

Irish Prison Service
Seirbhís Phríosúin na hÉireann



**The Development of a New Multi-Disciplinary
Sex Offender Rehabilitation Programme
for the
Irish Prison Service**

Francesca Lundström, Ph.D.

January, 2002

Report prepared for
The Irish Prison Service
by
Francesca Lundström, Ph.D.
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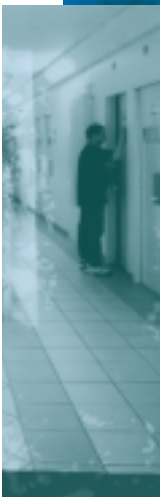
The Offending Behaviour Programmes Unit, HM Prison Service provided valuable insights into the employment of Prison Officers as sex offender treatment programme facilitators and into programme accreditation.

Finally, in Vermont, Ms. Georgia Cumming, Programme Director and Mr. Robert J. McGrath, Clinical Director, Vermont Treatment Program for Sexual Aggressors, Vermont Department of Corrections, together with their team of sex offender therapists guided me through a three-day visit of prison- and community- based sex offender programmes. The team provided me with information and documentation which assisted greatly in the description of an alternative way of administering criminal justice and in formulating the recommendations contained in this document.

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Francesca Lundström, Ph.D.

July, 2001



Executive Summary

When comparing the perceptions of the 59 respondents interviewed for this study from all levels of the Department of Justice, Equality and Law Reform and the Irish Prison Service, including sex offenders, with practices in Canada and Vermont and to a lesser extent the UK¹, it was evident that interventions provided for sex offenders in this jurisdiction are very different from those provided elsewhere, especially in Canada and Vermont. These differences are summarised below under the following headings: (a) the criminal justice system, (b) the management of sex offenders in prison and in the community and (c) the management of sex offender programmes.

The Criminal Justice System

Canada and Vermont have a seamless transition from prison to community-based sanctions and this procedure is reflected in the names of the organisations which oversee the sanctioning of offenders. In Ireland, and the UK, the criminal justice system separates the agencies that are responsible for the management of offenders in prison from their management in the community on probation or parole. In the UK currently there are attempts to have greater co-operation between the two agencies. This, as yet, has not happened formally in Ireland.

Vermont operates an innovative system of restorative justice as opposed to punitive or retributive justice which is very different from the system of justice Canada and Ireland have inherited from Britain because of their current (for Canada) and previous (for Ireland) membership of the British Commonwealth. The Vermont system, because of the involvement of the citizenry in sentencing, seems to increase the acceptance of sex offenders on parole more readily than in Canada and the UK.

There are laws, policies and structures in place in Canada and Vermont to assist the seamless transition of offenders, particularly sex offenders, exiting prison to community-based sanctions (i.e., parole). Additionally, there are structures available in the system to allow for policy development and the management and monitoring of policy effectiveness. This is achieved by rigorous research and evaluation of every policy or initiative to determine “what works”. In Ireland we do not have this tradition, possibly because of our history of political and economic difficulties.

Additionally, in Canada and Vermont, databases on offenders are shared by all criminal justice agencies. This strategy assists the process of research and evaluation in the entire criminal justice system by enabling evaluation, research and the tracking of offenders through the system.

The Management of Sex Offenders in the Prison and in the Community

In Canada and Vermont when an individual is found guilty of an offence, including a sexual offence, the process of assessing his criminogenic, educational, vocational and psychological needs

¹ In this instance the term ‘the UK’ denotes England and Wales, Scotland has its own Prison Service.

begins immediately. Then a sentence management plan is formulated, together with the offender, and he is sent to a 'home' prison or to a series of prisons that can address these needs. There are no formal procedures in place in Ireland either for the systematic assessment of sex offenders on committal or for formulating comprehensive sentence management plans for them.

In prisons in Canada and Vermont, there are programmes available to meet sex offenders' needs, including sex offender treatment programmes. In these two jurisdictions offenders taking part in sex offender programmes are housed separately from all other offenders to enable them to concentrate on the programme in which they are engaged. Canada accepts all comers to the programme (including deniers and offenders with high psychopathy scores) but Vermont does not accept deniers. Sex offenders who refuse to comply with all or part of their sentence management plan do not get parole in either jurisdiction until they have completed almost all of their sentences. Some Irish respondents claimed that the current sex offender programme was a 'one size fits all' approach which did not meet the needs of all offenders. Unfortunately, until there is a rigorous assessment procedure in place for sex offenders in this jurisdiction, we cannot prove or disprove this perception. Additionally, in Ireland there has been a practice of not releasing treated and untreated sex offenders until the very last day of their sentence.

In Canada and Vermont there is the possibility of sex offenders getting parole having served one-third of their sentence (in Canada) and having successfully completed the incarceration part of their sentence plan (in Vermont). Release into the community is seamless in Vermont and the offender's sentence management plan has a parole component which is strictly monitored to ensure his compliance. On parole, he is required to engage in programmes, including community sex offender programmes, or face parole violation charges and possible reincarceration. In Canada also, offenders are released on parole and have a parole plan with a set of stipulations with which he must comply. However, Canada's parole system is in some disarray and they do not seem to have been as successful as Vermont in managing satisfactorily this part of an offender's sentence. In Ireland, it has been the practice to release sex offenders on expiration of sentence, often without the benefit of treatment, with no accommodation, no employment and no formal plans for their community reintegration. Practitioners in Canada and Vermont, with many years' experience of working with sex offenders were unanimous in the view that this approach to sentence planning and community integration for sex offenders greatly undermines the potential benefits of therapeutic interventions undertaken during their imprisonment.

Additionally, an Irish media, negative towards sex offenders, helps to fuel fears and a negative response among the general public to the release of sex offenders even when they have completed their entire sentence.



The Management of Sex Offender Programmes

In Canada and Vermont there are several sex offender programmes (and in Canada, if necessary, individual treatment) to meet the assessed needs of offenders. In Canada, programmes for offenders with high intensity needs are delivered by specialist staff consisting of Psychologists, Nurses, etc. However, in some prisons, promoted Correctional Officers, who already have a BA degree in the social sciences, are trained to facilitate lower intensity sex offender programmes. In Vermont, specially trained sex offender therapists who are at MA level of education contract to the Vermont Department of Corrections to deliver group programmes and individual therapy to offenders in prison, on parole and on probation.

The UK has trained Prison Officers as sex offender programme facilitators. Their training does not reflect the level of education which Correctional Officers in Canada have attained before further training to become sex offender programme facilitators. In Ireland, there were aspirations among most respondents that Prison Officers should facilitate sex offender programmes. Many of those in favour of the approach were concerned that it will be done “on the cheap”. Respondents were adamant that the selection and training of Prison Officers should be to a standard that will maintain the quality of the programme currently being delivered.

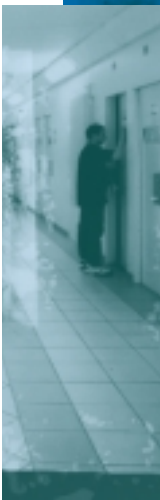
In Ireland the desire and need for information about how to treat sex offenders in prison was identified. Additionally, there were perceptions that the Irish public was uninformed about the possibility that treated sex offenders were considerably less likely to reoffend than those who had not received treatment. In Canada and Vermont rigorous record keeping about offenders' progress through the system assists them in being able to affirm, with the backing of sound research, that interventions are effective in rehabilitating sex offenders and minimising their recidivism. Armed with this knowledge, staff at all levels and society in general are kept informed of new developments by in-house newsletters, more formal in-house journals and information on their criminal justice websites. An added dimension in Vermont is providing victims with information about “their” sex offender, including his progress in the rehabilitative process. Additionally, victims have the chance, when the offender applies for parole, to make submissions to the Parole Board. Sex offenders in Vermont are obliged to pay for any therapy their victim may need as soon as they are able to do so. These strategies are purported to increase society's acceptance of the treated sex offender on parole and subsequently on release.

In Canada and the UK, sex offender programmes and other programmes designed to address offenders' criminogenic needs are accredited by external bodies of international experts in order to ensure that programmes really do work. One of the Canadian programmes has been accredited at the Programme Accreditation Level and is currently being piloted at different sites around the country for Site Accreditation to take place. The sex offender programme designed by the UK Offending Behaviour Programmes Unit and used in its prisons throughout the UK has also been



accredited at Programme level and at Site level in many prisons. These international accreditation panels require considerable amounts of documentation from research and best practice to demonstrate that the programmes they have been asked to accredit will stand up to the scrutiny of the international criminal justice forum. Additional documentation must show exactly who will facilitate these programmes, how they will be organised both in terms of staffing and facilities and precisely for what kind of offender they are designed. Much work has yet to be done in Ireland before we can produce the body of evidence required so that the new multi-disciplinary sex offender programme can be accredited by international criminal justice experts.

