirements. The recommendations of the Report of the Task Force on Community and Institutional Programs will provide guidance for this corporate direction.

REFERENCES

Ruygrok Inquest: 5, 10, 10a, 13, 14, 23, 28

Sentence Management Review: 5, 6, 7, 8, 13, 15, 19, 22, 24, 25

Pepino Inquiry: 1, 2, 3

Conter Inquest: 10, 16, 21, 22, 25, 26, 31, 34

INFORMATION SHARINGINTRODUCTION

At the outset of an offender's sentence, correctional authorities need to acquire as much information as is available in order to determine the offender's security requirements and to assess his needs in terms of treatment and rehabilitative programs. Such initial information must come from all sectors of the criminal justice system that have had current and previous dealings with the offender: the police, the Crown Attorney, the judge, provincial corrections officials, forensic psychiatrists and so forth. Additional information may be gathered from families, community members, and social agencies. As the offender moves through the custodial portion of his sentence, this knowledge base must be augmented by the observations and assessments of caseworkers and treatment professionals within the Correctional Service of Canada, as well as others who may have had contact with the offender.

At the point at which the offender becomes eligible for conditional release, the body of information that has been obtained must include all the relevant details of the case. At the same time, it must be coherently analyzed and presented so that the National Parole Board may make a soundly-based decision as to the risk that the offender presents and the viability of his plans for return to the community.

Finally, when the offender is released, all those agencies and individuals who will be assisting and supervising his reintegration into the community must be fully aware of the offender's case history. This will help them to anticipate problems pointing to a reinvolvement in criminal activity and permit them to intervene as appropriate.

The ability to provide complete and accurate information at the critical decision points in this process is dependent upon the existence of reliable mechanisms of communication among the various sectors involved. Over the years, formal and informal information sharing arrangements have been worked out with law enforcement officials, provincial agencies and community after-care organizations.

The 1987 Coroner's Inquest into Celia Ruygrok's death identified several weaknesses in the quality and flow of information and made recommendations for improvements in this area. The same themes have been repeated or elaborated on in recommendations arising from the Sentence Management Review, the Pepino Inquiry and, most recently, the Coroner's Inquest into the death of Tema Conter.

ACTION TAKENDESIGNATION OF INFORMATION COORDINATORS

In July 1987, immediately following release of the Ruygrok Inquest's recommendations, the Correctional Service of Canada designated senior case management officers in every institution and parole office, as well as at each regional headquarters, to act as Information Coordinators. The Coordinators were assigned the responsibility of ensuring that all relevant case documentation, both from within and outside the Service, is collected and incorporated into the offender case management files. Where information is found to be missing from files or is considered to be of inadequate quality, Coordinators are to make active and persistent efforts to obtain the required material. They are to establish liaison with police, courts and crown attorneys, where necessary, to improve the flow of information from these sources. Information Coordinators were also designated in National Parole Board regional offices to ensure that files reviewed for decisions contain all necessary information, and to seek out this information when they are not complete.

As the start-up phase of this process, the Coordinators were asked to conduct a review of all files of offenders, currently in the system, whose offences involved the loss of life or serious sexual assault, in order to determine where critical information was lacking. One important result of this exercise was that the Coordinators' efforts to locate and obtain the police, crown attorney, court and pre-sentence reports, which were discovered to be missing, revealed a number of deficiencies in information sharing practices with the agencies generating these reports. This led to a national initiative to establish formal agreements with the crown attorneys, courts and police in each of the provinces and territories.

The file review was implemented as an ongoing procedure for new as well as existing cases and regions established quality control methods, including documentation checklists, to ensure systematic checking of files. In August 1988, a standardized national documentation checklist was instituted.

INFORMATION REQUIREMENTS DEFINED IN POLICY

In February 1988, the policy document entitled Standards and Guidelines for Case Management was published and distributed. This document set out the minimum information to be requested for all admissions following sentencing (e.g., pre-sentence report and post-sentence community assessment) and that to be requested additionally for violent offenders (e.g. psychiatric or psychological assessments presented at trial, information from Crown Attorney, and judge's comments).

All regions indicate that diligent efforts are made to obtain the reports specified as being essential. Some problems are still being encountered in some regions. For example, trial-related psychiatric and psychological reports have not always been received and required follow-up. Also, in one region, crown briefs on federal drug offences are not being released to the Service at this time and there are delays in receiving crown material from some judicial districts. Victim impact statements present a special problem as they are not in universal use across the country. The content guidelines for Community Assessments now require, however, that the impact of the offence on the victim be investigated. Every effort is being made to solicit this information, for example, police reports, pre-sentence reports, summaries of trial testimony, including, in some cases, direct contact with the victim.

There remains a small backlog of information to be obtained on existing cases, that is, those offenders already in the system when the new information requirements came into effect. Some of these cases involve offences dating back a long time and it may require a search through archival material to obtain available reports. Some of the reports may no longer be in existence and others may not have been produced in the first place.

INITIATIVES TO ESTABLISH INFORMATION SHARING AGREEMENTS

Starting early in 1988, a series of regional and national initiatives were undertaken to negotiate information sharing agreements with crown attorneys and the courts, or, where such agreements already existed, to review and, if necessary, formalize them. The major thrust of these agreements has been to set up a systematic means by which the Correctional Service of Canada can be guaranteed essential trial and sentencing information on offenders as they enter the system. The common starting point for negotiation of agreements in all regions has been that, as a minimum requirement, such information should be provided on all cases of offences involving murder or violence as defined in the Parole Act.

Concurrently with these initiatives, the Correctional Service of Canada and Secretariat representatives have begun exploring with Department of Justice officials the possibility of enacting legislation that would make it a legal requirement for courts and crown attorneys to furnish relevant reports to the Correctional Service of Canada.

In addition, steps have been taken in all regions to establish or re-affirm statements of understanding between police forces and the Correctional Service of Canada. These statements address the need for a continuing exchange of information on federal cases, particularly at the pre-release and supervision stages.

Court and Crown Information

Written agreements for the provision of this information have been established and implemented with the provinces of Alberta, Saskatchewan, and Ontario. Proposed agreements with the Yukon and Northwest Territories are in the developmental stages. In the Province of Quebec discussions are being pursued at a senior level with the Quebec Department of Justice. Memoranda of understanding are being developed with the four provinces in the Atlantic Region and with Manitoba. In the Pacific Region, the informal working agreements it has had with British Columbia provincial authorities for more than a decade function very well, and written agreements are believed to be unnecessary at this time. The national coordinator conducted an audit of case files from an institution and two parole offices in the Pacific Region in order to verify this approach, and found that the existing arrangements do appear to be adequate to ensure that necessary court and crown prosecution documents are provided.

Information Sharing with the Police

In the Pacific Region, one parole district has developed a statement of understanding with the municipal police in the district. The same format has been given to the other two districts for the negotiations they will be undertaking. In the Prairie Region, statements of understanding have been established with major municipal police departments in Saskatchewan, with some forces in Manitoba and Northwestern Ontario, and with the Calgary city police. In Ontario, agreements have been signed with about 70% of the forces. In Quebec, preparations are underway to establish agreements with forces across the province, using a framework developed with the Montreal Urban Community police. In the Atlantic Region, negotiations have begun to establish agreements with forces in all four provinces. Negotiations with the Royal Canadian Mounted Police are underway to establish a national statement of understanding.

Most areas of the Service reported very positive relationships between the police forces and the community offices.

SHARING OF INFORMATION WITH THE NATIONAL PAROLE BOARD

The national Statement of Understanding between the Correctional Service of Canada and the National Parole Board emphasizes the principle of maintaining full sharing of information between the two agencies. At the operational level, regional administrative agreements are being renegotiated to reflect mutual information requirements. To address the need to harmonize the Service's case preparation process with the Board's decision policies, joint action has been taken on several fronts: workshops have been held to inform Members of the National Parole Board of the

Management Strategies and to advise case management officers of National Parole Board decision policies; the establishment of new content guidelines for the Correctional Service of Canada reports; and the development and implementation of the Integrated Sentence Management model which consolidates the new approaches to offender management introduced since the Ruygrok recommendations.

