



Correctional Service
Canada

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THE CORRECTIONAL SERVICE OF CANADA

— AN OVERVIEW —

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ACQUISITIONS

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THE CANADIAN CRIMINAL JUSTICE SYSTEM

Canada is a nation of 25.7 million people. The Constitution Act of 1867 establishes Canada as a federation, dividing legislative powers between the two principal levels of government, the central or federal government and the provinces.

Responsibilities for the criminal justice system in Canada are shared between these two levels of government. The two territories - the Northwest Territories and the Yukon - receive their power and authority from the federal government. Municipal or local governments are granted certain powers by the provinces.

The Constitution Act provides that the federal Parliament maintains exclusive jurisdiction to legislate in the area of criminal law. Thus, Canada has only one Criminal Code. There are, however, other federal statutes, such as the Food and Drugs Act, which define offences and related punishments in other areas. Provincial Legislatures may pass laws, however, that provide for sanctions to enforce laws under their authority (such as the Highway Traffic Act and the Liquor Control Act).

While the federal government has the authority to enact criminal legislation, the provinces are responsible for its enforcement. Consequently, provinces have created police forces with municipal responsibilities. In addition, two provinces - Quebec and Ontario - have created their own provincial police forces.

The Royal Canadian Mounted Police, the federal police force, is responsible for the enforcement of all federal statutes with the exception of the Criminal Code. In provinces that do not have their own provincial police forces, the RCMP acts as a provincial force as well.

Although the administration of justice is a provincial matter, the Constitution Act provides that the federal government establish a Supreme Court of Canada, a final court of appeal for both criminal law and procedure and for civil matters. The Constitution Act also grants authority to the federal government to appoint judges to the federal courts - the Supreme Court and the Federal Court of Canada - as well as to all provincial superior, county and district courts.

In 1982, the Constitution Act, which includes a Canadian Charter of Rights and Freedoms, was passed. Its impact on the Canadian criminal justice system has been significant. It applies to all governments. It provides for an increase in the powers of the judiciary and, coincidentally, a restriction of the powers of the legislatures. This means that courts now have the authority to set aside legislation claimed to be inconsistent with the Constitution.

The responsibility for adult corrections in Canada is shared by the federal government, the ten provincial governments and the two territorial governments, thus giving Canada 13 correctional systems.*

*Juvenile corrections, although governed by the federal Young Offenders Act, is the sole responsibility of the provinces and territories.

The Constitution empowers the federal Parliament to pass laws to establish and administer all prisons, officially defined as penitentiaries, in which persons sentenced to terms of two years or more are committed. The provinces and territories administer gaols and reformatories to which persons are committed to terms of less than two years. The provinces and territories also have exclusive jurisdiction over all adult offenders sentenced to probation.

The responsibility for conditional release is shared between a federal parole board and provincial boards. The Parole Act gives the National Parole Board jurisdiction over the conditional release of all offenders in federal institutions (serving two years or more) and offenders in provincial gaols and reformatories (serving sentences of less than two years) where the offence was against a federal statute, except in those provinces - Quebec, Ontario and British Columbia - which have their own parole boards. The conditional release of offenders in provincial gaols and reformatories serving sentences for violations of provincial statutes is a provincial responsibility.

THE CORRECTIONAL SERVICE OF CANADA

The Correctional Service of Canada (CSC) is responsible for the administration of sentences of all offenders sentenced to imprisonment for two years or more. This responsibility includes the management of institutions and the supervision of offenders who have been released prior to warrant expiry by the National Parole Board and those released by law on mandatory supervision, as a result of remission, to serve the last third of their sentence in

the community. The Service is governed by the Penitentiary Act and other federal legislation.

CSC is an agency of the federal Ministry of the Solicitor General. The Ministry was created in 1966 through the Government Organization Act. Its role is to safeguard national security and to contribute to safe and peaceful communities. CSC is one of four agencies within the Ministry including the Royal Canadian Mounted Police, the Canadian Security Intelligence Service and the National Parole Board.