Ireland is well positioned to learn from the experience of other jurisdictions which are world authorities in the development of comprehensive interventions for sex offenders to enable their own programme experts to produce a programme tailored to the Irish situation.



1. INTRODUCTION

1.1 Background

In 1993, the Department of Justice published a discussion document "*A Proposal for a Structured Psychological Treatment Programme for Sex Offenders*." In this document it was stated:

There is need for a prison-based structured treatment programme for sex offenders. Such a programme can play an important, though limited, role in helping reduce the extent of sexual victimisation in society (p. 31).

In 1994, a Sex Offender Treatment Programme was initiated in Arbour Hill Prison using a manual designed for use in prisons throughout the United Kingdom. In 2000, the manual was replaced by an updated version of the original UK² manual. In 2000 also, this Programme was started in the Curragh Prison using the same updated UK manual. Psychologists and Probation and Welfare Service Officers currently facilitate these programmes. In 1998 a research project evaluating the sex offender programme was started in Arbour Hill. This evaluation is ongoing.

1.2 The Current Initiative

In 2000, the Irish Prison Service established a Steering Committee to initiate developing a new multi-disciplinary sex offender programme suitable for use in Ireland (e.g. that references to laws applicable in the UK but not in Ireland would be omitted and UK examples would be rewritten with an Irish 'flavour'). Part of this initiative is to involve Prison Officers in facilitating sex offender programmes. In October 2000, a Research Consultant was appointed with the brief containing four elements to bring this initiative to fruition.

The first element required an account and critique of the current Irish programme being delivered in Arbour Hill and the Curragh Prisons. The second required site visits to these prisons and a review of material associated with a sample of similar programmes operating in other jurisdictions. The third element entailed examining accreditation procedure elsewhere to enable the formulation of an accreditation process appropriate for the new programme. The fourth requirement was the production of a manual for the delivery of the new multi-disciplinary programme for the rehabilitation of sex offenders, which will have appropriate accreditation, and be based on best international practice.

² Throughout this document the term 'the UK' denotes England and Wales.

This document reports the results of the findings of the Research Consultant, Dr. Francesca Lundström.

- Chapter 2 provides details of how the brief was carried out.
- Chapter 3 gives the results of the critique of the current Irish sex offender programme from the perspective of sex offenders and personnel from the Department of Justice, Equality & Law Reform and the Irish Prison Service.
- Chapter 4 describes treatment for sex offenders in Canada and the State of Vermont, USA. Additionally, the UK practice of having Prison Officers facilitating programmes is described.
- Chapter 5 details the accreditation of programmes, including sex offender programmes in the UK and Canada.
- Chapter 6 contains conclusions, discussion and recommendations arising out of chapters 3 to 5.

The manual for the new Irish multi-disciplinary programme is a separate document.



2. METHODS

2.1 Introduction

This chapter describes the methods used to generate information on the treatment of sex offenders in an Irish context. It is comprised of six sections including this one, followed by a list of the references used in this chapter. The sections in this chapter are as follows:

- **The Irish Locations** - gives a description of where the data for Chapter 3 were collected.
- **The Interviews** - describes how the interviews were conducted.
- **The Respondents** - introduces the 59 respondents who took part in the study.
- **The Qualitative Data Analysis** - recounts how the data were analysed.
- **Locations Abroad** - identifies the locations the Research Consultant visited to write Chapters 4 and 5 of this Report.
- **The Name of the Programme** - explains the terminology used throughout this document.

2.2 The Irish Locations

Initially, the brief was to gain information on perceptions of Irish Prison Service personnel and offenders on the sex offender programme in Arbour Hill Prison. However, because the programme was being started in the Curragh Prison it was decided to include respondents from three different prisons as follows:

- Arbour Hill Prison which has a well-established sex offender programme.
- The Curragh Prison which, at the time of the investigation, was in the process of starting a sex offender programme.
- Cork Prison which has a population of sex offenders but does not have a sex offender programme.

2.3 The Interviews

It became clear when the investigation began that respondents considered that focusing only on treatment in prison was inappropriate and subsequently the Research Consultant asked respondents to design their 'ideal' sex offender programme from the time the offence was committed until the offender had ceased offending or had died.

Interviews were conducted between October 2000 and March 2001 using a modified form of the 'Emic³ Technique'.

³ For a description of this technique see Appendix A to this document.

2.4 The Respondents

Overall, 59 individuals within the Department of Justice, Equality and Law Reform and the Irish Prison Service were interviewed, including nine with offenders who had committed a sexual offence. Four interviews were conducted with groups of between four and two respondents and the remainder of the respondents were interviewed individually. Interviews lasted, on average, 45 minutes (range 10 minutes to more than one hour's duration). At their own request, some individuals were interviewed twice, one group was interviewed three times. Respondents were informed they could use a 'stream of consciousness' approach to the interview. Later, when the details of the interview were being typed this free-flowing material was arranged under headings which for the purpose of analysis are called 'segments' (see section on qualitative data analysis below).

The interviews were typed by the Research Consultant (because of confidentiality issues they could not be passed to a secretary for transcription). When typing was completed the interviews were returned to each respondent to make changes or additions if they wished to do so. When these interviews were returned the researcher made the amendments and corrections to the interviews requested by the respondents. These became the data from which the information in Chapter 3 is derived.

Table 2.1 gives a breakdown of the different categories of individuals interviewed in this part of the project.

Table 2.1: Categories of Respondents

Status of Persons Interviewed	Number
Offenders	9
Prison Officers ⁴	15
Prison Management ⁵	7
Prison Education Service ⁶	7
Specialist Services ⁷	17
Administration	4
Total	59

Overall, 50 men and nine women were interviewed.

⁴ Including four members of the Irish Prison Officers' Association.

⁵ Governor, Assistant Governor, Chief, Industrial Supervisor, etc.

⁶ For the sake of brevity, and because this is what they referred to themselves as, this response category was referred to as 'Teachers' in Chapter 3.

⁷ Including Psychologists, Probation & Welfare Service Personnel, a Prison Chaplain and a Psychiatrist.



The reader should remember that the views of the respondents expressed in Chapter 3 are *their views* and on occasion may not reflect current policy and practice in relation to the sex offender population or programmes in Ireland or elsewhere.

The Research Consultant also visited the Granada Institute and had hoped to interview other community-based agencies delivering services to sex offenders. This strategy had to be abandoned because of time constraints.

2.5 Qualitative Data Analysis

The data from the group and individual interviews were transcribed onto computer text files, the qualitative data set was derived using three-step data classification procedure. This entails identifying: (a) segments and (b) topics and (c) variables. Figure 2.1 shows the structure of the analysis.

Figure 2.1: *Structure of the Qualitative Data Analysis*



This framework was used heuristically to impose structure on the free-flowing, open-ended nature of the data within the different parts of the interview schedules. Analysis was conducted in three steps: the first defined 'segments' - general headings in the data. The segments were headings for the interviews imposed at the time the interviews were transcribed. The second step in the analysis identified 'topics' - more specific headings in the emerging data; and the third and final step identified 'variables' within topics where the nuanced information emerged. In analysing the data using this method, it was possible to create a logical structure for the data and thereby identify elements common to all respondents and those specific to the different categories of respondent (e.g. offenders, prison officers, etc.) Qualitatively derived variables were coded categorically (e.g. yes, no; present, absent). Decisions were made on which variables to eliminate because of an overall low rate of response (see Bergman & Magnusson, 1983 on classification and variable choice). The number of respondents mentioning a 'variable' will give an indication of the importance of that variable to the group or sub-group.

Because the qualitative interviews conducted in this study are exploratory, the data analysis is also exploratory. Tukey (1971) calls this type of work exploratory data analysis (EDA) and uses the analogy of the researcher being like a detective gathering evidence and questioning assumptions in an attempt to make a case that later may be formally tested in the court of statistical inference. He likens the initial analysis to using tools which are like jack knives rather than razors. A more sophisticated type of EDA conducted on Emic-type interview data appears in Lundström (1985).

