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## **APPENDIX A**

### **LIST OF RECOMMENDATIONS**

#### **Recommendation 1**

The Committee recommends that all federal participants in the criminal justice system (Department of Justice, the RCMP, the Correctional Service of Canada, the National Parole Board, and the Ministry Secretariat of the Solicitor General Canada) make public education about the operation of the criminal justice system, including the myths and realities which surround it, a high priority through:

- (a) the effective use of their own communication capacities (print, radio, video and TV); and
- (b) their financial and other support of the voluntary sector, so that citizens in local communities may be more actively engaged in activities which increase their understanding of the criminal justice system.

#### **Recommendation 2**

The Committee recommends that all participants in the criminal justice process give high priority to the provision of general and appropriate case-specific information to victims and their families.

#### **Recommendation 3**

The Committee recommends that, at a minimum, general information include the victim's right to seek compensation and restitution, the right to submit a victim impact statement and the right to be kept informed about various pre-trial, trial, and post-trial proceedings. Basic information should identify who is responsible for providing it and where further information may be obtained.

#### **Recommendation 4**

The Committee recommends that the provision of case-specific information to victims and, in appropriate cases, to their close family members be facilitated by the use of a form on which the victim may check off the various kinds of information he or she would like to

receive. Such forms should be appended to Crown attorneys' files and subsequently forwarded to correctional authorities.

#### **Recommendation 5**

The Committee recommends that the following be enacted in legislation as the purpose of sentencing:

The purpose of sentencing is to contribute to the maintenance of a just, peaceful and safe society by holding offenders accountable for their criminal conduct through the imposition of just sanctions which:

- (a) require, or encourage when it is not possible to require, offenders to acknowledge the harm they have done to victims and the community, and to take responsibility for the consequences of their behaviour;
- (b) take account of the steps offenders have taken, or propose to take, to make reparations to the victim and/or the community for the harm done or to otherwise demonstrate acceptance of responsibility;
- (c) facilitate victim-offender reconciliation where victims so request, or are willing to participate in such programs;
- (d) if necessary, provide offenders with opportunities which are likely to facilitate their habilitation or rehabilitation as productive and law-abiding members of society; and
- (e) if necessary, denounce the behaviour and/or incapacitate the offender.

#### **Recommendation 6**

The Committee recommends that the following principles form part of a legislated sentencing policy and be considered in the determination of an appropriate sentence:

In endeavouring to achieve the sentencing purpose, the court shall exercise its discretion in accordance with the following principles:

- (a) The sentence should be proportionate to the gravity of the offence and the degree of responsibility of the offender; further, it should be consistent with the sentences imposed on other

offenders for similar offences committed in similar circumstances (including, but not limited to, aggravating and mitigating circumstances, relevant criminal record and impact on the victim);

- (b) The maximum penalty should be imposed only in the most serious cases;
- (c) The nature and duration of the sentence in combination with any other sentence imposed should not be excessive;
- (d) A term of imprisonment should not be imposed without canvassing the appropriateness of alternatives to incarceration through victim-offender reconciliation programs or alternative sentence planning;
- (e) A term of imprisonment should not be imposed, nor its duration determined, solely for the purpose of rehabilitation;
- (f) A term of imprisonment should be imposed where it is required:
  - (i) to protect the public from crimes of violence, or
  - (ii) where any other sanction would not sufficiently reflect the gravity of the offence or the repetitive nature of the criminal conduct of an offender, or adequately protect the public or the integrity of the administration of justice; and
- (g) A term of imprisonment may be imposed to penalize an offender for wilful non-compliance with the terms of any other sentence that has been imposed on the offender where no other sanction or enforcement mechanism appears adequate to compel compliance.

#### **Recommendation 7**

The Committee recommends that judges be required to state reasons for the sentence imposed in terms of the proposed sentencing goal and with reference to the proposed sentencing principles, and salient facts relied upon, so that victims, offenders, the community, correctional officials and releasing authorities will understand the purpose of the sentence and appreciate how it was determined.