CSC has its headquarters in Ottawa, the nation's capital. The Commissioner of Corrections is the senior executive officer of the Service and is accountable to the Solicitor General of Canada (a Cabinet Minister). The Commissioner is assisted by a Deputy Commissioner, Correctional Programs and Operations, five regional deputy commissioners, an Assistant Commissioner, Communications and Corporate Development, an Assistant Commissioner, Executive Services, an Assistant Commissioner, Corporate Management and an Assistant Commissioner, Audit and Investigations.

The national headquarters is responsible for overall planning, policy development and administration. The regional offices are responsible for administering the operations of the correctional institutions and the conditional release and supervision functions.

The five regional offices are located in Moncton, New Brunswick (the Atlantic Region, serving the provinces of New Brunswick, Nova Scotia, Prince

Edward Island and Newfoundland); Montreal, Quebec (the Quebec Region, serving the Province of Quebec); Kingston, Ontario (the Ontario Region, serving the province of Ontario); Saskatoon, Saskatchewan (the Prairie region, serving the provinces of Alberta, Saskatchewan and Manitoba; and the Northwest Territories); and Abbotsford, British Columbia (the Pacific Region, serving the province of British Columbia and the Yukon).

The Service administers 60 institutions, including 45 penitentiaries and 15 community correctional centres, and 72 parole offices. Its total budget in 1988-89 was \$815 million, including \$464.6 million in salaries for its 10,482 staff members.

In addition to its partnerships with the National Parole Board, the Ministry Secretariat and the Department of Justice, CSC maintains working relationships with many government departments (both provincial and federal) and non-governmental organizations interested in criminal justice.

The Federal Provincial Heads of Corrections, under the chairmanship of the CSC Commissioner, meet regularly to discuss areas of common interest and to share information on current issues. CSC participates as a member of the National Joint Committee, consisting of the RCMP, NPB, Ministry Secretariat, the Canadian Association of Chiefs of Police and the Canadian Association of Crown Counsels, to promote understanding and cooperation among these groups and to act as an advisory committee to the Solicitor General on issues pertaining to policing and corrections.

The Service's relationship with the voluntary sector is at two levels: service delivery and consultation. CSC has fee-for-service contracts with many local agencies and local affiliates of national agencies, such as the John Howard Society and the Elizabeth Fry Society, to provide services in 3 broad areas. These are for the operation of community residential facilities, the provision of supervision services and the completion of community assessments, and the provision of specified programs and services to offenders. These agencies provide approximately one-third of community supervision and two-thirds of community residential facility beds.

The voluntary sector is also consulted on major policy and operational issues and their members are often invited to participate directly as members of task forces and project teams.

The Service also benefits from the advice of a number of advisory committees such as the Native Advisory Committee, composed of representatives of significant Native organizations, the National Advisory Committee on the Federal Female Offender and the Citizen's Advisory Committees affiliated with each institution and parole office.

In the international community, although not a participant, Canada is an observer at the Council of Europe. Consequently, CSC provides written observations on the Council's documentation and participates in the work of committees when invited to do so. CSC regards its contribution in this area as a matter of priority.

CANADA'S FEDERAL OFFENDER POPULATION

An Overview

Canada's population of 25.7 million includes 18.7 million adults (18 years of age and older). The number of adult Canadians who have criminal records is 2.2 million. Canada's rate of imprisonment per 100,000 total population in relation to other countries is shown in Table 1.

TABLE 1
RATE OF IMPRISONMENT
(per 100,000 total population)

United States	328.2
Fiji	154.1
Malaysia	118.6
Canada	108.0
Austria	102.5
Turkey	99.8
United Kingdom	96.0
France	88.7
Portugal	85.0
West Germany	84.2
New Zealand	82.1
Australia	70.4
Denmark	69.0
Spain	66.5
Italy	57.4
Sweden	57.0
Norway	49.7
Japan	45.7
Netherlands	36.0

Source: Basic Facts About Corrections in Canada 1988

On any given day, nearly 28,000 adults in Canada are imprisoned. This includes those confined in federal and provincial institutions under sentence, remand or lockup. On March 31, 1988, 12,191 offenders were incarcerated in penitentiaries. Another 505 federal inmates were serving their sentences in provincial institutions under exchange of service agreements with provincial

correctional authorities. Thus, the federal inmates on-register population* was 12,696.