Most research (especially quantitative research) is based on the idea that findings can be generalised to the population from which the random sample has been drawn. Lincoln and Guba (1985) defined generalisations as 'assertions of *enduring* value that are *context-free*' (p. 110, emphasis in the original). These authors point out that this assumption is unattainable, "the trouble with generalisations is that they don't apply to particulars" (p. 110). In qualitative research, according to these authors, the only generalisation is there is no generalisation. However, this does not mean that qualitative research is doomed to a description of the world as seen only by those who took part in the study. We have to look at qualitative data in another light than those data derived by random sampling and the use of quantitative methods. We must ask are qualitative data credible? Credibility according to Lincoln & Guba (1985) is achieved by: (a) prolonged engagement, (b) persistent observation, (c) peer debriefing, (d) member checks, (e) thick description, and (f) triangulation. The author believes credibility was achieved by fulfilling these 'credibility' criteria. For example, engagement with many different categories of prison personnel was ongoing for over six months. Observation was persistent and took place at many different levels within the prison system in Ireland and elsewhere. Peer debriefing was done internally by the Steering Committee for the project and later by an 'Inter-Rater⁸' (see below). Member checks were carried out by the study's respondents who reviewed the transcripts of their interviews for accuracy. Drafts of chapters were checked for accuracy by members of the Steering Committee. Thick and nuanced description is available to the reader in the chapters describing the results of the research in Ireland and abroad. In addition, it is hoped that triangulation of the data will be undertaken at a later date when more research and evaluation takes place within the Irish Prison Service. However, the author would remind readers that the results of the qualitative study, will not be the type which can be generalised to known or unknown populations.

Inter-Rater: When the data from the interviews reported on in Chapter 3 had been analysed, a 20% sample was passed to an Inter-Rater to check on the validity of the coding of a selection of the variables⁹. The Inter-Rater read the transcripts, and from the coding criteria, independently scored the variables. An Inter-Rater agreement rate of 80% is usually deemed satisfactory. In this instance, after recoding a variable (Attitudes towards the sex offender programme) on the recommendation of the Inter-Rater¹⁰, an agreement of 84% was achieved.

⁸ Inter raters are given a sample (usually 20 per cent) of transcripts of interviews and are asked to identify from coding criteria, the segments, topics and variables in the data. An inter-rater agreement rate of 80 per cent is usually deemed satisfactory.

⁹ These variables were: One or many prisons for sex offenders, segregated or integrated prisons for sex offenders, attitudes towards the sex offender programme, attitudes towards the thinking skills programme, whether sex offender programmes should be voluntary or mandatory, whether prison officers should facilitate the sex offender programme.

¹⁰ Initially the variable had been coded into three response categories and was subsequently recoded into four, giving 'ambivalent' a separate response category from 'positive and negative'.



2.6 Locations Abroad

After discussion with the Steering Committee for the project and further input from the Irish sex offender programme facilitators, three locations abroad were earmarked for a site visit. These were:

The Offending Behaviour Programmes Unit, HM Prison Service, 12th January, 2001.

The Correctional Services of Canada (CSC) between 12th and 15th February, 2001.

The Vermont Treatment Programme for Sexual Aggressors between 20th and 21st February, 2001.

Contacts with all three locations were established in November 2000. It became apparent at that time that visiting these sites before Christmas would not be an option because of the absence of key personnel and time constraints.

The UK: A senior member of staff of the Offending Behaviour Programmes Unit, HM Prison Service was interviewed over the course of two hours on two issues; (a) the practice of Prison Officers facilitating sex offender programmes and (b) the accreditation of programmes for offenders.

Canada: Peter Cummings, Director, International Relations Intergovernment Affairs, CSC, and his team designed a visit for the Research Consultant based on the following areas of interest, communicated to them in advance of the visit:

- Programmes
- Research
- Intake Assessment
- Community Reintegration
- Programme Accreditation

Two days were spent at the headquarters of the CSC in Ottawa and two days were spent in the Kingston, Ontario area visiting the Intake Assessment Unit, Millhaven Institution and the Regional Treatment Centre Kingston.

CSC assigned Ms. Suzanne Blais, Co-ordinator of International Visits to accompany the Research Consultant to various venues in Ottawa, drive her to Kingston and to the two prison locations.

The CSC provided the Research Consultant with much documentary evidence and additionally mailed more of the documentation which would have been impossible to pack for return to Ireland.



Vermont, USA: The visit to Vermont was organised by Ms. Georgia Cummings, Programme Director, together with Mr. Bob McGrath, Clinical Director, Vermont Treatment Programme for Sexual Aggressors. The first day of the visit to Vermont was spent at Windsor in a prison which provides a programme for chronic paedophiles. The subsequent two days were spent at a prison St. Albans and in Burlington, VT.

During the visit to Vermont, the Research Consultant sat in on Treatment Team meetings in both Windsor and St. Albans. At these meetings the progress of offenders is discussed. When an offender is due for discharge from the programme, waiting lists are scrutinised to admit to the programme the offender most in need of treatment (usually because of a looming release date). The visits to the two prisons also gave the Research Consultant the opportunity to sit in on several treatment groups. Additionally, the Research Consultant observed an offender meeting his Community Correctional Officer for the first time and witnessed the hand-over of documentation from the Correctional Service Specialist¹¹ to the Specialist in the community.

In Burlington the Research Consultant sat in on a community sex offender treatment group.

On departure from Vermont the Research Consultant was given a considerable amount of documentation describing the assessment and treatment of sex offenders in prison and in the community.

2.7 The Name of the Programme

Throughout this document the Sex Offender Programme provided in Ireland is not called a 'Treatment' programme as is the case in many other jurisdictions. This strategy was adopted for the following reason given very eloquently by a member of Specialist Services.

'Treatment' of sex offenders implies an illness. If you refer to 'treatment' of sex offenders you collude with a lot of their defence - "I only did this because I was ill and if you cured me I wouldn't do it again. Therefore I am an ill person, therefore I am not really responsible." Whereas, challenging the behaviour of sex offenders or the re-education of sex offenders is a more appropriate name for the programme. In using 'treatment' the offender can apply a passive approach and say it is the therapist's job to 'cure' him. And if I do re-offend, it is your fault because you did not 'cure' me.

¹¹ See Chapter 4 for a description of these roles which are somewhat similar to that of Probation and Welfare Officers.

2.8 References

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- Tukey, J., (1975). *Exploratory Data Analysis*, (3rd ed.), Reading, MA: Aldine.



3. A CRITIQUE OF THE CURRENT SEX OFFENDER PROGRAMME

In every century there is a new orthodoxy and a new heresy. The heresy now is anything to do with sex offending. Burned at the stake, no trial, burn them! Even intelligent people subscribe to this approach and it's not very good (A Teacher Respondent).

3.1 Introduction

This chapter describes the results of the in-depth interviews with 59 respondents (in 53 individual and group interviews¹²) from the Irish Prison Service and the Department of Justice, Equality and Law Reform concerning their perceptions of the treatment of sex offenders and how it could be improved¹³. The interviews were analysed using the methods described in Chapter 2. This consisted of a three-step procedure which entailed identifying: (a) segments, (b) topics and (c) variables. A description of how the different response categories were constituted is described in the preceding chapter.

The chapter is comprised of seven sections including this one, describing the five segments of the analysis, followed by a chapter summary.

- **Types of Prison and the Prison Environment** - describes aspects of imprisonment for sex offenders. It includes a discussion on whether there should be a specialist prison, several prisons with programmes for sex offenders and whether sex offenders should be segregated from or integrated with the general offender population. Respondents recounted the unique issues relevant to staff in sex offender prisons, and the management of sex offenders.
- **Programmes in Prison** - recounts respondents' attitudes towards the Sex Offender Programme, and the Thinking Skills Programme and the desirability of providing other programmes for sex offenders.
- **Management of Programmes in Prison** - describes issues relevant to facilitating the programmes, including the Sex Offender Programme and Prison Officers facilitating them, facilitator training and programme resources and respondents' perceptions about the need for research and evaluation of prison interventions.
- **Community Issues** - relates comments from respondents about pre-sentence and post-release issues for sex offenders including the need for throughcare/aftercare.
- **The Desire and Need for Information** - outlines the desire for and the identification of the need for information about the management, treatment and many other information issues relating to sex offenders in prison and in community settings.
- **Summary**

¹² Because of the use of group interviews, the number of respondents in the tables in this chapter is calculated as 53.

¹³ The reader should remember that the views of the respondents expressed in this chapter are their views and on occasion may not reflect current policy and practice in Ireland.