#### **Recommendation 8**

The Committee recommends that only advisory guidelines be developed at this time and that priority be given to developing first those which would be applied to the most serious offences.

#### **Recommendation 9**

The Committee recommends implementation of the following recommendations of the Sentencing Commission as to the development of such guidelines and the operation of a permanent sentencing commission:

- (a) that four presumptions be used to provide guidance for the imposition of custodial and non-custodial sentences:
  - (i) unqualified presumptive disposition of custody;
  - (ii) unqualified presumptive disposition of non-custody;
  - (iii) qualified presumptive disposition of custody; or
  - (iv) qualified presumptive disposition of non-custody. (Rec. 11.5)
- (b) that the following list of aggravating and mitigating factors be adopted as the primary grounds to justify departures from the guidelines:

##### **Aggravating Factors**

1. Presence of actual or threatened violence or the actual use or possession of a weapon, or imitation thereof.
2. Existence of previous convictions.
3. Manifestation of excessive cruelty towards [the] victim.
4. Vulnerability of the victim due, for example, to age or infirmity.
5. Evidence that a victim's access to the judicial process was impeded.
6. Existence of multiple victims or multiple incidents.

7. Existence of substantial economic loss.
8. Evidence of breach of trust (e.g., embezzlement by [a] bank officer).
9. Evidence of planned or organized criminal activity.

#### **Mitigating Factors**

1. Absence of previous convictions.
2. Evidence of physical or mental impairment of offender.
3. The offender was young or elderly.
4. Evidence that the offender was under duress.
5. Evidence of provocation by the victim.
6. Evidence that restitution or compensation was made by [the] offender.
7. Evidence that the offender played a relatively minor role in the offence. (Rec. 11.8)

- (c) ... that the following principles respecting the use of aggravating and mitigating factors be incorporated to the sentencing guidelines:

*Identification:* when invoking aggravating and mitigating factors, the sentencing judge should identify which factors are considered to be mitigating and which factors are considered to be aggravating.

*Consistency:* when invoking a particular factor, the judge should identify which aspect of the factor has led to its application in aggravation or mitigation of sentence. (For example, rather than merely referring to the age of the offender, the judge should indicate that it was the offender's *youth* which was considered to be a mitigating factor or the offender's *maturity* which was considered to be an aggravating factor. This would prevent the inconsistent use of age as an aggravating factor in one situation and as a mitigating factor in a comparable situation.)



*Specificity:* the personal circumstances or characteristics of an offender should be considered as an aggravating factor only when they relate directly to the commission of the offence. (For example, a judge might consider an offender's expertise in computers as an aggravating factor in a computer fraud case but the above principles would preclude the court from considering the lack of education of a convicted robber as an aggravating circumstance.)

*Legal rights:* the offender's exercise of his [or her] legal rights should never be considered as an aggravating factor. (Rec. 11.9)

- (d) the establishment of a Judicial Advisory Committee which would act in an advisory capacity to the permanent sentencing commission, in the formulation of amendments to the original sentencing guidelines... [A majority of] the membership of the Judicial Advisory Committee should be composed of a majority of trial court judges from all levels of courts in Canada. (Rec. 11.11)

#### **Recommendation 10**

The Committee recommends that the minimum sentence for all offenders convicted of the second or subsequent offence for sexual assault involving violence be ten years and that the parole ineligibility period be established legislatively as ten years, regardless of sentence length.

#### **Recommendation 11**

To reach a public consensus on which offences or offenders should be subject to the aforementioned minimum parole eligibility period, the Committee recommends that the Department of Justice consult widely on this issue.

#### **Recommendation 12**

The Committee recommends that the Department of Justice continue to consult with the public (not just those with a particular interest in criminal justice issues) with respect to the Sentencing Commission's recommendations in this area and that interested individuals and

organizations be encouraged to comment on the specific rankings proposed by the Sentencing Commission.