The number of males incarcerated in federal institutions on March 31, 1988 was 12,049. There were 142 females incarcerated in the Prison for Women, Canada's only federal institution for female offenders. Of the 505 federal inmates confined in provincial institutions, under exchange of service agreements, 131 were females.

The Service's 60 institutions cover four levels of security. The number of institutions and the inmate population at each level is shown in Table 2.

TABLE 2
NUMBER OF INSTITUTIONS AND INMATES
BY SECURITY LEVEL, MARCH 31, 1988

Security Level	No. of Institutions	No. of Inmates
High Maximum*	2	114
Maximum **	16	3,441
Medium	16	6,565
Minimum	11	1,765
Community Correctional Centres (minimum)	15	306
Total	60	12,191

Source: Basic Facts About Corrections in Canada 1988.

* Inmates in high Maximum Security are those who are considered to represent a serious and persistent threat to staff or inmates by virtue of having committed, or having demonstrated an intention to commit, a serious act of violence.

** This category includes three regional psychiatric centres and the Prison for Women.

* The on-register population consists of all inmates who are confined in penitentiaries, those in community residential centres, on day parole or temporary absence, in hospitals, at court, on bail, unlawfully at large.

More than 8,000 federal offenders are in the community on any given day under the supervision, directly or indirectly, of the Correctional Service of Canada.

Table 3 shows the offence profile of all federal inmates. Over one-third (37.6%) of inmates on-register were incarcerated for crimes of violence.

TABLE 3
ON-REGISTER FEDERAL OFFENDER POPULATION
BY OFFENCE TYPE, MARCH 31, 1988

Offence Type	%
Violent	37.6
Property	26.1
Robbery	24.3
Narcotic Control and Food & Drug Act	6.1
Other Criminal Code	5.9

Source: Population Profile Report, Management Information Services, CSC, March 31, 1988

Nearly one-half (49.4%) of the on-register population is under the age of 30 (Table 4).

TABLE 4
ON-REGISTER FEDERAL OFFENDER POPULATION
BY AGE, MARCH 31, 1988

Age	No. of Inmates	%
Under 20	196	1.4
20-24	2,779	21.8
25-29	3,327	26.2
30-34	2,391	18.8
35-39	1,616	12.7
40 and over	2,387	18.6
Total	12,696	100

Source: Population Profile Report, Management Information Services, CSC, March 31, 1988

On March 31, 1988, 61% of federal inmates were serving their first federal term (Table 5).

TABLE 5
ON-REGISTER FEDERAL OFFENDER POPULATION
BY PRIOR COMMITMENTS TO FEDERAL INSTITUTIONS,
MARCH 31, 1988

Prior Commitments	No. of Inmates	% of Inmate Population
0	7,764	61.0
1	2,266	18.0
2	1,247	10.0
3	667	5.0
More than 3	752	6.0
Total	12,696	100

Source: Basic Facts About Corrections in Canada 1988

More than half (57%) of all federal inmates were serving sentences of 6 years or less. Over one-quarter (28%) were serving sentences of 10 years or more (Table 6).

TABLE 6
ON-REGISTER FEDERAL OFFENDER POPULATION
BY SENTENCE LENGTH, MARCH 31, 1988

Length of Sentence	No. of Inmates	% of Inmate Population
< 3 years	3,053	24.0
3-6 years	4,211	33.0
6-10 years	1,920	15.0
10 years or more	3,512	28.0
Total	12,696	100

Source: Basic Facts About Corrections in Canada 1988

Offenders with special needs

CSC has initiated a number of special projects to develop and increase services to address the concerns of offenders with special needs. These groups of offenders are: Natives, long-term offenders, female offenders and mentally-disordered offenders.

a) Natives

While Natives represent about 2% of the Canadian population, they comprise nearly 10% (1,247 inmates) of the federal inmate population. In addition, they do not participate in programs to the same extent as other inmates; they are denied parole at a higher rate and receive parole at a later point in their sentence than other types of offenders. Consequently, in March, 1987 the Solicitor General appointed a Task Force to examine the treatment of Aboriginal federal offenders, identify the needs of such offenders and recommend ways to improve their opportunities for successful reintegration. The Task Force

report (Task Force Report on Aboriginal Peoples in Federal Corrections) was released by the Solicitor General on March 15, 1989. It contains over 60 recommendations, touching on all aspects of the correctional process, policies and procedures for Aboriginal offenders. It includes proposals that;