SHARING INFORMATION WITH PRIVATE AGENCIES AND INDIVIDUALS

In June 1988, the Commissioner issued an instruction to the regions which set out, on an interim basis, the policy and procedures to be followed to ensure that community agencies and individuals dealing with the offender upon release are furnished with essential information regarding his/her criminal background, degree of risk and release plans. The documents to be provided to agencies include the Parole Decision Sheet, copy of the Parole Certificate, and recent photograph of the inmate, as well as key case management reports. The instruction also spells out the procedures governing transmittal, storage and accessing of such material in accordance with Government of Canada regulations.

To support this policy and procedure, a form entitled "Agency Referral Coversheet" has been created. This form contains a checklist of the copies of case file documents to be forwarded to an agency for the purpose of a prospective referral of a case for community assessment, supervision, or residential services. The coversheet has been implemented.

In addition to the above policy requirements for sharing of information with agencies in the community, the new content guidelines for community assessments specifically provide for consultation with other parties involved in support of the offender in order to establish their role in the release plan.

All regions report that the requirements outlined in the June 1988 policy have been implemented. The Prairie Region indicates that discussions are continuing with the large municipal police forces in Alberta regarding release of the National Parole Board decision sheet, as the maintenance and dissemination of the information contained in this document is of some concern to the police.

OTHER RELATED INITIATIVES

- The Standards and Guidelines for Community Residential Facilities have been written with a specific focus on the need for Community Residential Facilities to ensure an effective flow of information both internally, amongst their own employees and volunteers, and externally, with other agencies, such as the Correctional Service of Canada, National Parole

Board and police, and the general public. The Standards also reflect the policy described above concerning the sharing of information about the release of offenders. The requirements as defined in the Standards and Guidelines have been included in the basic terms for the 1989/90 contracts for residential services in all regions.

- A joint project has been initiated by the Correctional Service of Canada and the Royal Canadian Mounted Police to expand the capacity of the Canadian Police Information Centre system to carry a wider range of offender information. An electronic link is now operational which allows the Correctional Service of Canada, using terminals located in institutions, to feed temporary absence notifications into the Canadian Police Information Centre. This link also allows some limited background information on offenders to be transmitted. In the other direction, Correctional Service of Canada can use the link to access the Canadian Police Information Centre criminal records retrieval system. Negotiations are continuing to further enhance the exchange of information between the two agencies.
- Negotiations with provincial and territorial authorities are ongoing to establish agreements on the use and protection from disclosure of personal information originating with the other jurisdiction. In 1985, a draft agreement was tabled at a meeting of Deputy Ministers responsible for corrections. The agreement sets out conditions under which personal information received from the other jurisdiction will not be disclosed. Agreement has been reached with five provincial jurisdictions and consultations are continuing with the others. At a meeting of federal and provincial Deputy Ministers in February 1989, the Deputy Solicitor General of Canada urged that the remaining agreements be concluded during the year. This proposal was followed with a letter to all his provincial colleagues.

ISSUES

Local issues, as noted in the previous section, have affected implementation of certain of the initiatives on information sharing. However, these are being actively addressed by staff at the regional and operational unit level.

Various provinces have expressed concern regarding the cost of information-sharing between the Courts/Crown Prosecutors and the Correctional Service of Canada. Further negotiations will be required to resolve this issue.

The major national issue still outstanding with an impact on this area is that of reliability screening for employees of agencies under contract. The Government of Canada regulations on security of information require persons having access to sensitive

CONDITIONAL RELEASE DECISION-MAKING

INTRODUCTION

For a number of years, various reports raised questions regarding the role of the National Parole Board within the criminal justice system and the way in which conditional release programs were being delivered.

It was not clear to many people what the National Parole Board was, why it existed, what it was designed to achieve and how it went about its business. These uncertainties fueled the debate regarding conditional release and its effectiveness, and raised questions regarding the degree of accountability of the National Parole Board.

Over the past two to three years, the National Parole Board has undertaken to define what it is striving to accomplish, i.e., its mission, and to develop strategies to contribute to its achievement. The initiatives that have been undertaken and are underway have gone a long way to address the concerns and uncertainties that are referred to above.

A number of reports (e.g., Ruygrok Inquest, Sentence Management Review, Pepino Inquiry, Conter Inquest) have recommended specific action to improve conditional release decision-making. In a general sense, the thrust of these recommendations has been complementary to initiatives underway or planned within the Board to improve the quality of conditional release decision-making. The recommendations have helped to provide an impetus to proceed with these initiatives and to make further improvements where necessary.

The following provides an overview of the major initiatives undertaken or planned by the National Parole Board which address recommendations in the above-mentioned reports aimed at improving conditional release decision-making. The majority of these initiatives have been, and continue to be, undertaken in cooperation with others within the Ministry of the Solicitor General and the criminal justice system in general. Also included below is an indication of further action to be taken in relation to the various initiatives. The Board has also participated in other initiatives (e.g. Information Coordinators, Supervision Standards Project) which are addressed in other sections of this report.

ACTION TAKEN

Prior to making specific improvements in its operations, it was felt that it was first necessary to clearly define the mission of the National Parole Board. This was completed in late 1986. The Mission Statement, which was developed, has set a strategic

direction for the Board and provided a foundation and direction for various improvement initiatives, many of which address concerns raised in the above-mentioned reports.

The mission statement clearly reflects that the primary objective of the Board, as part of the criminal justice system, is to contribute to the protection of society. The major strategy to achieve this objective is the rendering of quality decisions related to conditional release. The conditional release program is based on the belief that a gradual release, whereby offenders are subject to conditions and provided with support, increases the likelihood of the offender's reintegration into the community as a law-abiding citizen, thereby contributing to the long-term protection of society.

The main focus of the Board in contributing to the protection of society from further criminal activity by offenders following their release is the assessment of risk and assisting in finding ways of reducing risk. The Board's major initiative to improve conditional release decision-making by making it more visible and more clearly focussed upon the assessment and reduction of risk, has been the development of pre and post release decision-making policies. These policies address the long-standing concerns that the criteria and process for National Parole Board decision-making were not clearly enunciated. These policies also provide guidance to the Correctional Service of Canada in terms of the information which the Board believes is essential for its determination of the potential risk associated with release and the offender's potential to function as a law-abiding citizen upon release.

The policies also assist in the determination of institutional and community program requirements, and assist offenders in preparing for release.

The pre-release decision policies were implemented March 1, 1988 following a period of development and extensive consultation. As part of the policies, process documents were developed to help structure decision-making. Board Members and National Parole Board and Correctional Service of Canada staff received training regarding the intent, content and application of the policies. The policies were monitored during their first year of use to determine potential areas for improvement and to identify issues for the formal evaluation which will follow the first year of implementation.

The Board's post-release decision policies were implemented in January 1989 following several months of development and consultation. These policies guide the process of imposing and revising conditions of release (including special conditions) and assessing and acting upon the degree of risk presented by an offender's presence in the community on conditional release. As with pre-release decisions, the principal factor in post-release

decision-making is the assessment of risk. The post-release policies provide general guidelines to those supervising conditionally released offenders in the community in terms of the use of directions and instructions as well as the use of suspension procedures. These policies are also being monitored during their first year of use to determine areas for possible improvement.

Effective January 1989, the National Parole Board is reviewing information provided by the Correctional Service of Canada (i.e., General Statistical Information on Recidivism) as additional information relating to the likelihood of recidivism of individual offenders as compared to a group of similar offenders. This information assists in the assessment of risk but it is only used in addition to other information.

The Correctional Service of Canada and the National Parole Board continue to work closely together to ensure that their efforts in the joint management of an offender's sentence are complementary and result in the most effective possible risk assessment and management. Both agencies are also continuing to work with others within the Ministry of the Solicitor General and the criminal justice system, to improve sentence management. The National Parole Board and the Correctional Service of Canada have committed themselves to review and revise, as necessary, the Administrative Agreement between the two agencies to ensure that both the national and regional agreements reflect the changes which have occurred over the past two years. An example of a further initiative to increase cooperation and coordination between the two agencies is ongoing staff exchanges and secondments at both the national and regional levels.