#### **Recommendation 13**

The Committee recommends that legislation be enacted to permit the imposition of a community service order as a sole sanction or in combination with others, provided that the judge is satisfied that a discharge, restitution, fine or simple probation order alone would not achieve the purpose of sentencing proposed by the Committee.

#### **Recommendation 14**

The Committee recommends that guidelines for the number of hours of community service which should be imposed in various circumstances be developed to decrease sentencing disparity.

#### **Recommendation 15**

The Committee recommends that a legislated ceiling of between 300 and 600 hours (over three years) be established for community service sentences for adult offenders, provided that judges be permitted to exceed the ceiling where a greater number of hours is agreed to by the offender as a result of victim-offender reconciliation or an "alternative sentence plan" proposal and reasons are provided by the judge.

#### **Recommendation 16**

The Committee recommends that legislation be adopted to exclude sexual and violent offenders from eligibility for community service orders unless they have been assessed and found suitable by a community service program coordinator.

#### **Recommendation 17**

The Committee recommends that the federal government, preferably in conjunction with provincial/territorial governments, provide funding to community organizations for alternative sentence planning projects in a number of jurisdictions in Canada on a pilot project basis.



#### **Recommendation 18**

*The Committee recommends that the federal government, preferably in conjunction with provincial/territorial governments, provide funding and technical exchange to community organizations to promote sound evaluation of such pilot projects.*

#### **Recommendation 19**

The Committee recommends that the federal government, preferably in conjunction with provincial/territorial governments, support the expansion and evaluation throughout Canada of victim-offender reconciliation programs at all stages of the criminal justice process which:

- (a) provide substantial support to victims through effective victim services; and
- (b) encourage a high degree of community participation.

#### **Recommendation 20**

The Committee recommends that section 653(b) of the *Criminal Code* (contained in Bill C-89) be clarified to ensure that restitution for bodily injuries may be ordered in an amount *up to* the value of all pecuniary damages.

#### **Recommendation 21**

The Committee recommends that the federal government enact legislation, and/or contribute support to provincial/territorial governments, to enhance civil enforcement of restitution orders with a view to relieving individual victims of this burden.

#### **Recommendation 22**

The Committee recommends that the following recommendations of the Sentencing Commission be implemented:

- (a) that a restitution order be imposed when the offence involves loss or damage to an individual victim. A fine should be imposed

where a public institution incurs loss as a result of the offence or damage caused to public property (Rec. 12.17); and

- (b) that where the limited means of an offender permits the imposition of only one pecuniary order, priority be given to an order of restitution, where appropriate (Rec. 12.21).

#### **Recommendation 23**

The Committee recommends that probation be replaced by seven separate orders (good conduct, reporting, residence, performance, community service, restitution and intensive supervision), which might be ordered separately or in conjunction with one or more others or with some other type of order.

#### **Recommendation 24**

The Committee recommends that the *Criminal Code* be amended to provide a more efficient mechanism than is now the case for dealing with breaches of probation or other orders in a way which respects the offender's due process rights.

#### **Recommendation 25**

The Committee recommends that more extensive use be made of group work in community correctional programs and that adequate resources be provided so that these might be made available to offenders on a voluntary basis or pursuant to a performance order.

#### **Recommendation 26**

In particular, the Committee recommends that greater use be made of probation conditions or performance orders which require assaultive spouses to participate in specialized treatment or counselling programs.

#### **Recommendation 27**

The Committee recommends that consideration be given to the New Zealand sentence of community care and the Gateway Correctional Services model of intensive supervision.

**Recommendation 28**

The Committee recommends that funding be made available to voluntary and charitable agencies to establish or expand community residential and related programs.

**Recommendation 29**

The Committee recommends that home confinement, with or without electronic monitoring, be made available as an intermediate sanction, probably in conjunction with other sanctions, for carefully selected offenders in appropriate circumstances.