- Aboriginal staff should be increased within the correctional system, and cultural awareness training provided to non-Aboriginal Staff;
- Aboriginal communities, Tribal Councils and organizations should be better informed about and more involved in the development and delivery of both institutional and post-release community support programs for Aboriginal offenders; and
- the institutional environment should provide further support to Aboriginal culture and spiritual values, for example through improved institutional access by Aboriginal Elders.

Initiatives in these areas will be part of an overall effort within the Solicitor General's Department to improve the treatment of Aboriginal offenders. Ongoing initiatives include: providing Native inmates with greater opportunity to practice Native spirituality within institutions; expanding the Native Inmate Liaison Program, which allows Aboriginal agencies to help inmates pursue outside resources and develop release plans that are specific to their unique needs; and supporting the development of Aboriginal-controlled community residential facilities.

b) Long-term Offenders

Over time, the category of long term offenders has been defined in different ways. It most frequently has included all offenders serving life sentences, indeterminate sentences, and those sentenced to 21 years or more.

Legislative changes in July 1976 had the effect of increasing for many offenders the portion of time required to spend in custody. At the same time, Canada also abolished capital punishment and the categories of murder previously designated as capital and non-capital were changed to first and second degree and the parole ineligibility period was significantly increased for certain life sentences, thereby further highlighting the needs of long-term offenders.

Currently there are approximately 2,000 long-term offenders in our correctional system, representing 17% of the total federal offender population. About 13% of all inmates on register on March 31, 1988 were serving life sentences for murder.

A first degree murder is one that is planned and deliberate or where the victim is a police officer, a prison employee or anyone authorized to work in a prison, while on duty. A second degree murder is any murder that is not designated first degree.

A person convicted of first degree murder is not eligible to be considered for full parole for 25 years. He or she becomes eligible for temporary absence and day parole three years before the full parole eligibility date.

The eligibility for full parole consideration for a person convicted of second degree murder is fixed by the sentencing judge, on the recommendation of the jury, at between 10 and 25 years. The offender becomes eligible for temporary leave three years before the full parole eligibility date.

Any person who is convicted of murder and must serve more than 15 years prior to full parole eligibility may, after 15 years, apply for a judicial review by a Superior Court judge and a jury to have the remaining period before eligibility reduced, or to be declared eligible for parole consideration immediately.

Time to be served by inmates convicted of first or second degree murder is shown in Table 7.

TABLE 7
TIME TO SERVE BEFORE PAROLE ELIGIBILITY-
INMATES CONVICTED OF FIRST OR
SECOND DEGREE MURDER
(March 31, 1988)

No. of Years	No. of Inmates
10	751
11-24	285
25	394
Total	1,430

In the past twelve years a substantial amount of research and consultation about long-term offenders has occurred within the Ministry of the Solicitor General and elsewhere in the Canadian criminal justice system. The issues related to the sentence management of these offenders are complex and continue to pose significant challenges.

The Correctional Service of Canada has over the last two decades initiated or supported the development of numerous programs for the long term offender. These programs have been developed through local initiatives as a response to specific perceived needs. For the most part, however, long term offenders have not been managed as a special group with unique needs, because of the heterogeneous nature of that group. Our current case management strategies approach is applied consistently to all offenders for the purpose of identifying individual needs, and developing appropriate case plans.

CSC has identified this issue as one requiring action. It has been proposed that a Committee within the Correctional Service of Canada examine existing policy, consider the need for pilot projects, and other new initiatives.

c) Female Offenders

About 2% (273 of 12,696 inmates) of Canada's federal inmate population on march 31, 1988 was female. Of these, 142 were confined in the Prison for Women, Canada's single women's penitentiary. There are a number of problems with respect to the management of the female offender population, including:

- geographical isolation of Prison for Women inmates from their families, friends, and other community support;
- lack of flexibility with respect to classification and security level for inmates at the Prison for Women; and

-
- difficulty in ensuring a high standard of programming for federal women incarcerated in provincial institutions geared to inmates with short sentences.