Another major example of improvements in the conditional release program resulting from cooperative efforts of the National Parole Board and the Correctional Service of Canada is the implementation of the detention and early review provisions of the Parole Act. The detention provisions have further strengthened the role of the correctional system in contributing to the protection of society. A joint National Parole Board/Correctional Service of Canada preliminary evaluation of the detention provisions led to the identification of areas where improvements could be made in the implementation of these provisions; follow-up action was undertaken by both agencies. This evaluation also revealed that there have been considerable variations in the interpretation of the meaning of the term "serious harm". The National Parole Board, the Correctional Service of Canada and the Ministry Secretariat have been working together to develop a common understanding of this term. The early review provisions have also been the subject of a joint evaluation which is due to be completed in early 1989. Although these provisions have strengthened the National Parole Board and the Correctional Service of Canada's ability to accelerate the release of non-violent offenders into community programs, the

evaluation has shown that there is, for various reasons, a significant waiver rate for these reviews at day parole eligibility date. The National Parole Board and the Correctional Service of Canada are working together to decrease this waiver rate and to improve reporting on the extent, type and reasons for waivers of these reviews.

As part of its efforts to improve conditional release decision-making, the Board has undertaken to improve the quality and distribution of reasons for its decisions. National Parole Board policy requires that the documented reasons for conditional release decisions refer to the applicable policy in the case, and address and analyze all criteria which form the basis for the decision. Policy also requires that particular concerns be noted. Reasons for the National Parole Board decisions are forwarded to the inmate and the Correctional Service of Canada, and a copy of the National Parole Board decision sheet is sent to the police in the location where the offender is to be released and to the agencies that will be responsible for the offender's supervision, community assessment and/or residential care.

As part of the Board's efforts to increase the quality of staff support to Board Member decision-making, the Board initiated a pilot project in 1987 in the Quebec Region providing for the National Parole Board staff attendance at hearings. Benefits have included assistance to Board Members in terms of knowledge of the law, regulations and policies and the writing of reasons for decisions; increased time for Board Members to focus on the assessment of risk; faster notification of decisions; and more complete information for possible subsequent appeal of a decision, including the creation of a recorded tape of the proceedings. Staff attendance at hearings is currently being tested in the other four regions. In 1988, the Board implemented the recording of all hearings in federal institutions and has started to record provincial hearings. With the assistance of the Correctional Service of Canada, efforts are being made to improve the quality of the recording.

As part of its efforts to be more open and accountable, the Board continues to improve its media relations and public information functions and the Board is currently finalizing a long-term communications strategy. The Board has as yet been unable to meet a previous commitment to finalize police handbooks on conditional release, similar to one developed in Ontario, for police in other regions of Canada. Significant progress however has been made and work is continuing to complete these handbooks.

The Board has committed itself to be responsive to the needs of victims of crime. National Parole Board policy is to provide victims with notification of conditional release hearings and decisions upon request for such information. A victim's information pamphlet has been drafted and will be printed in the near future.

As indicated, the Board has completed extensive training of Board Members and staff with respect to decision policies. Future training needs are being identified and training plans are being developed.

The Board has begun implementation of a case audit and inquiry process, one of the purposes of which is to identify areas where improvements in the decision-making process are required. The Board has also begun publication of selected decisions of the Board's Appeal Division in order to improve decision-making.

In summary, the National Parole Board, in conjunction with others within the Ministry of the Solicitor General, has made considerable progress in improving conditional release decision-making. These improvements have addressed the concerns raised in the above-mentioned reports. The Board's major focus over the next year will be to continue initiatives currently in progress and to consolidate the initiatives that have been outlined above.

ACTION TO BE TAKEN

The Board is committed to continuing improvement of all aspects of the delivery of the conditional release program. Some of the action which will be taken is summarized below.

Decision-Making Policies

The Board will continue to refine the decision-making policies and their supporting documentation. These refinements will be guided by the results of the monitoring of the policies and the extensive discussions of the policies which took place at the General Board meeting. Monitoring of the policies will continue in order to identify further areas for improvement, and a future evaluation of the impact of the policies is planned.

Police and Victims Publications

As previously indicated the Board is committed to develop police handbooks on conditional release, similar to one developed in Ontario, for police in other provinces and territories. Each handbook will have a national component as well as specific information related to the particular province or territory. These handbooks will continue to be developed over the 1989-90 fiscal year.

The victim's information handbook has been completed and will be published and distributed in the very near future.

Revision of Administrative Agreement

The National Parole Board and the Correctional Service of Canada will review and revise, as necessary, the Administrative Agreement between the two agencies to ensure that both the national and the regional agreements reflect any major changes which have occurred over the past two years. The review of the agreements began in January 1989.

Evaluation of Detention Provisions of the Parole Act

The Board is continuing to follow-up on the recommendations of the preliminary evaluation of the detention provisions of the Parole Act. The full evaluation of these provisions, which is being completed jointly by the National Parole Board and the Correctional Service of Canada, has recently begun and is scheduled for completion in the fall of 1989.

Evaluation of the Early Review Provisions of the Parole Act

The joint National Parole Board/Correctional Service of Canada evaluation of the early review provisions of the Parole Act has recently been completed. The recommendations of this evaluation will be reviewed over the next few months and a plan of action on accepted recommendations will be developed.

Board Member and Staff Training

The Board will continue to make improvements in the training provided for Board Members and staff. A long-term strategy for Board Member training and development is currently being developed; training and development needs of staff are being identified in conjunction with a revision to the Board's organizational structure and plans will be developed to address identified needs.

REFERENCES

Ruygrok Inquest: 8, 9, 10b, 10c, 10d, 10e, 10f, 11, 12a, 12b, 15, 23, 28

Pepino Inquiry: 2, 6, 29

Sentence Management Review : 4, 5, 6, 8, 13, 15, 16, 17, 18, 19, 20, 21, 23, 25, 26, 30

Conter Inquest: 4, 11, 17, 18, 19, 26, 28, 29, 33

OFFENDER SUPERVISION IN THE COMMUNITYINTRODUCTION

Offender supervision in the community is intended to assist conditionally released offenders with their reintegration into the community as law-abiding citizens. It provides the means to monitor and control the conduct of the released offender, to ensure to the degree possible that he/she does not represent an undue risk to the community, and to assist the offender in living within the conditions imposed by the National Parole Board for the release.

Supervision provides the opportunity to apply a variety of controls while maintaining knowledge of the offender's conduct and whereabouts. It also ensures that the offender is assisted in meeting his/her assessed needs. The assessment of needs is an ongoing activity of the parole supervisor and, as a focus of supervision, contributes to monitoring the risk the offender represents to the community. If the offender's needs are being addressed, the risk to the community may be lessened. In monitoring each offender's activities, the supervisor initiates and maintains contact with key individuals in the offender's life. The parole supervisor ensures compliance with the terms and conditions of release by using appropriate intervention strategies. The use of, and referral to, community resources is an important aspect of supervision.

The length of sentence imposed on an offender is a poor indication of the risk represented. Research has shown that those offenders with lengthy sentences, for example, life sentences, are not those who represent the highest risk of reoffending. As noted in the Task Force Report on Community and Institutional Programs, certain offenders pose a much greater risk to reoffend, and to reoffend violently, than others. As a result, the report suggests, the capacity to respond to these individuals in terms of how they are supervised must also vary. The report recommends the use of intensive parole supervision for those offenders who have high needs for treatment and assistance. This may include an increased frequency of contact with the offender and collateral contacts, as well as checks for curfew violations, drug screening and regular police reporting.

Frequently, the Correctional Service of Canada utilizes Community Residential Facilities to assist in the offender's reintegration. Most of these facilities have been developed under the auspices of private agencies, and the Service contracts for their utilization. The Service must ensure that agencies respond to the needs of those offenders in Community Residential Facilities. Appropriate contractual agreements have been established by the Correctional Service of Canada that deal with issues of minimum standards, such as: program, communications, and security requirements for offenders being released to the community.

The parole supervisor may be a Correctional Service of Canada parole officer; an employee of a provincial/territorial government; an employee of a private agency under contract, such as John Howard Society, Elizabeth Fry Society, Salvation Army; or, in some cases, a citizen in the community who has been approved to supervise one or more released offenders under the authority and direction of the District Director of the Correctional Service of Canada.

Several recommendations stemming from the Ruygrok Inquest, Sentence Management Review, the Pepino Inquiry and the Conter Inquest have suggested changes to the manner in which the offender's case is managed in the community. As a result, the Correctional Service of Canada, in consultation with the National Parole Board and the Ministry Secretariat, has developed policy relating to community supervision which incorporates the intent of the recommendations.