**Recommendation 30**

The Committee recommends that legislative changes required to permit the use of home confinement as a sentencing option provide reasonably efficient enforcement mechanisms which do not infringe basic due process rights of offenders.

**Recommendation 31**

The Committee recommends that consideration be given to requiring the consent of the offender and his or her co-residing family members to an order of home confinement.

**Recommendation 32**

The Committee recommends that in making an order of home confinement, the court consider appropriate collateral conditions (e.g., addictions counselling where appropriate).

**Recommendation 33**

The Committee recommends that intermittent sentences not generally be used with respect to sexual offences, where public protection, when necessary, should be secured through incarceration or where denunciation might be secured through home confinement, community residential orders, or short periods of continuous incarceration.

**Recommendation 34**

The Committee recommends that community residential settings be used for intermittent sentences.

**Recommendation 35**

The Committee recommends that consideration be given to combining intermittent sentences with performance orders or probationary conditions which are restorative or rehabilitative in nature.

**Recommendation 36**

The Committee recommends that the following recommendations of the Sentencing Commission be implemented:

- (a) that once it has been decided that a fine may be the appropriate sanction, consideration be given to whether it is appropriate to impose a fine on the individual before the court. The amount of the fine and time for payment must be determined in accordance not only with the gravity of the offence, but also with the financial ability of the offender. Further to the above principle, prior to the imposition of a fine, the court should inquire into the means of the offender to determine his or her ability to pay and the appropriate mode and conditions of payment. (Rec. 12.20)
- (b) that where the limited means of an offender permits the imposition of only one pecuniary order, priority be given to an order of restitution, where appropriate. (Rec. 12.21)
- (c) that the use of imprisonment for fine default be reduced. (Rec. 12.22)
- (d) that a quasi-automatic prison term not be imposed for fine default and that offenders only be incarcerated for wilful breach of a community sanction. (Rec. 12.23)

**Recommendation 37**

The Committee recommends that the following recommendations of the Canadian Sentencing Commission be implemented:

- (a) that the federal and provincial governments provide the necessary resources and financial support to ensure that community programs are made available and to encourage their greater use (Rec. 12.1);
- (b) that mechanisms to provide better information about sentencing objectives to sentence administrators be developed (Rec. 12.2);
- (c) that a transcript of the sentencing judgment be made available to the authorities involved in the administration of the sentence (Rec. 12.3);
- (d) that mechanisms to provide better information about alternative sentencing resources to the judiciary be developed (Rec. 12.5);
- (e) that feedback to the courts regarding the effectiveness of sanctions be provided on a systematic basis (Rec. 12.6);
- (f) that prior to imposing a particular community sanction, the sentencing judge be advised to consult or obtain a report respecting the suitability of the offender for the sanction and the availability of programs to support such a disposition (Rec. 12.7);
- (g) that [existing] community sanctions be developed as independent sanctions,... [and] that additional proposals be examined by the permanent sentencing commission and by the federal and/or provincial governments for further review, development and implementation (Rec. 12.8);
- (h) that the permanent sentencing commission *consider* the feasibility of developing criteria and principles which permit the comparison of individual community sanctions and which attempt to standardize their use (e.g., X dollars is the equivalent of Y hours of community service) (Rec. 12.10 and 12.11); and
- (i) that the judiciary retain primary control over the nature and conditions attached to community sanctions (Rec. 12.12).

### **Recommendation 38**

The Committee also recommends:

- (a) that federal and provincial authorities develop, support and evaluate alternatives to incarceration and intermediate sanctions;

- (b) that greater recognition and financial support be given to non-governmental agencies to develop alternative programs; and
- (c) that greater linkages be developed between the criminal justice system and other social and mental health services in society.

#### **Recommendation 39**

The Committee recommends that members of the National Parole Board receive more intensive training upon appointment and a regular refresher course. This training should be based not only upon Board policies and correctional and release philosophy, but also upon behavioural sciences, and should take into account the members' previous experience in the criminal justice system.