3.2 Types of Prison and The Prison Environment

Prison is the container, the 'iron mother', holding and containing very difficult psychoses or whatever they might be. That time of containment is the ideal time for intervention. Therefore there should be a definite programme which addresses sex offenders' behaviour and their reason for being there (A Teacher Respondent).

This segment contains four topics which describe respondents' views on the appropriate types of prison, the prison environment for and the management of sex offenders.

3.2.1 Types of Prisons for Sex Offenders

This topic contains two variables. These are whether there should be one or several prisons for sex offenders and whether sex offenders should be segregated from the general body of offenders.

One Versus Several Prisons for Sex Offenders: Respondents discussed whether there should be one dedicated, segregated prison for sex offenders (mostly, but not exclusively, that this should be Arbour Hill Prison) where offenders could engage in the sex offender programme. Others suggested that the programme should be delivered in several prisons. Table 3.1 gives a breakdown by prison to the reactions to this topic.

Table 3.1: *One Dedicated Prison versus Programmes in Several Prisons for Sex Offenders by Location of Respondent*

Location	One Prison	Programmes in Several	Not Mentioned	Total
Arbour Hill	4	0	18	22
Curragh	2	0	4	6
Cork	0	4	7	11
Other ¹⁴	4	2	8	14
Total	10	6	37	53

¹⁴ Respondents from the Irish Prison Service and the Department of Justice, Equality & Law Reform.

Thirty per cent (16/53) of respondents from all locations discussed this issue. It is obvious that many of the respondents in the two prisons which already have programmes believed their prison is the single ideal location for the delivery of the Sex Offender Programme.

Respondents from the prison without a programme wanted programmes in all prisons where sex offenders are incarcerated. Respondents who are classified as 'Other' gave mixed responses.

One respondent from Prison Management claimed Arbour Hill Prison should be recognised as the main prison and national centre for the treatment of sex offenders. On the other hand, a Specialist Services respondent gave an explanation why offenders should not be moved to a dedicated sex offender programme for treatment.

One of the reasons offenders in Cork do not get involved in the programmes in Dublin is because of the distance. Additionally, the stigma of going to Arbour Hill or the Curragh is too much for themselves and their families.

Segregation versus Integration: Intertwined with the above discussion is another one about whether sex offenders should be incarcerated in segregated or integrated prisons. Table 3.2 gives a breakdown of the responses which the different categories of respondent gave to segregated versus integrated prisons for sex offenders.

Table 3.2: Segregated versus Integrated Prisons for Sex Offenders by Category of Respondent

Category	Segregated	Integrated	Not Mentioned	Total
Offenders	1	0	8	9
Prison Officers	2	3	4	9
Prison Management	3	0	4	7
Teachers	2	1	5	8
Specialist Services	2	2	12	16
Administration	2	0	2	4
Total	12	6	35	53



Overall, 34% (18/53) of respondents mentioned segregation/integration. More respondents favoured segregated prisons for sex offenders than integrated ones. The categories of respondent most likely to mention this topic were Prison Officers, Prison Management, and those least likely were Specialist Services with more Prison Officers favouring integration than segregation. It should be noted that four respondents who mentioned this topic, although favouring segregation, were aware that there were problems relative to sexual fantasy and collusion when offenders are incarcerated in segregated environments.

The one offender¹⁵ mentioning this topic advocated a segregated prison and claimed Arbour Hill is ideally designed for the Sex Offender Programme and rehabilitation because, according to him, there is no pointing or name calling as is the case in other prisons.

A Prison Officer respondent supporting segregation claimed that in dedicated “sex offender prisons” there is less of a stigma to being a sex offender than in mainstream prisons. This encourages offenders to engage in a sex offender programme. On the other hand, this respondent realised that because they are in a sheltered environment, offenders have no experience of the stigma and problems they will face on release.

All respondents in the Administration category who mentioned the variable subscribed to segregated prisons for sex offenders but most suggested there should be a throughput of people who would go to a centre for rehabilitation and not for containment.

Administration needs to separate treatment and containment. When the treatment module is over offenders move on. Additionally, if offenders are not ready for treatment, they should be moved on. In that way you are moving people through and you are not allowing them reinforce inappropriate kinds of behaviours.

Advocating integrated prisons, one Prison Officer respondent claimed that in the ideal world, sex offenders should be able to mix with ‘ordinary’ offenders. Another Prison Officer respondent claimed that in Castlereagh Prison there is a general mixing of offenders and sex offending does not stand out. When sex offenders are incarcerated in a segregated prison, it creates a stigma that is reflected in civilian life. It also creates a stigma for visitors as it is very pointed that Arbour Hill is solely for sex offenders.

One member of Specialist Staff was against segregation because he believed that having segregated sex offender prisons is beneficial to Prison Management. Sex offenders, according to this respondent, are quiet and will accept anything from the prison system. This situation is good for Prison Management because there is no tension between Officers and offenders. Having integrated prisons with all categories of offenders, especially lifers, who will not put up with inferior conditions and are inclined to push for improvements, is better overall for offenders, he

¹⁵ All sex offenders in this report are referred to as males. It is not inconceivable that in time, as in other jurisdictions, Ireland will have a population of female sex offenders. However, currently this is not the case hence, there is what might appear to some as a ‘sexist slant’ in the document.

claimed. Another respondent from this category also favoured integration because a mix of different categories of offender is more reflective of society.

3.2.2 The Prison Environment for Sex Offenders

There are four variables within this topic: the need for a therapeutic environment in prisons for sex offenders, pornography in prison, observed changes in the ethos of Arbour Hill Prison, whether prison is an appropriate setting for some sex offenders, especially prisons without specialist programmes.

The Need for a Therapeutic Environment: In mentioning that there should be a therapeutic environment in prisons where sex offenders are incarcerated, respondents who mentioned that the environment should be 'holistic' are also included as mentioning this variable.

Overall 34% (18/53) of respondents mentioned this variable. Again there are differences in the response rates of the different categories. Administration, Prison Management and Specialist Staff were those most likely to mention the variable.

According to a member of Prison Management, prison plays an ongoing part in sex offender treatment, therefore, it should be a therapeutic environment. In providing this, the benefits would outweigh the disadvantages (i.e., of having all sex offenders together in one place). For a Teacher respondent the therapeutic and the confrontational aspect of acceptable behaviour for sex offenders should be on a continuum in prison.

Ideally offenders should be contained and the team of carers (lock up staff as well as the teachers, the therapists and the catering staff) that are with them should all have a like-minded training so that there is a consistency in the type of response they get from people. Consistency is very important.

The environment, according to this respondent, would have to be confrontational and safe at the same time, which she claimed, is almost a contradiction in terms.

For a Specialist Services respondent, a big prison is a problem as it might not be willing to incorporate a therapeutic environment into its regime. There has to be a balance between prison and therapeutic intervention. There is an inherent conflict between discipline and therapy. Should sex offenders be housed in a special wing of a bigger prison, on their release the cells might have to be allocated to non-sex offenders which could destroy the therapeutic ethos. Small prisons with homogenous populations of sex offenders should be considered.

One member of the Administration response category commented:

The whole prison has to be focused on making the community safe by working on the prisoner. The message has to be visible from the door in Offenders start to realise from signs



on the wall that this is a prison. People do not come to prison to be punished or to obtain forgiveness. They are in prison to pay their debt to society and working with therapeutic services ensures that they do not offend again. That message has to be hammered home very hard.

In the prison without a sex offender programme there is no treatment for sex offenders. According to one Prison Officer:

All the sex offenders are doing in this prison is 'time' and that is it. They are not being given a chance to say they are sorry for what they did and say it was wrong. And it's back to the same thing again when they get out.

Pornography in Prison: Fifteen per cent (8/53) of respondents mentioned there should be a policy about pornography in sex offender prisons. The respondents were mostly but not exclusively from the Prison Management and Administration response categories. An Administration respondent pointed out that there must be issues for female staff members if there is pornography all over the place. Another respondent from the Administration response category commented that:

The cells of offenders with particularly paedophilic tendencies should be free of material usable in inappropriate fantasisation. The prison in which we hold sex offenders should be a prison which should be therapeutic in its whole format. We need to ask ourselves if pin-ups, which we would regard as innocent on the outside are appropriate in that setting.

A respondent from Specialist Services suggested it would be preferable if the decision not to use pornography came from the 'bottom up', meaning that offenders themselves should be encouraged to adopt and enforce a pornography-free policy.

A Change in Ethos: Nineteen per cent (10/53) of respondents in all response categories except Offenders, spoke about the need for a change in the prison ethos relative to sex offenders. Three respondents reported that changes had already occurred in Arbour Hill since the start of the Sex Offender Programme there. A Prison Management respondent commented that the attitude of the offenders in Arbour Hill is changing towards the Sex Offender Programme and more of them are applying for it.