ACTION TAKEN

COMMUNITY RESIDENTIAL FACILITY STANDARDS

The Community Residential Facility Standards were developed through a consultative process with the private sector, provincial and territorial governments, the National Parole Board and the Ministry Secretariat. Many of the recommendations of the inquiries and inquests have been included in these standards and, therefore, form part of the requirements for the Correctional Service of Canada and agencies under contract who provide residential services for offenders in the community. The standards include a separate set of standards for hostels.

The Community Residential Facility Standards were initially issued in May, 1988. They have recently been revised and were approved by the Senior Management Committee in December, 1988. Audits of each community residential facility will be completed at least once during the contract period to determine compliance with the standards. The standards are being incorporated in community residential facility contracts for the 1989-90 fiscal year.

CONDITIONAL RELEASE SUPERVISION STANDARDS

A project team to develop Conditional Release Supervision Standards was formed in January 1987, consisting of staff of the National Parole Board, the Correctional Service of Canada, and the Secretariat of the Solicitor General. In addition, a consultant to facilitate workshops and a researcher to review literature on supervision have also been involved.

The project team reviewed standards in effect in the federal, provincial and territorial jurisdictions. In addition, the standards developed by the Canadian Criminal Justice Association and the American Correctional Association were reviewed. The project team's task was to develop a set of standards for the use of all organizations responsible for the supervision of offenders released into the community by federal authority. Draft standards were developed and workshops were held throughout the country involving representatives of agencies responsible for the supervision of offenders as part of a consultative process.

The Conditional Release Supervision Standards are currently in the final stage of development and field testing. The implementation process began April 1, 1989 and will continue throughout the fiscal year.

INTEGRATED SENTENCE MANAGEMENT

The Integrated Sentence Management approach, described earlier, responds to a number of expressed concerns relating to conditional release supervision. As an interim step to specifically address some of the recommendations, interim policy was issued prior to the training in Integrated Sentence Management. For example, a duty officer Standard Profile was developed to ensure that duty officers have pertinent information concerning offenders on conditional release readily available should a problem arise. Work on the integrated approach is continuing to ensure full implementation.

SUPERVISION IN TORONTO

Several recommendations of the Pepino Inquiry referred specifically to the supervision of offenders in Toronto. As a result of these recommendations the following action was taken:

- a) The Inspector General assembled a team which conducted an audit of all Toronto halfway houses and of Operation Springboard in March 1988. A re-audit was completed in July 1988.
- b) All institutions were immediately informed that no federal offenders were to be referred to Montgomery Centre until further notice.
- c) Project managers were named to coordinate activities with private agencies and for the Operation Springboard project.
- d) Wardens, Superintendents, and District Directors of Parole were immediately advised of the limitation on the number of offenders to receive service from Operation Springboard.

- e) The District Director met with the Citizen's Advisory Committee to request a nomination for community participation on Operation Springboard's Review Committee. A community representative subsequently joined the committee.
- f) Action was initiated to establish an agreement between the Correctional Service of Canada, the Metropolitan Toronto Police and the Ontario Solicitor General to establish a Bail/Parole Unit.
- g) A survey of all correctional and other group homes in the Metropolitan Toronto area was completed. Policies and procedures governing the establishment of new Community Residential Facilities incorporating Metro Toronto Guidelines have been created.
- h) A memorandum to all Regional Deputy Commissioners from the Deputy Commissioner Offender Policy and Program Development was sent in September 1988 to ensure that Community Residential Facilities were contacted and consulted prior to offenders being assigned to them.

Operation Springboard's contract with the Correctional Service of Canada terminated as of March 31, 1989. Realignment of parole supervision responsibilities in Toronto as a result of the phasing out of Operation Springboard has been undertaken. The recommendations specific to Operation Springboard are, therefore, no longer applicable.

In addition, a study analyzing the needs of offenders being released to the Toronto area against existing capacity has been undertaken.

PILOT LAPTOP COMPUTER PROJECT

A pilot laptop computer project was implemented in Toronto on January 4, 1989 in which portable computers were provided to duty officers to allow immediate access to offender information. There was another laptop terminal provided to the Guelph office to make a comparison between a small office using it and a larger office. Also, there is a control group in Montreal who are not using a laptop terminal but are using a manual method. There will be a comparison done between all three operations.

Additional information required by duty officers will be placed on the Correctional Service of Canada computerized information system. Data elements will be added, such as the offender category in the National Parole Board Decision Policies and whether or not the offender meets criteria B of the detention legislation. This information would provide the duty officer with an initial assessment of risk in the altered circumstances of the case.

TRAINING

Through the Canadian Training Institute, private agency staff have received training in crisis intervention and further training of trainers is planned. The requirement for training has been included in the Community Residential Facility Standards. An agency's training and development plan must ensure that counsellors and supervisors receive, within the first year of their employment, training in crisis intervention, counselling techniques, confrontation techniques, and diffusing hostile situations.

ISSUES

1. Concerns have been raised with respect to alarms being required by the Community Residential Facility Standards in community residential facilities operated by private agencies. Considerable opposition from these agencies has necessitated a review of the standard to determine how best the requirements arising from the inquiries will be implemented. To this end the Service is currently reviewing the possibility of requiring alarms only in certain community residential facilities. The Service would consider the security features of the community residential facility when making recommendations to the National Parole Board, and must ensure the Board is aware of the characteristics of the community residential facility involved.
2. The Pepino Inquiry recommended that a citizen from the local community be on the admissions committee for each community residential facility to ensure that the community has every opportunity to understand the operations of the facility and to exert some influence on the admission criteria. The private agencies argue that community involvement in the admission process will restrict both the number and the type of offenders allowed access to the facility. The agencies believe that their Boards of Directors represent the communities and that further involvement on admissions committees is not required. The requirement for a citizen from the community on the admissions committee of the community residential facilities remains at this time.
3. As a result of a Pepino Inquiry recommendation, each community residential facility is required to inform the local police force directly if an offender is missing or late following his curfew. Although some police forces support this requirement, others object as they are unable to take any action without a warrant from the Correctional Service of Canada. These forces would prefer to be notified by the Service when the warrant has been issued. It may be necessary for the Service to negotiate with each affected police force to establish a practice which would be acceptable to both parties, and which takes into account local conditions.

ACTION TO BE TAKEN

- Audits of all community residential facilities will be completed to monitor their compliance with the Community Residential Facility Standards. An auditor's manual has been developed to assist in meeting this requirement.
- Following the implementation of the Conditional Release Supervision Standards, audit requirements will incorporate compliance with the Standards. This will include the auditing of agencies with which the Correctional Service of Canada has contracted to provide supervision.
- An assessment of the resource requirements arising from the implementation of the Conditional Release Supervision Standards will be undertaken.
- Following the completion of the study analyzing the needs of offenders being released to the Toronto area against program capacity, consultation with provincial and municipal representatives and with neighborhood groups will be initiated. Results of the consultation and the study will be used to develop a strategic plan to meet the identified needs of offenders.
- The laptop computer project for duty officers has been evaluated. The issue of the availability of information to the duty officer is now being examined.

REFERENCES

Ruygrok Inquest: 10, 12, 13, 18, 19, 20, 21, 22, 24, 25, 26

Sentence Management Review: 27, 28

Pepino Inquiry: 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20,
21, 22, 32

Conter Inquest: 5, 7, 8, 12, 13, 14, 15, 16, 31, 38

MENTAL HEALTHINTRODUCTION

Recommendations emanating from the Ruygrok Inquest, Pepino Inquiry, the Sentence Management Review and the Conter Inquest address the continuum of mental health services required by offenders, from an assessment on admission to treatment in the institution and in the community after release on mandatory supervision or parole.

Physical and mental health services are the responsibility of provincial governments, as outlined by the Canada Health Act, except for groups specifically excluded by the legislation: the Royal Canadian Mounted Police, the Armed Forces, and federally incarcerated offenders. As a result, the Correctional Service of Canada is responsible for providing a full range of services to offenders while incarcerated, either directly, or through purchasing services from provincial facilities. Offenders on mandatory supervision or parole are enrolled in provincial health care plans prior to release since these persons return to their status as provincial residents. Offenders released on day parole remain a federal government financial responsibility.