#### **Recommendation 40**

The Committee recommends that the *Criminal Code* be amended to require courts to provide the Correctional Service of Canada with sentencing information (pre-sentence reports, victim impact statements, etc.) and the judge's reasons for sentence. The federal government should be prepared to pay the reasonable costs associated with this for sentences of two years or more.

#### **Recommendation 41**

The Committee recommends that parole hearings be open to the public unless, on application to the Parole Board, it is decided to close a hearing to the public, in whole or in part, for reasons of privacy or security. The reasons for acceding to an application for a closed parole hearing should themselves be made public.

#### **Recommendation 42**

The Committee recommends that the National Parole Board be given full responsibility for the release process including the preparation of release plans, the release decisions and the provision of release supervision.



#### **Recommendation 43**

The Committee recommends that the National Parole Board develop and hold consultations on a risk assessment tool to be applied in cases where the offender is serving a sentence for, or has a recent criminal history of, violence.

#### **Recommendation 44**

Alternatively, or additionally, the Committee recommends that the following aspects of the jury recommendations 10 and 12 emanating from the inquest into the death of Celia Ruygrok be incorporated into National Parole Board policies and implemented:

10. If parole is granted, the inmate's [institutional] rehabilitation plan must be extended into a *Release Plan* clearly setting out how he or she 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, community residential centre staff, and community resource persons.
  - (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.
  - (b) The release plan must include all psychiatric and psychological information and must give clear guidelines to parole supervisors and community residential centre 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.*
  - (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.
  - (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.

...

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.

- (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.

...

#### **Recommendation 45**

The Committee recommends that conditional release in its various forms be retained and improved upon by the adoption of the recommendations that follow.

#### **Recommendations 46**

The Committee recommends that parole decision-making criteria be placed in law.

#### **Recommendation 47**

The Committee recommends that the eligibility date for full parole for those convicted of the violent offences set out in the Schedule to Bill C-67 be changed from one-third to one-half of a sentence of imprisonment.

#### **Recommendation 48**

The Committee recommends that appropriate directives and information be disseminated so that National Parole Board

decision-making patterns and judicial sentencing practices are adapted to a later parole eligibility date.

**Recommendation 49**

The Committee recommends that day parole be available to inmates six months before full parole eligibility date for restitutional, vocational, educational or employment purposes related to possible full parole.

**Recommendation 50**

The Committee recommends that the provision for automatic review prior to the day parole eligibility date be retained.

**Recommendation 51**

The Committee recommends that temporary absences be retained for purposes related directly to correctional programs and for clearly-defined humanitarian and medical reasons.

**Recommendation 52**

The Committee recommends that the National Parole Board be precluded from delegating to wardens the authority to authorize unescorted temporary absences for offenders serving sentences for offences involving any form of sexual assault or the taking of a life.

**Recommendation 53**

The Committee recommends that the legislative provisions for earned remission be repealed and that offenders be statutorily released under appropriate conditions (including residential conditions where necessary) and supervision for a period of 12 months or one-third of sentence prior to warrant expiry date, whichever of these periods is shorter.

**Recommendation 54**

The Committee recommends that the detention provisions of Bill C-67 be retained and be applied in appropriate circumstances.

**Recommendation 55**

The Committee recommends that the Correctional Service of Canada take all necessary steps to ensure that the *Standards and Guidelines For Community Residential Facilities* (incorporating the recommendations of the Ruygrok and Pepino Inquiries, among other conditions) are strictly adhered to by private agencies entering into contractual arrangements with it.

**Recommendation 56**

The Committee recommends that violent, recidivist offenders on conditional release be placed in community correctional centres operated by the Correctional Service of Canada with access to appropriate programs and supervision.

**Recommendation 57**

The Committee recommends that the Correctional Service of Canada, in partnership with private agencies, develop additional halfway houses to provide supervision and programming appropriate to the needs of Native offenders, female offenders, offenders with substance abuse problems and offenders with mental disorders.