A Specialist Services respondent remarked that there is now a different, therapeutic, ethos in Arbour Hill than the one which was there before the development of the programme and which still exists in other prisons. Although another member of Specialist Services noted that the consciousness raising done with Arbour Hill staff when the Sex Offender Programme was started is being lost. This is evidenced currently by Officers 'slagging off' sex offenders. Additionally, another member of Specialist Services reported that some Prison Officers joked about being able to watch the video of the Sex Offender Programme sessions which led to offenders feeling threatened.

A member of the Administration response category believed that:

[there is] a treatment culture building in Arbour Hill which is very valuable because that is a motivator for people in that prison. When the group treatment programme started in Arbour Hill, there was a very clear culture in the prison - the prisoners used to talk about the 'therapy heads'. They were a very small number and they were sneered at. That has gone completely from Arbour Hill and there are no therapy heads now which is very good. That is useful in encouraging and motivating prisoners to engage in the programme.

The Appropriateness of Prison for Some Sex Offenders: Seventeen per cent (9/53) of respondents, Prison Officers, Teachers, Specialist Services and Administration respondents questioned the appropriateness of prison without programmes for sex offenders. A Prison Officer commented:

How can prison release sex offenders without having helped them?

In those instances, a member of Specialist Services claimed:

Prison makes them [offenders] worse rather than helping them.

Two Specialist Services and one Teacher respondents, questioning the utility of prison for sex offenders at all, claimed that:

Some sex offenders could be dealt with in the community. Prison does nothing for some medium risk offenders. Courts have difficulty in allowing sex offenders to remain in the community.

3.2.3 Staff in Sex Offender Prisons

This topic includes four variables: Staff attitudes towards their jobs, issues relevant to female staff, general training issues and the need for job enrichment for Prison Officers.

Staff Attitudes Towards Their Jobs: Fifteen per cent (8/53) of respondents, Prison Officers, Prison Management and Specialist Services, mentioned that Prison Officers needed recognition for the job they do. Four Prison Officers spoke negatively about their jobs because of lack of recognition. A Prison Officer commented there is the attitude that:

The Prison Officer is only paid from the neck down.

A member of Prison Management explained that:

The culture in prison is not to value or communicate with staff and there is no recognition for their off-duty work. They have no power, no say, no opinion.



Included in this negativity towards their jobs are feelings of inferiority because “professionals” may act in a superior manner towards Prison Officers. Negativity towards one’s job can develop over time as one Prison Officer respondent described:

There is often great enthusiasm at the start of a Prison Officer’s career and then they become disenchanted.

One member of the Teacher respondent category also mentioned that Teachers, although they play a valuable role in prison, are taken for granted.

Female Staff: Eleven per cent (6/53) of respondents, three men and three women spoke about female staff in all-male prisons, especially those with a total or partial population of sex offenders.

One female member of the Prison Officer response category reported that on the landing¹⁶ women Prison Officers get unwanted compliments from sex offenders.

Another, male Prison Officer respondent was positive about the contribution female officers make to the prison environment. He claimed that the prison can be a very male environment. Women working in prisons definitely have brought a very worthwhile and different dimension to the job. He added that many sex offenders have low perceptions of the value of women and should be reminded of the powerful women in our society like Mary Robinson and Mary McAleese.

A Teacher respondent commented that

In prison there is a male attitude that women have to be protected from ‘nastiness’. There are apologies for bad language. There is also the impression that sex offending is a dirty area that women should not really get involved in.

She also reported that there were day-to-day surprises when opinions are expressed in class about the treatment of women (e.g. violent attacks). She claimed offenders use this strategy to try out teachers to see their reactions, especially women teachers in a class situation. If the woman reacts ‘incorrectly’ in their eyes she is marked down as sympathetic to their warped point of view. However, another female Teacher respondent commented that age is an advantage for women working with sex offenders, for example, being more relaxed and comfortable in the womanly role.

Commenting on female participation in male prisons, one Specialist Services respondent claimed that prison is male dominated and this thinking affects the whole situation. There are no women governors to take the maleness out of prisons.

¹⁶ The area of a prison where offenders are housed in cells.

A female Specialist Services respondent, who is a Programme Facilitator, commented:

For a woman facilitator there are issues over power. Sex offenders have distorted attitudes to women. The woman team member should be clear about her position on the team in terms of power. She should be seen as an equal professional team member which should be modelled for the offenders. She should portray the professional me as opposed to the feminine me.

Another female Specialist Services Programme Facilitator respondent said:

Misogyny among offenders is difficult to deal with. Offenders sometimes have difficulty about women talking about specific sex issues like masturbation.

Commenting on the value of having women Programme Facilitators, a male Specialist Services respondent claimed

There is need for female facilitators - they have a very special role to play in delivering programmes to sex offenders.

General Training Issues: Twenty-eight per cent (15/53) of all respondents, excluding Offenders, discussed training throughout prisons for staff, especially those dealing with sex offenders. This included training for Prison Officers, Prison Management and Teachers.

Prison Officer respondents claimed that training for Prison Officers is *ad hoc* and continued:

There is a nine-week's induction course in Portlaoise. Officers are still being taught from the 1947 Rule Book, which is outdated, and in need of revision.

A Teacher respondent commented on the need for training throughout the sex offender prison system stating that:

All levels of staff, Officers, Teachers and Administration (including Chief Officers and Governors) need training in deviant sexuality and how to deal with it.

The Need for Job Enrichment: Overall 21% (11/53) of respondents, including Prison Officers, Prison Management, Specialist Services and Administration, mentioned that Prison Officers would benefit from their jobs being enriched. One Prison Officer respondent claimed that 'standing at a gate is unproductive' and another explained that Prison Officer's roles should be enhanced and should involve more than just custodial tasks. Younger Prison Officers especially do not want to be just custodians.

Two Prison Officer respondents suggested that Prison Officers might be given the counselling skills and transferred into the community and to work there with released sex offenders.



An Administration respondent claimed:

One of the key parts of that is changing how the Prison Officer works, breaking down the duties of the Prison Officer. Maybe the Basic Grade Officer is happy to do the security stuff on roster. Other Officers might like to do the advanced work as well as being available to do the security work.

3.2.4 The Management of Offenders

This topic includes three variables: attitudes towards sex offenders, sentence planning and the selection of offenders for the Sex Offender Programme.

Attitudes Towards Sex Offenders: Over the course of conducting the 53 interviews, the Research Consultant did not meet anybody who was negative towards offenders who commit sex offences. That is not to say that they condoned their crimes - they did not. Respondents from Prison Officers through to Administration were aware that many offenders had committed heinous crimes. A Prison Officer claimed that it is no good demonising people and labelling them 'sex offenders'. According to the respondent, this is inappropriate - they should be called 'people that have committed a sex offence' in order to separate the behaviour from the person. A Teacher respondent considered that:

A person's behaviour should be separated from the person themselves. One should never focus on the individual's offence at all unless the focus comes from themselves.

Although the Research Consultant did not interview anybody who had a negative attitude towards sex offenders there was anecdotal evidence that negative attitudes towards them exist in prison. One Prison Management respondent explained the way some prison staff can display negative attitudes towards sex offenders:

The majority of the staff in the prison who do not work directly with sex offenders do not like working with them. If they are on duty the offenders would not like to talk to them and the Officer would not want to talk to them anyway.

Another issue which arose throughout the course of the interviews concerning attitudes towards sex offenders was their place at the bottom of the hierarchy of their 'peers' in prisons (and possibly in the community). Nine respondents mentioned this issue, Prison Officers, Teachers and Specialist Staff, questioning if a sex offence is any more heinous than murder or beating an older person to within an inch of their lives. As one teacher explained:

It is amazing the amount of hostility shown towards sex offenders in prison. They are called all sorts of names - 'the hairies' and this and that. Yet someone who would have battered old people over the head and robbed their life savings and left them for dead are not considered so dreadful. There are ultra negative attitudes towards sex offenders and it has to stop.

Sentence Planning: This variable includes the responses of those who referred to the desirability of sentence management and assessing and classifying sex offenders at the time of their incarceration. Forty-seven per cent (25/53) of respondents mentioned this variable. Those most likely to mention it were Administration, Specialist Services and Prison Management.