In order to improve program planning and the allocation of mental health resources, the Correctional Service of Canada has completed a national epidemiological study of mental disorder among federally incarcerated offenders. A validated instrument, the Diagnostic Interview Schedule, was administered to a random sample of close to 3,000 inmates. The Diagnostic Interview Schedule provides psychiatric diagnoses. Analysis of prevalence rates by region, and nationally, will assist the Correctional Service to develop appropriate programs. Data collection is now complete, and analysis has begun. It is expected that this study will facilitate planning in the medium term, and may permit follow-up studies to determine changes in mental health problems among inmates in the long term.

While this initiative is expected to affect service delivery in upcoming years, a number of projects are currently underway which are designed to improve the quality of information provided in psychological and psychiatric assessments, to enhance information resources concerning community mental health services, to examine treatment programs for sex offenders, and to examine assessment and treatment of psychopathy.

In the Report of the Task Force on Community and Institutional Programs, the full consideration of mental health issues is deferred pending the results of the epidemiological study of mental disorder among offenders. One area which was considered in detail was the area of psychological services. Much of the intent expressed in the Report is reflected in the Standards for Psychological Services.

ACTION TAKENDIRECTORY OF MENTAL HEALTH SERVICES

In order to assist case management officers in both the institutions and the community in making appropriate referrals, the Director General, Health Care was responsible for compiling a Directory of Mental Health Services Available to Offenders Released into the Community. This Directory includes not only the psychiatric facilities and services available to offenders across Canada, but also community mental health services, as identified by each Region. An annual revision of the Directory will be carried out by national headquarters staff, based on updated information forwarded by the Regions.

The Directory provides practical information such as contact persons, telephone numbers, and facts regarding the treatment or admission of offenders.

Directories have been forwarded to all operational units and are now in use.

STANDARDS FOR PSYCHOLOGICAL SERVICES

Standards for Psychological Services have been developed in consultation with field staff and the National Parole Board. These standards establish the precise expectations for: the intake psychological assessment (both screening and comprehensive); psychological treatment; pre-release comprehensive psychological assessment; content of treatment or follow-up summary to the National Parole Board; post release assessment and treatment.

Action is underway to meet the expectations established by the standards. For example, Ontario has instructed that all psychological and psychiatric assessments of offenders carried out, prior to consideration for release, must address risk assessment. The Eastern Ontario Parole District now employs a Community Psychologist, and action is underway to secure a psychologist for the Western Ontario Parole District.

HEALTH INSURANCE COVERAGE FOR DAY PAROLEES

As previously indicated, responsibility for health care provision to federal offenders while incarcerated is borne by the Correctional Service of Canada, while offenders on parole or mandatory supervision are clearly a provincial health care system responsibility. Offenders on day parole remain a federal responsibility although they may be resident in a community facility. A series of actions have been taken over the years to

attempt to initiate a payment mechanism which facilitates access to required services. The most recent initiatives include the dialogue, at both the Government and the official level, with Ontario to establish a mechanism to have the day parolees become OHIP subscribers. It appears that a change in legislation and agreements may be required in order to provide the service consistently to this group of inmates.

SEX OFFENDER TREATMENT PROGRAMS

A proposal to undertake an investigation of sex offender treatment programs in Canada was presented to the Heads of Corrections in June, 1988, and received strong endorsement. Subsequently, contact persons for this project were nominated from all provinces and territories. A Working Group composed of Secretariat (chair), Correctional Service of Canada, and National Parole Board has been constituted to study these treatment programs. During the past six months, the Working Group has gathered extensive research and program information on sex offender management and treatment, and has had meetings with practitioners in all parts of the country.

The data collection phase of this study is complete. A report has been drafted for presentation to the Deputy Solicitor General, the Commissioner of Corrections, the Chairman of the National Parole Board, and the Heads of Corrections.

INVESTIGATION OF PSYCHOPATHY

The objective of this project is to investigate the current state of knowledge regarding the assessment and treatment of psychopathy, and the relevance of this information to correctional practice. A project plan has been drafted and a Ministry Working Group has been formed.

A review of the literature is currently being carried out. A workshop, bringing together a small group of experts in the field of psychopathy (academics and practitioners) was held in March 1989. The object of the workshop was to delineate steps which need to be undertaken to treat psychopaths more effectively.

ISSUES

Resource requirements to meet the Standards, for Psychological Services must be clarified, and resources assigned accordingly. The current status, as reported by the Regions, indicates that additional professional personnel will be required to provide the necessary assessment and treatment services. There has been a persistent backlog of cases requiring psychological assessment and treatment.

The preliminary results of the Survey of the Prevalence of Mental Disorder indicate that a large proportion of the offender population have disorders which would benefit from intervention. A policy framework to address the specific requirements for assessment and treatment of mentally disordered offenders will be developed with broad consultation and the advice of experts in the field. Additional resources may be required if the Correctional Service of Canada's responsibility, as outlined in the Strategic Objective "To ensure that the needs of individual offenders are identified at admission, and that special attention is given to addressing mental disorders", is to be met.

ACTION TO BE TAKEN

- The Directory of Mental Health Services will be updated on an annual basis (October) with input from each region.
- The Standards for Psychological Services were accepted by the Senior Management Committee (February, 1989) with minor wording changes. However, the Committee requested an analysis of human resource costs under a variety of assessment scenarios. This information will be presented to the Committee for decision.
- Consultation will be undertaken with Health and Welfare Canada to determine whether or not an amendment to legislation governing health care, specifically for day parolees, would be feasible.
- The report of the study of sex offender treatment programs will be used in determining changes in programs or program delivery. The report will also be examined in conjunction with the results of the Mental Disorder Prevalence Study.
- The investigation of psychopathy will be considered in assessing the requirements for specialized treatment programs.

REFERENCES:

Ruygrok Inquest: 4, 6, 10(b), 10(d), 27

Pepino Inquiry: 1, 4, 5, 30

Sentence Management Review: 7, 8, 14

Conter Inquest: 6, 9, 19, 30

STAFF DEVELOPMENT AND TRAINING

INTRODUCTION

To be effective, the correctional field requires qualified and motivated staff. Staff should be chosen, trained, motivated, and rewarded in ways which enhance the ability to be effective. Both the Correctional Service and the National Parole Board continually seek to improve selection criteria, training, development and enrichment opportunities provided for their staff members, especially those directly involved with offenders. This is an ongoing requirement. Improvements must always be sought.

ACTION TAKEN

All case management staff have been given training in Case Management Strategies and awareness sessions have been provided for the National Parole Board. The Board has provided training for its members and staff in the Decision-Making Policies. As a cooperative effort of both agencies, Board members and staff have been provided with information on Integrated Sentence Management and how it relates to the Decision-Making Policies of the Board. Both agencies have begun planning for long-term human resource strategies, including those which will address selection, training, development, and enrichment opportunities. Other training, development, and enrichment opportunities are provided to meet the individual needs and/or interests of staff members.

The human resource strategies, including comprehensive training plans, are being developed. Regional Interlinkages Committees share information about training and staff exchanges on an ongoing basis.

ACTION TO BE TAKEN

Following the development of human resource strategies for the Correctional Service of Canada and the National Parole Board, with the required policy framework, any necessary supporting measures will be undertaken to ensure effective implementation. The Correctional Services of Canada and the National Parole Board, through the Interlinkages Committee, will continue to examine how they may support each other in their endeavors to enhance the effectiveness of their staff members.

REFERENCE

Sentence Management Review: 21, 29, 30

OFFENDER NEEDS/PROGRAMS

INTRODUCTION

The Sentence Management Review addressed the question of new or expanded programs by considering a process by which a needs analysis leading to programming conclusions could be undertaken. It was determined, at that time, that the most appropriate way would be an analysis of information collected during the first year of experience with the Decision-Making Policies.

ACTION TAKEN

The National Parole Board Decision-Making Policies are implemented and refinements are being made and considered. Data collection measures have been established and collection is underway. Approaches to the analysis of the data have been discussed jointly by the two agencies.

In the intervening time, the Correctional Service of Canada established a Task Force on Community and Institutional Programs which has examined the programming needed to meet offender needs. Recommendations have been made by the Task Force which, when implemented, will clearly address the need for new or expanded programming identified by the Sentence Management Review.