The Correctional Service of Canada has established a Task Force on Female Offenders. The mandate of the Task Force is to examine the correctional management of federal female offenders from the commencement of sentence to the date of warrant expiry, and to develop a policy which will guide and direct this process in a manner that is responsive to the unique and special needs of this offender group.

A broad membership on the Task Force with substantial representation from the private sector is considered important. The Canadian Association of Elizabeth Fry Societies (CAEFS), an agency with considerable knowledge and experience in working with female offenders, is sharing the chair with CSC.

d) Mentally-disordered Offenders

CSC is currently engaged in a national epidemiological study to determine the extent, type and level of mental illness suffered by federal offenders in order to form a basis for program planning. The Diagnostic Interview Schedule developed for the National Institute of Mental Health in Washington was selected for use in the study. It is being administered to 2,600 randomly selected federal inmates. A Task Force on Mental Health has been established to develop a policy framework to define the Service's future direction in the

provision of a range of mental health services to federal offenders both during incarceration and during community reintegration.

OFFENDER MANAGEMENT

It is through a combination of support, supervision and control that the Service endeavors to foster the development and maintenance of responsible behaviour on the part of offenders, both while incarcerated and while conditionally released to the community. The gradual lessening of external controls and the gradual normalization of the offender's environment provide the opportunity to evaluate change in the offender's behaviour and facilitate the delivery of programs directed toward problem resolution and increasing access to community reintegration.

The Service's case management process is a four-stage progression, beginning with initial assessment and followed by case planning and programming, conditional release assessment and post-release supervision.

a) Initial Assessment

This phase is designed to identify the offender's needs through information gathering, needs testing (e.g. vocational guidance, psychological assessment, identification of illiteracy problems, alcohol or drug abuse) and assessment of security requirements in order to permit sound decisions with respect to programs and initial placement at the appropriate security level.

Needs analysis and case planning are, of course, on-going activities since critical decisions must be made as the offender progresses through his sentence.

b) Offender Programming

The purpose of all CSC programs is to address offender needs, provide opportunities for inmates to prepare themselves for their eventual release and to successfully maintain that release. There are five major program groupings:

i) Personal Development Programs

These programs focus on drug abuse, living skills and leisure activities.

ii) Community Linkages

The community linkages program focusses on the maintenance of non criminal relationships in the community. Correspondence and visits encourage inmates to maintain and develop family ties. Apart from normal visits, inmates who meet established criteria are offered the opportunity to participate in a private family visiting program.

The duration and frequency of private family visits is normally up to 72 hours per inmate every two months. The temporary absence program is used to permit an inmate to attend important family functions. In addition, volunteers from the community are used in many areas of institutional programming.

iii) Chaplaincy

The chaplaincy program includes the presence of the chaplain in all areas of the institution, worship opportunities in a number of religious traditions, faith education through pastoral counselling, group discussion and courses and the involvement of community faith groups.

iv) Education

Over 50% of all offenders test at a functional level inferior to grade 8. Consequently, the Adult Basic Education literacy program was established as a priority by the Solicitor General in 1987. Its goal is to reduce the number of functionally illiterate inmates within federal penitentiaries by 5% each year through 1990.

Other educational programs offered include secondary level, vocational education, community college and university.

In addition to institutional classroom courses, many inmates take advantage of a wide variety of correspondence courses.

v) Work Skill Development

This includes institutional work placements (such as in kitchens, laundry and institutional maintenance); agricultural operations on one of CSC's 6 large modern farms; generic skill training (general trades); and apprenticeship wherein inmates can be certified under provincial trade apprenticeship programs.

In addition, many inmates are employed in the production of saleable goods in a structured work environment comparable to the private sector.

In addition to the above general programs which are available to all inmates, specialized programs are offered for certain groups including Natives and female offenders in order to ensure that unique needs are met. Furthermore, CSC has developed a number of programs and services to provide for mentally-disordered offenders.

c) Conditional Release Assessment

It is the Service's responsibility to contribute to the assessment and review of all offenders for conditional release by assisting them in release planning and in assessing community release alternatives; by ensuring that all essential information and a thorough evaluation of each case is provided to the National Parole Board; and, ultimately, by making recommendations to the Board for release or denial.