One Prison Officer commented that at the moment there is no structured approach towards the management of sex offenders in prison. For example, offenders should move from Group Skills to Thinking Skills Programme before taking the Sex Offender Programme. This would involve proper sentence management and not the haphazard approach that is currently in practice.

A Prison Management respondent believed positive sentence management should be put in place to enable an offender to identify his deficiencies and requirements (i.e. educational, physical, mental, including mental health difficulties and addictions).

A Teacher suggested that at intake, programmes should be set out for offenders. This should include education in literacy because if an offender is illiterate they cannot enrol in the sex offender programme. Additionally, the sentence plan should be multi-disciplinary.

It should include a nurse who would devise a health programme for the offender, a teacher who would design his education and a psychologist who would look after his psychological needs. The sentence management plan should therefore be meaningful where everyone works together on behalf of the offender.

Until recently, this respondent claimed, all the professionals worked separately and did not communicate with each other about an offender's needs. Another Teacher respondent believed that positive sentence management should also deal with release and suggested that prisons should also be classified. For example, prison A would offer remedial teaching; B would have a training unit, and C would have an open unit where offenders could have weekend furloughs and temporary release.

A member of the Specialist Services commented that if the offender refuses to have a sentence plan he should be removed from the sex offender treatment unit. However, care should be taken not to blame the offender and to look at ways of engaging him in sentence management. Another Specialist Services respondent summed up what sentence planning meant for him:

There should be a seamless system which operates throughout an offender's sentence. This system would start with a comprehensive assessment with access to the offender's crime file followed by a psychological assessment (including a psychopathy checklist, offenders IQ to spot if an offender has a learning disability or educational deficits). This should be followed by a clinical interview to elicit the offender's demographics, including substance abuse (drugs/alcohol), his/her risks and needs.



A respondent from the Administration response category also has aspirations for positive sentence management.

In order to have programmes for sex offenders, we need to start with some sort of sentence planning soon after committal. It should not be left for five or six years. Additionally, there should be regular reviews of progress.

The Selection of Offenders for Sex Offender Programmes: Overall 30% of respondents (16/53) from all response categories mentioned this variable, most were critical of the selection procedures which precluded some offenders being selected for programme participation, others defended the process.

On the negative side, one Offender respondent recounted that having to apply to the programme so many times (three) and being turned down was difficult and disappointing for him. Another applied six times in five years and has now completed the programme.

A Prison Management respondent stated that the programme should be for all offenders:

Currently only people who are assessed as 'suitable' get places. Are they those prisoners who are 'easy?' Perhaps those who might be difficult in a group are not chosen.

Another stated that :

In the presence of hundreds of sex offenders, dealing with six per nine months is not hitting the button.

Yet another Prison Management respondent remarked that at the moment the programme only takes 10 people, some offenders do not apply for the programme and may never stop re-offending.

A Specialist Services respondent pointed out that when recruiting offenders for the programme, a circular is sent to Arbour Hill and other prisons which have sex offenders. Only some offenders who apply are interviewed. Those who do not get a place get a standard rejection form which is not specific to the individual. They get no explanations why they did not get a place which he considers unacceptable. He continued:

There are currently problems with the programme because only a very small percentage of those suitable for programmes have a standard of literacy, a sufficiently high IQ and admit to all the offences they have committed.

An Administration respondent claimed the Sex Offender Programme should be available to all offenders who apply for it.



A Specialist Services respondent, defending the selection process, claimed selection for the programme is difficult because only a small proportion of offenders is ready to come on the programme. Those who are accepted usually have done a lot of work before coming on the programme. Other criteria for acceptance by Specialist Services were that Offenders should have:

Good language skills, the ability to do cell work (i.e. literacy), tell stories and be able to handle concepts.

Another respondent from this response category claimed that thirty places per annum on the Sex Offender Programme would fulfil all the needs of the sex offender population. Additionally, three Specialist Services respondents recommended that before selection for the Sex Offender Programme some offenders should be given psychopathy tests because of the risk of psychopaths becoming more dangerous having completed a Sex Offender Programme.

3.3 Programmes in Prison

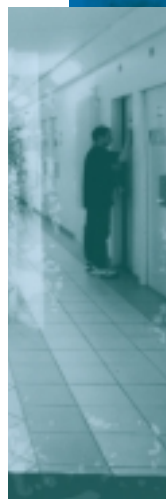
There are different views within education in Ireland about therapy. One view is that it has nothing to do with education. People use the argument that an adult education model keeps you away from that area, whereas any good education model addresses the context of people's lives. For example, if you are teaching literacy to peasants in South America à la Paulo Freire. Literacy teaching deals with the issues in people's lives. If you are teaching literacy in Kilbarrack the issues in people's lives come up and likewise for literacy for people in prison. If you are facilitating the development of people who are involved in crime or addictions these are issues that really should come into their learning if possible when people are ready. Particularly if people are in denial and a lot of sex offenders are, you cannot really talk about personal development without addressing those issues, (A Teacher Respondent).

This segment is comprised of three topics. It describes respondents' attitudes to the Sex Offender Programme, the Thinking Skills Programme and the desirability of other interventions for sex offenders.

3.3.1 The Sex Offender Programme

A Sex Offender Programme is a complex, difficult journey and therapists act as guides to offenders through this process. It is a partnership. However, the guides cannot do the journey for the offenders but can hold them at difficult places, (A Specialist Services Respondent).

This topic has seven variables. These are the attitudes of respondents to the Sex Offender Programme, the programme manual, whether the programme should be voluntary or mandatory, motivating offenders to participate in the programme, the utility of programme specialisation and Offenders' suggestions about how the programme could be improved and the accuracy or otherwise of the programme's name.



Attitudes Towards The Sex Offender Programme: The attitudes towards this programme were generally favourable and are described by category of respondent in Table 3.3.

Table 3.3: *Attitudes to the Sex Offender Programme by Category of Respondent*

Category	Positive	Ambivalent ¹⁷	Negative	Not Mentioned	Total
Offenders	1	6	0	2	9
Prison Officers	2	1	0	6	9
Prison Management	0	5	0	2	7
Teachers	1	3	0	4	8
Specialist Services	4	8	2	2	16
Administration	0	4	0	0	4
Total	8	22	2	16	53

Overall 70% (37/53) of respondents mentioned this variable. Of these, one quarter (24/53) had a completely positive attitude towards the programme and two respondents had completely negative attitudes. The remainder of the respondents mentioning this variable had mostly positive attitudes but also offered suggestions about how the programme should be improved and therefore could not be classified as having completely positive or negative attitudes towards the programme.

All but two of the Offender respondents who had engaged in the programme were positive towards it, although six suggested improvements they believed could be made to it. One claimed the programme made him understand how he functions as a person and to see the re-offending danger signs. Another said it gave him more self-confidence to face up to situations and to be more self-assertive, making him realise he doesn't have to let sex offending happen and that he can stop it. To another Offender, although the programme was the most painful experience he had ever had, it made him look into 'the dark corners of his soul' which he considered a positive, if painful, experience. Another claimed:

¹⁷ When respondents made suggestions about how the programme could be improved but also believed it was a good programme, they rated as 'ambivalent'.

In doing a Sex Offender Programme offenders will find out that they can respect themselves again and gain respect from others.

A Prison Officer commented positively:

If even one sex offender is stopped from re-offending then the programme is worthwhile.

For the two members of Specialist Services the reason for their negative attitude towards the programme was that the programme in Ireland does not cater for offenders in denial or those who are illiterate. One member of Specialist Services explained his attitude thus:

When 'treating' sex offenders becomes specialised, a lot of resources that might be available get excluded. What we do need in the Irish system is a good 'Ford Escort' and what they have put in place is something of a 'Rolls Royce'. Only a few people can sit in a Rolls Royce whereas lots of people can travel around in 'Ford Escorts'.

One respondent from the Administration response category, classified as 'ambivalent' claimed that because of the deficit in programme facilitation staff and because of the waiting list for the programme for sex offenders, we tend to treat offenders who are nearest to release date. He believed this strategy was inappropriate, claiming:

If it is seven years plus since they [offenders] have committed the crime this can create a problem. It is impossible to say how much good one can do at that time remove from the crime. There is a doctrine in law called 'Lapse of Time' in which it is regarded unsafe to prosecute because the recollection of witnesses becomes so blurred. Now the Lapse of Time doctrine has never constrained sex offender prosecutions. There is absolutely no doubt that time and their own inclination would enable many offenders to blot out the details of what they did in this offence category.