The recommendations of the Task Force on Community and Institutional Programs are supported by the Correctional Service of Canada. Preparatory steps are being taken for implementation of the recommendations by the Service.

The data collection related to the first year of experience with the Decision-Making Policies is underway.

ACTION TO BE TAKEN

A detailed implementation plan will be developed for the implementation of the recommendations of the Task Force on Community and Institutional Programs. Once sufficient data relating to the Decision-Making Policies has been collected, analysis of this information will be jointly undertaken by the National Parole Board and the Correctional Service of Canada. This information analysis should serve to further enhance the findings and recommendations of the Task Force.

REFERENCE

Sentence Management Review: 26

CRIMINAL JUSTICE SYSTEM

INTRODUCTION

In response to the recommendation that a task force be established to re-examine the goals of the criminal justice system, the Ministry was of the considered opinion that the intent of this recommendation would be fully served through two integrated processes that were underway: The Canadian Sentencing Commission under the leadership of the Minister of Justice and the Correctional Law Review under the Solicitor General.

ACTION TAKEN

Extensive consultation on the goals of the criminal justice system has been undertaken through the Correctional Law Review and the Canadian Sentencing Commission, both of which are closely related to the Law Reform Commission. Broad consultation was also undertaken by the House Committee on Justice and Solicitor General.

The findings of both the Canadian Sentencing Commission and the House Committee of Justice and Solicitor General, together with the results of consultations on the Correctional Law Review and the Canadian Sentencing Commission, are being reviewed in detail for possible implementation.

ACTION TO BE TAKEN

After analyzing the findings of these reports and other major reviews, changes to the system which are considered to be desirable will be implemented.

REFERENCE

Ruygrok Inquest: 29

ANNEXBACKGROUND1. RUYGROK INQUEST

Celia Ruygrok was murdered on July 6, 1985 while working as an overnight supervisor at Kirkpatrick House, a community residential centre operated by the John Howard Society of Ottawa. Allan James Sweeney, a resident of the house while on parole from penitentiary, was convicted on December 6, 1986 of first degree murder in the death of Celia Ruygrok.

On January 29, 1987, the Solicitor General of Ontario ordered an inquest into the death of Ms. Ruygrok. The inquest, presided over by the Chief Coroner of Ontario, Ross Bennett, commenced on April 13, 1987 and continued for six weeks. The recommendations of the Coroner's jury were received on May 22, 1987. The recommendations were reviewed by a task force of the Deputy Solicitor General, the Commissioner of Corrections, and the Chairman of the National Parole Board, who on June 30, 1987 presented a report outlining the action required (Report of the Task Force to Study the Recommendations of the Inquest into the Death of Celia Ruygrok). The Solicitor General supported all of the recommendations of the Report.

2. SENTENCE MANAGEMENT REVIEW

The Report which followed the Ruygrok Inquest outlined various initiatives which were considered necessary in the immediate and short-term to address the weaknesses in the system which were revealed by the Inquest. It was also acknowledged that other aspects of the Inquest jury's recommendations required more in-depth consideration and follow-up over the medium - to long-term future. These longer term issues were studied under the direction of a steering committee composed of the Deputy Solicitor General, the Commissioner of Corrections, and the Chairman of the National Parole Board.

The recommendations of the Sentence Management Review were presented January 15, 1988 in Sentence Management Review-Final Report.

3. PEPINO INQUIRY

On January 27, 1988, Melvin Glenn Stanton was declared unlawfully at large from the Montgomery Centre, a community residential facility operated by Operation Springboard. Stanton was a penitentiary inmate on an unescorted temporary absence. During Stanton's absence from the facility, Tema Conter was murdered in her apartment. Stanton was subsequently charged. He pleaded guilty and was convicted of first degree murder in the death of Tema Conter.

On February 3, 1988, an inquiry into the circumstances surrounding the declaring of Stanton unlawfully at large from Montgomery Centre was convened, under the chairmanship of Jane Pepino, a member of the Toronto Police Commission. The recommendations of the Pepino Inquiry and the actions required of the Correctional Service of Canada, the National Parole Board, and the Ministry Secretariat were presented to the Solicitor General in mid-March 1988.

RUYGROK INQUEST RECOMMENDATIONS

1. A Case Preparation Department be instituted at the regional reception centers to collect, assemble, verify and update vital inmate non-confidential and confidential information for inclusion in separate master files. This department must also have access to the "institutional preventative security operations file". The case preparation department must also ensure that all information is passed to the appropriate authorities.
2. In respect to all trials involving the sentence of a person to a penitentiary the following reports be prepared and forwarded immediately after the trial to the appropriate inmate regional reception center.
 - (a) A judge's report containing a summary of the trial evidence including a description of the offence, any issues raised such as insanity, provocation or drunkenness, and background information about the offender. The Criminal Code should be amended accordingly to indicate that such reports are compulsory.
 - (b) A crown brief and summation to the jury.
 - (c) The investigating officer's report of the offence.
 - (d) A victim impact statement.
3. In addition to recommendation #2, the Crown shall forward all psychiatric and psychological reports dealing with the offender to the case preparation department at the reception center. All transcripts shall be provided to the case preparation department by the Crown if deemed necessary.
4. All new inmates arriving at a reception center be subjected to in depth psychiatric/psychological testing to facilitate the development of a rehabilitation program.
5. A rehabilitation program be developed following a case review of all available information. The inmate must be made aware at this time of the importance of following such a program.
6. The inmate undergo periodic counselling and psychiatric/psychological treatment during the course of his program and a final assessment be made prior to Parole Board consideration. In the case of offenders who have committed crimes of violence a thorough, independent, psychiatric and psychological evaluation must take place at an outside psychiatric facility.

7. The Case Preparation Department prepare a profile report on the inmate for the Parole Board's review to aid the Parole Board in their decision regarding a release order.
8. The Parole Board's criteria for granting parole must consider the inmates progress in his rehabilitation program.
9. Minutes of the Parole Board Panel and subsequent decisions shall be formally recorded and any conditions of release be brought to the attention of the police and appropriate authorities to ensure implementation. The Case Preparation Department shall ensure the decisions of the Parole Board are duly recorded on the file.
10. If parole is granted the inmate's rehabilitation plan must be extended into a Release Plan clearly setting out how he is to be dealt with in the community. This release plan must be clearly identified in a document and communicated to all persons who will have dealings with the offender in the community, including Parole Supervisors, Police, C.R.C. Staff, and Community Resource persons.
 - 10(a). In formulating the plan, consultation must take place with persons in the community who will be supporting the parolee such as girlfriends and wives. They must be given all relevant information about the offence and the offender and be fully aware of their role in the release plan.
 - 10(b). The release plan must include all psychiatric and psychological information and must give clear guidelines to parole supervisors and CSC staff as to how to deal with the parolee. There must be an identification of any danger signals to watch for and action to be taken if problems are encountered.
 - 10(c). Where drugs or alcohol have been related to the original offence, there must be included in the parole plan a special condition that the parolee will submit to random alcohol and/or drug testing.
 - 10(d). Where psychiatric problems were identified as being present at the time of the offence, the parole release plan must include a special condition that the parolee will attend for professional counselling, psychiatric treatment and monitoring while on parole. In these cases, there should be periodic administration of psychological tests.

- 10(e). Prior to releasing an inmate to a half-way house, a careful evaluation must be done by the Parole Board and Correctional staff to determine whether a particular inmate is suitable for that facility.
- 10(f). The CSC case workers should undertake a comprehensive background check of all friends, relatives, etc. who are deemed by NPB to provide a significant role in securing community support for inmates on a parole program.
11. There be clear criteria established for parole revocation by the Parole Board generally the same as for the granting of parole.
12. Parole supervision must take place in accordance with the Release Plan and there must be a full sharing of information between the various agencies working towards the same purpose.
- 12(a). The Parole Supervisor must be free to deal with problems encountered by the parolee and intervene meaningfully when danger signals appear and at first sign of deterioration. The Parole Supervisor must concentrate on getting to the root of the problem rather than mere policing.
- 12(b). Area managers be delegated the authority to temporarily suspend and cancel the suspension; such temporary suspensions should not exceed 48 hours and are for the purpose of investigation. This authority is to prevent breaches of the law or special conditions even where "hard evidence" does not exist.
- 12(c). More meetings should take place between the parolee and parole supervisor in the community.
- 12(d). There must be no confidentiality with respect to any information involving a parolee where any danger to the public or any individual is involved. This principle must be clearly understood and communicated to everyone.
13. Case management standards and guidelines should be reviewed to ensure that directions are clear and consistently applied by all parole officers.
14. That implementation of a proposed new case management form be undertaken without delay.
15. Police forces identify at least one liaison person for coordination of policy/information flow between CSC, NPB, and police. All police officers should be educated on the role and function of the NPB and CSC.