Making recommendations to the Board requires that CSC staff are able to effectively assess the risk to the community that is represented by the release of the offender. In this respect, CSC staff use the National Parole Board's Decision Policies as a guide in making their assessment on those factors that are seen to be important in decision-making.

d) Post-Release Supervision

It is the responsibility of the Correctional Service of Canada to assist conditionally released inmates in reintegrating into the community by managing risk through monitoring and control techniques while providing guidance and assistance based on client needs.

Offenders are currently supervised in one of three categories of supervision, which vary in terms of frequency of contact, based on their level of risk, individual needs and according to the most appropriate intervention strategy.

Where an offender is in non-compliance with his release plan, the supervising officer may intervene by ensuring that a disciplinary hearing is undertaken; recommending to the National Parole Board an alteration in the terms and conditions of the release plan; or returning the offender to custody, pending a final decision by CSC within 14 days or a decision by the Board after that time.

A revised set of standards is currently being developed in collaboration with the provinces and private agencies who assist in the supervision of federal inmates. These standards will address levels of service, quality of supervision, frequency of contact with offenders, sharing of information, selection and training of parole supervisors and community support and consultation.

CONDITIONAL RELEASE

The National Parole Board has exclusive authority for conditional release decision-making with respect to all federal offenders (and inmates in provincial custody in those provinces which do not have parole boards). The Board, although a part of the Ministry of the Solicitor General, is an independent administrative tribunal. Like the Commissioner of Corrections, the Chairman of the National Parole Board reports to the Solicitor General in matters related to the management and operation of the Board. Notwithstanding this, however, The Chairman and other Board members have absolute discretion in conditional release decision-making.

There are a number of release mechanisms that are designed to contribute to the Ministry goals of minimizing the risk to society and assisting offenders in re-establishing themselves as law-abiding citizens.

a) Temporary Absence - Escorted/Unescorted

A temporary absence, with or without escort, may be granted to an inmate for medical, rehabilitation or humanitarian reasons.

Any inmate may be granted an escorted temporary absence at any point in a sentence. With the exception of those serving life or indeterminate sentences, the decision to grant an escorted TA rests with the warden of the institution. The National Parole Board makes decisions in the cases of those serving life or indeterminate sentences.

Generally, inmates, except those serving life or indeterminate sentences, are eligible for unescorted TAs after having completed one-sixth of the sentence or six months, whichever is the greater. Although authority for unescorted TAs rests with the NPB, the Board has delegated its authority to the wardens for most inmates with sentences of less than 5 years.

Table 8 shows the number of escorted and unescorted temporary absences granted, and their outcomes, for the fiscal year 1986-87.

	Escorted TAs	Unescorted TAs
Successfully Completed	46,860	8,615
Not Successfully Completed	31	94
Total	46,891	8,709
Successful Completion Rate	99.93%	98.92%
Source: Basic Facts About Corrections in Canada 1988		

b) Day Parole

Day parole is a limited and relatively structured release from penitentiary granted by the NPB. It is designed to ease the transition from incarceration to full conditional release, or for socialization purposes, or in order that an inmate may benefit from a program not available in the institution.

Offenders selected for day parole normally return nightly to a correctional facility (a minimum security institution, a CSC community correctional centre or a community residential centre operated by a voluntary organization).

Inmates serving definite sentences are normally eligible for day parole after having served one-sixth of the sentence or 6 months, whichever is greater.

c) Full Parole

Full parole is a full-time conditional release granted by the National Parole Board which affords the inmate the opportunity to spend the unexpired portion of his/her sentence in the community under specific conditions and the supervision of a parole officer.

Inmates serving definite sentences are normally eligible for full parole consideration after having served one-third of the sentence or 7 years, whichever is the lesser.

The National Parole Board has the authority to return an offender to custody where it believes that he/she constitutes an undue risk to the community.

d) Mandatory Supervision

An inmate who has not been released on parole is eligible to serve the portion of the sentence for which earned remission has been accumulated (up to one-third of the sentence) in the community under supervision and subject to the

same conditions as an inmate on full parole. Until July, 1986, this release on mandatory supervision was an inmate's unqualified right.