The suggestions emanating from respondents are often category specific and are classified below in Table 3.4 (as many respondents had several suggestions the total does not sum to 53):



Table 3.4: *Suggestions How the Sex Offender Programme Could be Improved by Category of Respondent*

Suggestion	O	PO	PM	T	SS	A
The programme should:						
Be available to all/to all who apply	3	2	2	1	1	2
Have a longer lead-in	2					
Be longer	3				1	
Be shorter/less intense			1		2	
Be evaluated/monitored		2	1		5	2
There should be:						
An aftercare programme (including SO Anonymous)	3		1	1	3	
Different types of programmes for different categories of offender		1	1		4	1
Extra modules (e.g. art therapy, drama)			1	3		
Changes in the programme manual	1				3	
Guaranteed staffing, facilities and resources					4	1
Eight members in a programme group					2	
Total	12	5	6	5	25	6

Key: O = Offenders; PO = Prison Officers; PM = Prison Management;
T = Teachers; SS = Specialist Services; A = Administration

There were many more suggestions too idiosyncratic to mention here. Furthermore many respondents mentioned the need for information about the programme. This is dealt with in a separate section.

The Programme Manual: Twenty-three respondents mentioned the Sex Offender Programme Manual. Respondents were from the Prison Officer through to the Administration categories. Comments about the manual were idiosyncratic, therefore the most salient of them will be given below:

- There should be an Irish Sex Offender Programme manual for an Irish situation. Currently using the UK manual leaves programme facilitators in a psychological state of dependency. We should use a synthesis of the UK and Canadian system and ensure that what is implemented is in accordance with best practice. That implies that:
 - The programme has accreditation
 - The programme has a cognitive/behavioural approach
 - Offenders have needs that can be met
 - The intensity of the programme would match offenders' needs
 - The integrity of the programme should be monitored by reviewing tapes
 - There should be programme evaluation
 - There should be throughcare and continuity.
- The manual in use at present is too 'mechanistic' and does not account for individual differences in offenders.
- Programme delivery, the manual says, should identify deficiencies in an offender's account of his offending in half a day. In Arbour Hill this has been amended to a whole day. The manual should reflect what is most therapeutically effective as possible rather than just getting through the sessions. The manual should be written to enhance the delivery of the programme.
- The ideal Sex Offender Programme should consist of eight offenders. This is supported by the manual which is designed for a group of eight.
- The process used to involve a long active account which made the programme even longer. The new manual addresses this issue.
- There needs to be a set of manuals. This could be comprised of manuals for:
 - Generic training for Officers dealing with sex offenders in prison
 - Rationale for the type of training given
 - Multi-disciplinary work (e.g. confidentiality, group dynamics)
 - The Sex Offender Programme
 - Evaluation and Research
 - Information about what facilitating programmes entail.



According to a member of Specialist Services getting used to a new manual is draining for facilitators.

According to a respondent from Administration:

This work will not come cheap but it is worth it to prevent the sexual abuse of victims in the future.

Voluntary versus Mandatory Sex Offender Programmes: Table 3.5 gives a breakdown of responses to this variable by response category.

**Table 3.5: Voluntary versus Mandatory Programmes for Sex Offenders
by Category of Respondent**

Category	Voluntary	Mandatory	Not Mentioned	Total
Offenders	3	0	6	9
Prison Officers	1	0	8	9
Prison Management	2	1	4	7
Teachers	0	0	8	8
Specialist Services	3	2	11	16
Administration	2	0	2	4
Total	11	3	39	53

The overall response for this variable is 26% (14/53) with 21% (11/53) claiming that involvement in the programme should be voluntary.

An Offender respondent said that people should not be forced to do the programme because it will not work. If a person is up for review or early release and attends the programme, they might be doing it for the wrong reason.

However, some members of the Prison Management and Administration response categories were in favour of having mandatory Sex Offender Programmes for offenders. A Prison Management respondent, said:

At the moment the sex offender programme is delivered on a voluntary basis. If an offender is sentenced for sex offences some sort of treatment should be mandatory.

A member of Administration in favour of mandatory programmes for sex offenders commented that:

Some people argue that coercing an offender to engage in rehabilitation programmes leads to devious false participation in group work. In situations where there is that element of coercion to engage in rehabilitation, experts report that offenders start into the process on the basis that they have to 'play ball' and then they get sucked into the process. Some creative and positive things come out of coercion even if offenders have been frog-marched into the situation in the first place.

Motivating Offenders to Participate in Programmes: Hand in hand with the voluntary/mandatory approach to programmes for sex offenders was a discussion about how to motivate offenders to participate in programmes. Twenty-three per cent of respondents (12/53) - Prison Management, Teachers, Specialist Services and Administration - discussed this issue.

A Prison Management respondent claimed:

"Carrots" should be created to [encourage offenders to] avail of the sex offender programme but not to get out of prison quicker.

One Specialist Services respondent pointed out:

There is need for something to motivate sex offenders to participate in programmes. Not all offenders are motivated to apply to do the programme.

Another member of this response category commented:

Mixed motivation or gentle coercion would not be a problem if it leads to an offender enrolling in a sex offender programme ... There can be extrinsic and intrinsic motivation to become involved in programmes for sex offenders.

Another member of this response category, the only one who mentioned young offenders suggested:

Younger offenders with short sentences currently miss sex offender programmes. There should be a "carrot" to get them in - maybe it should be the possibility of early release.

While an Administration respondent suggested:

Many of the offenders doing programmes or doing work of some description on sex offending behaviour are the ones that will do it anyway. They do not need a motivator, other than self-motivation - they do not want to come back.



Programme Specialisation: This variable quantifies respondents' statements that different categories of offender should have specialised Sex Offender Programmes or at least should engage in modules specifically tailored to their needs.

Twenty-one per cent (11/53) of respondents mentioned the need for more specialisation in the modules available to different categories of sex offenders. One commented:

The programme in Ireland is a 'one size fits all' model. It does not cater for offenders in denial or those who are illiterate. In Canada there are programmes tailored to the needs of different groups of sex offenders.

Thirteen per cent (7/53) of respondents favoured going one step further than having specialised modules and wanted separate programmes for different categories of sex offender (e.g. rapists and paedophiles). A Specialist Services respondent explained:

Rapists have different issues relative to their offending behaviour than paedophiles. These issues are anger related. Issues for rapists are not addressed on the programme, especially anger management, control of violence and interpersonal conflict.

Offenders' Perceptions of How the Programme Could Be Improved: There were issues relative to the programme that were exclusively the domain of Offender respondents. In discussing how the programme could be improved Offenders recommended that:

- The programme should be available to offenders when they request it and they should not have to apply several times.
- The start of the programme is too abrupt and nerve-racking, there is a need for the men to get comfortable and build up trust with one another. As one offender put it:

There is a need to build up the person's self-esteem before looking at the dark side of his personality.

- There should be time to talk to programme facilitators, especially if a man has been in the 'hot seat' before the weekend break from Thursday to Tuesday.
- The victim empathy module should be given more time, especially the contributions from The Rape Crisis Centre and Temple Street Children's Hospital (one respondent recommended two days for each). Offenders considered the input was excellent and the impact horrific. This module made one respondent realise that his actions will affect his victim for the rest of her life. Although most found it difficult and painful, it was also called 'cleansing'.
- There should be the time to 'come down' after a session.



- There should be an aftercare programme putting emphasis on practical things one could do in real situations to prevent re-offending.
- There should be a good mix of different categories of offenders on a programme so that the proceedings do not get dominated by any one offence type (e.g. rapists or paedophiles).
- The duration of the programme might be shortened by having four sessions a week over six months. This would create more opportunities for other offenders to get places on the programme.
- Introducing another person (a therapist) into the group in the middle of the programme is disruptive.
- There should be an Anger Management Programme to supplement the Sex Offender Programme.
- Core modules should focus on such issues as addiction, employment, general intimacy, occupational skills, offending behaviour, social skills, suicide, violence/anger and personal victimisation.

3.3.2 The Thinking Skills Programme for Sex Offenders

This topic has one variable - attitudes towards the programme.

Attitudes Towards The Thinking Skills Programme: In general this programme received mostly positive comment. Table 3.6 gives a breakdown of the different categories of respondents attitudes to this Programme.

Table 3.6: *Attitudes to the Thinking Skills Programme by Category of Respondent*

Category	Positive	Negative	Not Mentioned	Total
Offenders	2	0	7	9
Prison Officers	2	1	6	9
Prison Management	2	0	5	7
Teachers	3	0	5	8
Specialist Services	4	1	11	16
Administration	0	0	4	4
Total	13	2	38	53

Overall, 28% (15/53) of respondents mentioned the Thinking Skills Programme and of these one quarter (13/53) had positive comments to make about it. Only one respondent from the Prison Officers and one from Specialist Services response categories had negative comments about the Programme.