16. Information on "CPIC" should be expanded to provide more details regarding the nature of the offence and any new information be immediately forwarded to central control by CSC staff on receipt.
17. The police must immediately contact the duty parole officer when they suspect a parolee may be in conflict with the law or in breach of his parole conditions and all police reports concerning a parolee be copied and sent to CSC and NPB.
18. Facility security guidelines be included in the "Standards and Guidelines for Community Residential Facilities" to address such issues as alarm systems, personal security, staffing, and general building security.
19. Each CRC develop a ~~comprehensive~~ contingency plan to ensure adequate staff safety.
20. Regular generic training courses for CRC's be scheduled on a regular basis and that adequate funding be made available for other specialized training. Crises intervention training be given priority.
21. There be a clear definition of the roles and responsibilities of the CRC and CSC to ensure a complete exchange of information regarding the residents and their parole release plan.
22. CSC Standards for CRC's which have been recently developed be incorporated into a contract between CSC and CRC.
23. Prior to the granting of full parole, the Parole Board shall solicit recommendations from CRC and CSC staff as well as appropriate community resource personnel.
24. All CRC staff be fully briefed by CSC on new admissions immediately prior to the arrival of the parolee. Such a briefing shall include the transmission of all pertinent file information.
25. Regular in-house counselling sessions between the CRC staff and the resident be established to assist in the pursuit of their release program.
26. The CRC be subjected to an annual audit by a body independent of the local office of the CSC coupled with an ongoing local office evaluation.

27. The CRC must have access to all appropriate psychological and medical services. All residents shall be provided with an O.H.I.P. number to ensure their access to appropriate medical care.
28. Notice of the Parole Hearing must be given to the victims; relatives of the victims and police. These persons should also be advised of the decision and reasons for it.
29. A task force be formed to re-examine the goals of the Criminal Justice system. Such a task force should be composed of members from the Office of the Chief Justice, Solicitor General, National Parole Board, Correctional Service of Canada, Crown Attorney and Association of Canadian Police Chiefs.

SENTENCE MANAGEMENT REVIEW RECOMMENDATIONS

CATEGORY A. INFORMATION

1. Systemic gaps in information collection are being identified through the Information Coordinators' work. Once a satisfactory arrangement has been reached with those provinces and agencies where there have been deficiencies, written agreements with these provinces and agencies will be struck.
2. The Ruygrok Task Force report anticipated the designation of police liaison officers. This has already been done in many if not most locations where it is appropriate to the local structure, but some districts and cities still remain where there is a need to establish police-corrections liaison/information officers, at various levels, within police departments. Every effort will be made to encourage police to designate such persons in cities or regions where it is appropriate.
3. CSC will routinely seek presentence reports from provincial authorities in all regions and in all cases where they have been prepared.
4. The regional Administrative Agreements have been renegotiated to further reflect the information items which are required for decision-making and the standards for information quality which should apply. Interlinkages Committees of the NPB and CSC, both regional and national, will be used to resolve any differing views on this subject.
5. The CMS assessment process and the NPB Decision-Making Procedures will be integrated and, to the greatest extent possible, will use the same language and have the same format in case documents which are shared between the two agencies.
6. Expectations will be established respecting report content for internal CSC and NPB reports, and reports purchased directly by CSC and NPB. For reports prepared by or for other agencies outside this Ministry, the types of information required by federal corrections will be communicated to these agencies.
7. An implementation plan for the provision of these reports will be prepared. CSC and NPB will also agree on a standard for the timing and "shelf life" of such reports.

8. Where an assessment is required by policy, the professional CSC case management staff will determine whether to request a psychological or psychiatric assessment. In cases where the Policies make such assessments optional, case managers will make an initial decision about whether any assessment is required. In cases where CSC staff are in doubt about the type of assessment required or the necessity of any assessment, CSC will refer the case to an NPB staff member who will indicate his or her opinion after consultation, if necessary, with a Board member. This will not preclude the NPB decision-maker from later requesting an assessment, in cases where the assessment is optional, or additional assessments in cases where one is required.
9. Private sector supervisors will be given a copy of all relevant reports on an offender it is supervising—normally, this will reflect the scope of the information prepared by CSC for NPB's use, plus the parole certificate and the NPB's comments on the case.
10. Regional and local correctional officials will continue to impress upon police and other criminal justice components the importance of full information-sharing with the private sector.
11. Efforts will continue at various levels to finalize agreements pursuant to s.19 of the Privacy Act with those provinces where an agreement is required.
12. CSC will expand its efforts to invite police to act on review committees for private sector programs and services for federal offenders.

CATEGORY B. CASE PLANNING AND RELEASE DECISION-MAKING

13. Through a Ministry research project on parole decision-making, the available prediction tool will be validated and refined against more recent case file data. The new scoring system should be available for NPB use within months. For the initial period, NPB staff members in the regions will calculate an offender's statistical probability of recidivating - committing a new offence within a certain time period. Eventually, however, this operation will logically devolve to CSC case management staff, and finally to the automated Offender Case Management System.

In the meantime, the Ministry will continue its efforts to create and refine its tools for predicting recidivism. An annual revalidation of the existing tools will be done once OMS is fully operational and able to incorporate follow-up information about each offender's performance in the community.

14. There will be a Ministry study designed to identify and develop new approaches and instruments for coming to grips with psychopathy and behavioral disorders, and for managing affected offenders.
15. CSC staff will be given training in the new NPB Decision-Making Policies, and NPB members and staff will be given training on CMS, before either is implemented.
16. Further refinement and interpretation of the NPB Decision-Making Policies will be achieved through various means, such as training and workshops. In addition, as the Policies are applied over the years, a body of "case law" will be developed and promulgated around conditional release decisions, providing greater precision and understanding in these areas of discretion.
17. In order to ensure that reasons for decisions do not become formalistic and uninformative, the reasons for decisions and comments given by Board members will refer to the applicable Policy in the case, cite the criterion or criteria which formed the basis for the grant or denial, and the factual basis for applying each criterion which pertained in the case. In addition, Board members will continue to record any particular concerns about the case.
18. Since both CSC and NPB should be guided by ongoing feedback about actual practice against the Policies, there will be a commitment to refining the information base on which release decisions are made and monitored. There will be a permanent system for providing CSC and NPB managers and line workers with reports of the numbers and types of offenders granted and denied release, under each Policy. Eventually this system will, together with the "case law", become a systematic tool for refinement and interpretation of the Policies against their stated objectives.
19. For all offenders who are assessed through CMS, the CMS documents which are relevant to the release decision will be sent to NPB for comments as soon as the CMS initial analysis is complete. NPB will indicate to CSC how the

Policies apply in the case, what further information NPB would require at the time of the review, and whether any apparent gaps are present in the case plan, in the light of the Policies.

20. The draft suspension and revocation Policies which NPB is currently circulating in the regions for comments provide a sound overall framework, but must also be supplemented by more specific guidelines for parole staff. Over the next year, based on consultations with field staff and empirical research, a set of more precise guidelines will be developed.
21. There will be opportunities for exchanges of CSC and NPB staff. Exchanges of case preparation and supervision staff will be continued and increased.
22. The CSC and NPB will add the use of a statistical device for distinguishing violent from non-violent offenders to the risk prediction tools which will be made available to NPB. Such a device will, more than anything, identify groups of offenders who have a low risk of recidivating violently, thus assisting in appropriate case planning and release decision-making for those offenders.
23. A joint CSC-NPB study of the waiver situation will shed some light on why offenders waive being considered for release through the collection of file information and through contemporaneous interviews with both inmates and case managers. CSC and NPB have agreed to try to ensure that not more than 10 per cent of offenders waive their right to a review, and that this will be monitored through the Interlinkages Committee. Several regions have procedures in place which will allow them to reach the target quickly.
24. A release plan will be prepared for all offenders at the time of day parole eligibility - a plan which will indicate the strategies which should be prerequisite to release and the conditions under which release could be granted, and when. This plan will be prepared whether or not offenders indicate that they wish to waive.
25. NPB will extend to all cases (not just those serving three years or less) the practice of considering full parole at the time of day parole eligibility; and where appropriate, will affirm the full parole decision (if any) through a paper review, with no necessity of a hearing unless certain information suggests otherwise, the anticipated decision is a negative one, or an undue period of time has elapsed since the last hearing.