Since July, 1986, however, the National Parole Board has the authority to detain until warrant expiry, or to place under residential conditions, an inmate who is considered likely to commit an offence causing death or serious harm before the end of his/her sentence in accordance with strict criteria established in the legislation.

Table 9 shows the average monthly number of offenders on parole, day parole and mandatory supervision under the supervision of the Correctional Service of Canada during the 1987-88 fiscal year.

Parole	3,900
Day Parole	1,775
Mandatory Supervision	2,556
Total	8,231
Provincial Offenders Supervised by CSC	731

Source: Basic Facts About Corrections in Canada 1988

Table 10 shows the outcomes for inmates released on full parole or mandatory supervision between 1977/78 and 1981/82.

TABLE 10
OUTCOMES OF FULL PAROLE AND MANDATORY
SUPERVISION RELEASES BETWEEN 1977/78 AND
1981/82, TO MARCH 31, 1987

	Full Parole	Mandatory Supervision
	N= 7,855	N= 12,816
Successfully Complete	70.5%	57.2%
Still Under Supervision	5.1%	—
Revoked with Technical Violation	12.4%	23.7%
Revoked with New Offence	12.1%	19.0%

Source: Basic Facts About Corrections In Canada 1988

MAJOR CSC INITIATIVES

On February 15, 1989, the Solicitor General of Canada endorsed a Statement of Mission for the Correctional Service of Canada. This statement was prepared by a Task Force established by the newly appointed Commissioner in June, 1988. The Task Force consisted of representatives from the CSC regions and national headquarters, the employee's union, the Ministry Secretariat and the National Parole Board.

The Mission Statement reflects the Service's commitment to contribute to the protection of society and its commitment to the offenders under its jurisdiction. Several features are of particular interest. The Mission Statement places major emphasis on the provision of assistance to offenders in their reintegration into the community while ensuring appropriate control of their behaviour. It emphasizes a proactive role for the Service through the active encourage-

ment of offenders to become involved in programs and treatment. It clearly emphasizes the paramount role of CSC staff in the achievement of its mission and of the importance of basic values and principles in providing guidance on a day-to-day basis.

MISSION STATEMENT

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

CORE VALUES

- 1. We respect the dignity of individuals, the rights of all members of society, and the potential for human growth and development.**
- 2. We recognize that the offender has the potential to live as a law-abiding citizen.**
- 3. We believe that our strength and our major resource in achieving our objectives is our staff and that human relationships are the cornerstone of our endeavour.**
- 4. We believe that the sharing of ideas, knowledge, values and experience, nationally and internationally, is essential to the achievement of our Mission.**
- 5. We believe in managing the Service with openness and integrity and we are accountable to the Solicitor General.**

The Core Values represent the Service's fundamental and enduring ideals. Each of the Core Values is accompanied by a set of Guiding Principles and Strategic Objectives. The Guiding Principles are the critical assumptions which direct daily actions while the Strategic Objectives represent the Service's long-term goals and form the foundation for the establishment of annual corporate objectives. The communication of the Mission Statement clarifies the Service's accountability to the Solicitor General and the Central Agencies of government and makes more transparent the relationship between the Minister's direction and departmental action. The Service's relationship with its partners in the criminal justice system is characterized by clarity and predictability. The Mission document provides all members of the Service with a clearly defined framework within which they will exercise their responsibilities and against which the Service can establish its priorities, allocate its resources and test the appropriateness of its policies.

Coincidentally with the appointment of the Task Force on Mission and Values, three other task forces were established focussing on Community and Institutional Programs, Communications and Accountability and Management Information.

Recognizing the need for the public and the media to understand the work of CSC, particularly in times of crises, and the critical need for two-way communication within the Service, the Communications Task Force has now completed a thorough review of communication within the Service to assess, and where necessary improve on, how CSC staff at all levels and regions communicate with each other and with the public.

The Task Force on Accountability and Management Information is reviewing and defining accountability, including the requirements to measure results relative to the CSC Mission document. Furthermore, the Task Force is to review, assess and recommend both long and short-term management information requirements to assist in ensuring accountability.