**Recommendation 58**

The Committee recommends that the Correctional Service of Canada facilitate a continued and even greater degree of community participation in institutional programs.

**Recommendation 59**

The Committee recommends that the Correctional Service of Canada allocate more resources to Citizens Advisory Committees so that community participation in their activities may be more widespread and so that they may more effectively perform their functions, particularly those which increase inmates' job skills.

**Recommendation 60**

The Committee recommends that the Correctional Service of Canada devote a greater proportion of its resources to institutional programs, and that the government commit additional resources for it to do so.

**Recommendation 61**

The Committee recommends that the Correctional Service of Canada take the necessary steps to ensure that, whenever possible, offenders on conditional release may participate in programs that are continuous with those in which they have been involved while in institutions.

**Recommendation 62**

The Committee recommends that the Correctional Service of Canada ensure that its programs provide the requisite degree of skill development to enable inmates to be suitably certified where required for particular types of employment in the community.

**Recommendation 63**

The Committee recommends that the Correctional Service of Canada take the necessary steps to ensure that inmates transferring from one institution to another, or from one security level of institution to another, do not thereby lose access to post-secondary education programs in which they are involved.

**Recommendation 64**

The Committee recommends that the Correctional Service of Canada develop programs appropriate to the needs of inmates serving long periods of incarceration prior to their eligibility for conditional release.

**Recommendation 65**

The Committee recommends that the Correctional Service of Canada dramatically increase the resources allocated to sex offender treatment programs.

**Recommendation 66**

The Committee recommends that new programs aimed at high risk offenders not be developed at the expense of existing programs available to the general inmate population.

**Recommendation 67**

The Committee recommends that programs offered to offenders both in institutions and in the community build in, where feasible, a requirement for and a capacity to effect evaluations.

**Recommendation 68**

The Committee recommends that governments develop a greater number of programs offering alternatives to imprisonment to Native offenders — these programs should be run where possible for Native people by Native people.

**Recommendation 69**

The Committee recommends that institutional programs be developed and delivered in a way that is sensitive to the needs of Native inmates.

**Recommendation 70**

The Committee recommends that, wherever possible, Native instructors and teachers be hired to deliver programs to Native inmates.

**Recommendation 71**

The Committee recommends that non-Natives involved in the delivery of programs to Native inmates be provided with opportunities to receive sensitivity training to enable them to understand the cultural backgrounds and needs of Native inmates.



**Recommendation 72**

The Committee recommends that Native Brotherhoods/Sisterhoods be fully recognized and provided with the resources necessary to function properly.

**Recommendation 73**

The Committee recommends that Native spirituality be accorded the same recognition and respect as other religious denominations and that Native Elders be accorded the same treatment as other religious leaders.

**Recommendation 74**

The Committee recommends that the Correctional Service of Canada either hire more Natives or enter into further contractual arrangements with Native organizations to assist Native inmates in preparing release plans and applications for early release.

**Recommendation 75**

The Committee recommends that, where possible, the National Parole Board conditionally release a Native offender to his or her home community or reserve if that home community or reserve indicates that it is willing to and capable of providing assistance and supervision to the offender.

**Recommendation 76**

The Committee recommends that the National Parole Board carefully examine the implications of imposing a dissociation condition prohibiting association with people having criminal records before imposing it upon a Native offender.

**Recommendation 77**

The Committee recommends that governments fully support the expansion of Native-run programs and halfway houses to accept Native offenders upon their conditional release from prison.

**Recommendation 78**

The Committee recommends that the Correctional Service of Canada and the National Parole Board jointly establish an advisory committee on Native offenders upon which would be represented the major Native organizations involved in criminal justice matters.

**Recommendation 79**

The Committee recommends that where there is a significant number of Native offenders, the Correctional Service of Canada should ensure that there is proportionate Native representation on Citizens Advisory Committees attached to institutions and district parole offices.