In addition, CSC will continue and increase its efforts to classify offenders directly into minimum security after admission, where such a decision is suitable in view of the case characteristics.

CATEGORY C. PROGRAMS

26. During the first year of experience with the Decision-Making Policies, the following information will be collected about each case considered by NPB:

- Board members' concurrence with identified offender needs;
- Board members' perceptions, if any, of additional needs not assessed by CMS;
- the extent of the offender's participation in programs;
- the perceived effectiveness of the programs (as perceived by case management and NPB officials);
- the assessment of CSC case managers as to the interpretation of the criteria;
- information about the programs in question;
- their availability at this or other locations;
- the presence of waiting lists for these programs.

All necessary information will be collected to permit a joint CSC-NPB analysis of the case needs and application of the criterion regarding participation in programs. This will yield information from which a needs analysis and an assessment of the program shortfall, if any, can be developed.

Out of this analysis, CSC and NPB will jointly agree, to the extent possible, where the key gaps, if any, are to be found in offender programs.

27. A study will be undertaken, as part of the Supervision Standards Project, of the resources available to conduct the various functions of community supervision, including the services, such as psychological services, which are available in the community.

Community integration will remain a resourcing priority of CSC, within the context of government restraint.

28. In conjunction with the Supervision Standards Project, pilot Projects will be undertaken dealing with specialized caseloads, team supervision, and intensive supervision of higher-risk offenders.
29. CSC will continue to develop better tools for assessing the skills of candidates for institutional case management and parole supervision positions, better measures of the achievement of these skills during training, and methods for recognizing and rewarding casework achievement.
30. Every region will in future have a training module for all staff responsible for case management. This training will cover the principles and techniques of casework (not just of CMS). Board member training and NPB staff training will be enhanced.

Refresher courses and seminars in casework will be created over the next two years to enhance the professional development of the institutional case management and parole service.

There will be increased emphasis on bursary/educational leave programs, and the number of employees who receive leave for advanced education and training, in exchange for a commitment of some years to the Ministry, will be increased.

PEPINO INQUIRY RECOMMENDATIONS

1. All recommendations for release, and psychiatric or psychological assessments, must address the issue of risk, not only to the offender, but also to the community by the offender.
2. An assessment of the risk that an offender represents to the community must be, and must be seen to be, a priority concern to the CSC and NPB. Accordingly elements A & B of the Detention Legislation must be considered on admission of an offender and element C of the law should be addressed as part of the case preparation and submissions for release, and pre-release programs.
3. The Board recommends that consideration of whether or not an offender could be considered for detention, be part of planning for, or any decision on, conditional release, prior to mandatory supervision.
4. The CSC should undertake a careful evaluation of the Clarke Institute facility programs and policies as well as those of all other Psychiatric facilities offering services to offenders and ensure that this information is distributed to all CSC facilities having a need for this type of information.
5. The CSC should undertake an initiative to develop an exchange of service agreement with all Provinces to resolve the problem of health care payments for conditional releases.
6. The NPB implement immediately a policy of tape recording all hearings as is now the practice in the Region of Quebec, and in all detention cases.
7. Outreach workers should provide copies of all memos, records, notes, etc., to the relevant halfway house, as such are made.
8. Institutional photographs should be taken not only on admission, but also for appearance changes, prior to conditional release and on release and entered on the CPIC system if and when the technology is available. In any event, current photographs should be routinely forwarded with copies of release documents.
9. Staff responsible for evening/night security should be required to note exact times for alarming the back and front doors; further, the back door should be alarmed at all times and used only as an emergency exit.

The alarm system should be modified or replaced by a system which can be visually verified to be operational and which automatically records times when it is activated or deactivated.

10. The Commissionaire should be required to do count and/or bed check immediately after the doors are alarmed at midnight and record the results in the log. All log entries should be made shortly after occurrence, and not at the end of shift.
11. The Board recommends that high profile residents be granted a grace period of 10 minutes maximum; and all others, one hour. Action to suspend warrants should be commenced at the end of these time periods unless the resident contacts the CRC with an explanation in the interim, and advises of his whereabouts.
12. The CSC Duty Officer shall have available, at all times, a record of all inmates on conditional release, in their jurisdiction.
13. That CSC (Parole) Duty Officers are to accept information on violation of conditions only from superintendents, case workers on duty at CRCs or CCCs or the Duty Officers of the agency, and the CSC Duty Officer is expected to take every reasonable step to ensure that an adequate amount of information is available when rendering decisions.
14. CSC carefully evaluate the feasibility of developing and implementing a computerized system to provide CSC (Parole) Duty Officers with 24 hr/day access to file information on all inmates on conditional release in their jurisdiction.
15. In the immediate future, the CSC Duty Officer shall have ready access to records which allow them to make proper decisions on cases involving violations of release conditions.
16. All staff and volunteers should be trained to recognize and appropriately respond to serious violations in a residential setting, and clear procedures set down to ensure confrontations are appropriately responded to.
17. That each halfway house establish close consultation with the local police division in which it is located, and that the police appoint a liaison officer for this purpose. Further, that procedures be put in place to require each halfway house to contact the local police division, ;in addition to CSC staff, at any time an offender is reported missing.

18. That the Inspector General of the CSC co-ordinate an audit of all Toronto halfway houses and Operation Springboard parole supervision activities to ensure compliance with operational policies and contractual obligations.
19. That no more federal offenders be referred to Montgomery Centre until the CSC is satisfied that the Centre is operating in accordance with the Springboard Policies and Procedures Manual which must include special instructions for Montgomery Centre.
20. That all contracts with private agencies providing parole supervision or CRC beds include provision for CSC audits to ensure compliance with operational policies and contractual obligations. In this regard, the Board recommends consideration of the audit framework proposed by the Citizens' Advisory Committee to Toronto CSC.
21. Projects of this level of magnitude and sensitivity should have a designated project manager to see the initiative through its developmental phase up to the point where the first comprehensive audit verifies the initiative as self-sufficient.
22. That the project manager for the continuation of the Operation Springboard project be appointed immediately.
23. Program growth of the Operation Springboard contract not be considered until a verification system is in place that reviews the effectiveness of the programs already operating.
24. A system be implemented whereby the Review Committee is provided with reviews and comments on infraction reports, audits, and other pertinent management information.
25. That, in light of the sensitivity of the Toronto privatization initiative, the Review Committee for Operation Springboard be expanded to include community representation.
26. That a common Bail/Parole unit be established in co-operation with CSC, the Metro Police, the Ontario Solicitor General and the courts to provide a 24 a day service to the Municipality of Metropolitan Toronto.
27. There must be no confidentiality among CSC, Police and private agencies with respect to information involving an inmate on conditional release where any breach of conditions or any danger to the public or any individual is involved.

28. Each CRC should develop a liaison with local police to facilitate communication, understanding of purpose and support.
29. The Board therefore recommends that Bill C-67 be amended to enlarge the definition of "dangerous" to clearly include violent sexual offenders, and that the option of release to a community facility on "one chance" mandatory supervision be removed for those offenders in the absence of evidence that the offender does not constitute a risk to the community.
30. The Board recommends that the Government of Canada initiate a comprehensive evaluation of the effectiveness of all present sexual offender treatment programs. If such evaluation indicates there are no effective programs at present, further consideration should be given to ending ineffective programs, and concentrating funds and human resources in those areas where some promise is shown.
31. The Board recommends that each halfway house make available to the public the criteria for acceptance of offenders, and include participation of representatives of the public in screening applicants for residency.
32. The Board recommends expansion in the number of CCC-CRC beds in Toronto, to permit more appropriate "matching" of offenders to those facilities, and that CSC not "assign" released offenders to CRCs or CCCs with which they have not had prior contact and consultation.