A Task Force on Community and Institutional Programs was established to address all aspects of offender management within CSC and propose a number of initiatives both within the institutions and in the community.

The Task Force established a number of correctional program principles to serve as a framework for future program development. These principles are:

1. Offenders are accountable for their behaviour
2. All activities of the Correctional Service of Canada will support the objective of reducing the risk posed when an offender is released to the community. The Service will use an active interventionist approach to corrections.
3. The entire correctional environment, including institutions and community operations, will be oriented towards changing the offenders' criminal behaviour. All staff of the Correctional Service of Canada will reinforce this environment.

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4. The Service will respond to each offender as an individual. Having assessed the risk that the offender presents, the Service will address the problems that lead to the offender's criminal behaviour.
 5. The community has a responsibility to assist in the reintegration of offenders, and the Correctional Service of Canada will actively seek the support and participation of the community during the sentence and encourage the provision of ongoing support to offenders after the sentence expires.

The Task Force has also developed four groupings of offenders, based on the nature of the offence and the risk of violence, and taking into account the National Parole Board Decision Policies. These categories are:

1. Short sentences for non-violent crimes, with low risk of violence.
2. Longer sentences for non-violent crimes, with low risk of violence.
3. Short sentences, with high potential of being violent.
4. Longer sentences, often for a violent crime, with a high initial risk of violence.

Different strategies appropriate to each grouping are being developed. This model will improve initial assessments and ensure that the focus is on determining the probability of re-offending, the risk of causing harm, the identification of program needs and the most appropriate intervention strategies.

The improved assessments will assist the Service in providing the most appropriate types of programming, as well as ensuring that offenders are placed at a level of security and type of institution which will address the degree of risk they pose.

The Task Force has also proposed the development of minimum security institutions providing highly structured programs in urban centres. Urban Minimum institutions will focus on high need offenders, such as those re-entering the community after a long period of incarceration, and offenders released on mandatory supervision with a residency requirement.

Related to the work of the Task Force on Community and Institutional Programs, a committee was formed in late 1986 to examine and assess problems related to inmate employment and productivity. The Committee members recognized that employment problems do not exist in isolation but are very much a part of a broad spectrum of practices related to the management of inmates.

Consequently, the Committee's mandate has been expanded to permit a more comprehensive examination of management issues, including inmate pay, incentives and disincentives, programming across institutional security levels, and personal development programming.

Reports on each of the above will be consolidated into a single Summary Report on the Review of Offender Management.

A number of other initiatives with respect to offender management are also underway.

The Correctional Service of Canada is committed to the concept that staff-inmate interaction is the cornerstone of good correctional management. To this end, the Service has embarked on a program to implement Unit Management in all federal institutions as the fundamental organizational approach to penitentiary management.

It is a decentralized approach in which the institution is divided into smaller, more manageable segments that include a housing unit, related static posts and specified program functions.

Unit Management is a correctional model that allows more effective integration of security requirements and rehabilitative efforts through the creation of a permanent team of correctional supervisors, case management officers and correctional officers.

The team is accountable for the total operation of its own unit and contributes, along with the other units, to the overall security of the institution. The approach involves correctional officers in both security and program-related activities in order that they may more effectively contribute to decision-making in transfers, parole recommendations and other processes.

Unit Management establishes a clear philosophical direction and is consistent with the Correctional Program Principles articulated by the Task Force on Community and Institutional Programs.

Another CSC objective is to reduce substance abuse, trafficking and the related effects (violence) among offenders by implementing complementary enforcement, treatment and prevention initiatives, thereby more effectively contributing to the rehabilitation of offenders. As a part of this initiative, CSC established a Study Group on Contraband Control. It is expected that the recommendations of this Study Group will assist in the detection of contraband, including drugs, and will result in a reduction of contraband within the institutions.

The Task Force on Integrated Sentence Management is a joint effort with the National Parole Board intended to widen the information base on offenders and to ensure the sharing of such information between the agencies from the time of sentence to warrant expiry and thus allow better risk assessment. The Service must ensure that it can provide the information the Board requires so that its Pre-Release Decision Policies can be used most effectively.