**Recommendation 80**

The Committee recommends that the Solicitor General of Canada and the Minister of Justice jointly convene a Female Offender Research Working Group, involving representatives from other relevant federal departments and inviting the participation of relevant private sector agencies and interested provincial/territorial governments and academics to coordinate current and planned research about female offenders (criminality, sentencing and corrections). Further, this working group should recommend priorities for research undertaken or funded by the Ministry of the Solicitor General and the Department of Justice.

**Recommendation 81**

The Committee recommends that those who are developing and funding community sanctions include appropriate provision of quality childcare so that all offenders may benefit from them.

**Recommendation 82**

The Committee urges governments to make fine options programs more widely available and, in the meantime, to encourage the judiciary to use community service orders or other community sanctions in lieu of fines for economically disadvantaged female offenders.

**Recommendation 83**

The Committee recommends that governments provide greater support to the establishment, evaluation and maintenance of shoplifting counselling programs throughout Canada.

**Recommendation 84**

The Committee encourages the business community to support shoplifting counselling programs.

**Recommendation 85**

The Committee encourages criminal justice and addictions agencies to develop education/awareness programs suitable for use in conjunction with community sanctions. Such programs should be sensitive to the gender and culture of participants.

**Recommendation 86**

The Committee recommends that governments continue to expand their support for community-based addictions education/awareness and treatment programs and for sexual abuse counselling programs.

**Recommendation 87**

The Committee encourages Crown counsel, the defence bar and the judiciary to ensure that addictions treatment is explored with addicted offenders as a possible component of a community sanction where appropriate.

**Recommendation 88**

The Committee encourages breweries and distilleries to support innovative addictions education/awareness and treatment programs for offenders.

**Recommendation 89**

The Committee recommends that government departments with responsibilities for education, training, retraining and employment give priority to programs for female offenders and women at risk of coming into conflict with the law and that they provide adequate support to community initiatives which address the special needs of these women.

**Recommendation 90**

The Committee encourages Crown counsel, the defence bar and the judiciary, where appropriate, to consider the education, training and employment needs of female offenders in fashioning suitable community sanctions.

**Recommendation 91**

The Committee recommends that the federal government, preferably in conjunction with provincial/territorial governments, should fund community residential facilities for federal female offenders in the Prairies, Northern Ontario and Atlantic Canada.

**Recommendation 92**

The Committee urges community groups interested in operating such facilities and government funders to plan residential facilities and programs that will serve a diverse group of women at risk, where provincial/territorial correctional authorities are unwilling to cost-share "traditional halfway houses".

**Recommendation 93**

The Committee recommends that future federal-provincial Exchange of Service Agreements include halfway houses for women in the negotiated package and that no further federal-provincial agreements with respect to prison construction be made without agreement to fund or establish halfway houses for women in provinces/territories where they do not now exist.

**Recommendation 94**

The Committee recommends that, in the expansion of halfway houses for women, consideration be given to the prospect of accommodating dependent children with their mothers.

**Recommendation 95**

The Committee recommends that additional resources be made available to private sector agencies serving women in conflict with the law to enhance pre-release programming and services for female offenders.

**Recommendation 96**

The Committee recommends that the Solicitor General convene a Task Force on Federal Female Offenders, composed of representatives of appropriate federal government departments and agencies, the Canadian Association of Elizabeth Fry Societies and other relevant private sector agencies, and interested provincial/territorial correctional authorities, to:

- (a) plan for and oversee closure of the Prison for Women within five years;
- (b) propose at least one plan to address the problems related to the community and institutional accommodation of and programming for federal female offenders; and
- (c) develop a workplan for implementing the plan accepted by the Minister.

**Recommendation 97**

The Committee further recommends that the Task Force consult widely with inmates, women's groups and private sector correctional agencies, as well as with provincial correctional authorities, across the country at various stages of its work.