An Offender respondent commented, that the value of this programme is that:

You don't realise what you have learned until you put it to use on a day to day basis. When you realise it is working you continue to use it. Success is addictive.

A Prison Officer claimed the Thinking Skills Programme has made a difference to how Offenders relate to the programme facilitators. There are marked changes in some of the offenders who are taking the Programme. A Prison Management respondent considered the Thinking Skills programme very successful because the offenders have made positive gains. He said that some of the more volatile participants have recounted that they now stop and think before acting or reacting.

On the negative side, one Prison Officer suggested that after the 20 sessions are complete there is no way of evaluating if the offenders are using the skills they have been given. There is need for assessment. Therefore according to this respondent the present programmes are 'cosmetic'.

The administration of the selection process for the programme was criticised by a Prison Officer respondent because, in one prison, Prison Officer Facilitators who were involved in interviewing for the Thinking Skills Programme were not involved in choosing the participants. This caused embarrassment for the Officers when Offenders wanted to know why they were not chosen and Officers did not know why.

The Specialist Services respondent who made a negative comment about the Programme claimed that some foresight and planning is needed in training the professionals who subsequently train facilitators of Thinking Skills and Sex Offender programmes. She claimed that:

It is political that Psychologists are expected to train other people. They end up with the responsibility of it, not the Probation and Welfare Service. They are not training their people - although they give us support.

3.3.3 The Desirability of Other Interventions for Sex Offenders

This topic has five variables covering the need for extra programmes for offenders including pre- and post-Sex Offender Programmes, programmes for deniers, other programmes and individual counselling.

Offenders Need Pre- and Post-Sex Offender Programmes: Twenty-five per cent (13/53) of respondents mostly, Specialist Services, (and one member of the Prison Officer and Prison Management response category), claimed that sex offenders need to engage in group work before



they become involved in the Sex Offender Programme. For example one Specialist Services respondent commented that Group Skills is a good gateway to the Sex Offender Programme because the offender learns about safety in a group. Another Specialist Services respondent suggested that offenders should be offered group or individual work so that they gain more from the Sex Offender Programme. The process should include work on their own lives and their victims.

The Need for Booster Programmes: Twenty-three per cent (12/53) of respondents, Offenders Teachers and Specialist Services, mentioned the need for booster (or what offenders called aftercare) programmes on completion of the Sex Offender Programme. One offender commented that formerly, there was a 10-week follow-up programme which was held for every group preceding his. Another claimed not having an aftercare programme made him feel 'robbed'. He considered that he and his group deserved this programme. In the absence of booster programmes one offender suggested:

It might be useful if the original groups were to meet one morning a week for a wind-down session. However there should be a facilitator because of problems of normal thinking - because offenders are not living a normal life in prison. Additionally, the facilitator would keep things at a certain level and have rules how the meeting should be conducted.

Programmes for Deniers: Seventeen per cent (9/53) of respondents from Prison Management, Teachers, Specialist Services and Administration mentioned the need to address issues surrounding offenders in denial. A Prison Management respondent commented that many offenders are deniers and that some offenders do not accept their offence from the beginning to the end of their sentence and their attitude has not changed while in prison. A member of Specialist Services claimed that

The deniers are more entrenched and require greater intervention to challenge the denial, possibly using more psychodynamic and psychotherapeutic approaches or challenges to burrow away at their denials. They are probably more clever and more plausible than the rest of us. You have to challenge yourself so as not to get sucked in by their plausibility of a skilled manipulator.

However, there can be a problem in defining an offender as a 'denier'. One member of the Specialist Services response category clarified this:

If a man is charged with 40 sex offences, a deal is done in court to reduce these to five sample charges. In this instance, the accused may not have committed all of the five sample offences but may have been guilty of others which were not mentioned. The offender gets a lesser sentence but in the Sex Offender Programme has to admit to all of the sample charges he was sentenced for, although he may not be guilty of some of them.



Other Interventions That Might Be Offered to Sex Offenders: Four respondents, all from the Teachers response category, suggested that Art and Art Therapy should be part of what is available for sex offenders. Another suggested Drama Therapy and one pointed to the desirability of one-to-one literacy courses for offenders.

One Teacher respondent believed that when sex offenders engage in art, their offence is allowed to slip into the background and some kind of a normality of a day-to-day routine takes over and time slips by.

Sex offenders involved in education programmes often say that for a while they forgot they were in prison. Education, especially in the arts or getting a qualification helps offenders for a while, taking away their sense of failure and enhancing their self-esteem.

A Teacher respondent said that when offenders have something locked up inside them sometimes they can express it in their art. However, it is a tricky area for artists because they do not have the skills to discuss these kinds of problems. Another Teacher respondent claimed that Art and Art Therapy can access some offenders in denial:

... in a few cases, they [deniers] were able to accept for the first time what they have done. Art which encourages self-expression is particularly conducive to getting offenders to accept their offending behaviour.

Six respondents including an Offender, Prison Management, Education and Specialist Services all mentioned that Anger Management should be a programme that is included in the spectrum available to sex offenders. One Teacher explained the value of having both Art Therapy and Anger Management for sex offenders:

We should address criminogenic factors but they should be part of a broad adult education approach. You can help offenders deal with anger by giving them Anger Management courses but they can also be facilitated by giving them Art. There is a famous quotation from the Scottish writer Jimmy Boyle about how art became a vehicle for sorting out his anger, despair and frustration. That is very true of art generally in prison.

A Prison Management respondent mentioned that:

Offenders who are illiterate should have a 'helper' to facilitate their involvement in the [Sex Offender] Programme. This strategy was recommended by Dr. Bill Marshall on a visit to Arbour Hill.

A member of Specialist Services suggested:

There could be an adapted programme which is less cognitive and challenging for offenders with a learning disability.

The Need for Individual Counselling: Nineteen per cent (10/53) of respondents (mostly, but not exclusively Specialist Services respondents), mentioned that there should be individual counselling or therapy before the Sex Offender Programme is offered to offenders. According to a member of Specialist Services this approach:

Helps the thinking process and assists offenders thinking in a different way. Those who begin with this approach do well on the Sex Offender Programme.

Although respondents perceived the need for more programmes for sex offenders, a member of the Administration response category warned:

There is competition. If we put resources into sex offenders we are diverting it away from something else - young offenders, lifers or whatever. There needs to be a balance and sex offenders are a small but significant proportion of the prison population in terms of the safety of the general public. They do merit a proportional amount of services but we need to find a balance.

3.4 The Management of Programmes

This segment addresses issues relevant to the management of programmes in prison from a personnel and physical resources perspective. It has three topics, including facilitation of programmes in general and Prison Officers facilitating Sex Offender Programmes in particular, together with the issues concerning the physical maintenance of programmes.

3.4.1 The Facilitation of Programmes

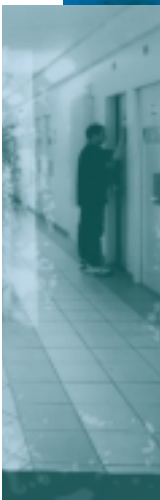
This topic has three variables concerning the multi-disciplinary approach to programme facilitation: general facilitation, Prison Officers facilitating programmes and conflicts of interest.

The Multi-Disciplinary Approach to Programme Facilitation: Thirty-six per cent (19/53) of respondents, from all categories excluding Offenders, mentioned that there should be a multi-disciplinary approach to programme facilitation.

A Prison Officer respondent claimed the facilitation team should be multi-disciplinary with a Psychologist heading it up. A Prison Management respondent stated multi-disciplinary teams should consist of Psychologists, Probation and Welfare Officers, Teachers and Prison Officers.

A member of Prison Management commented positively on the multi-disciplinary approach to programme facilitation:

The course tutors [programme facilitators] have been drawn from the various disciplines within the Prison. It has encouraged Teachers, Probation and Welfare Service Officers, Psychologists and Prison Staff to work together to achieve one goal. For many staff it is the



first time they have had a real conversation with one another. There is a bond developing between them. They are now working together as a team. It has been excellent and a huge success.

However, a Teacher respondent commented that Teachers employed by the Co. Dublin Vocational Education Committee (CDVEC) have been advised by the Chief Educational Psychologist of that organisation that they are not therapists and should not get involved in programme facilitation without training. Additionally, they have been warned to be careful about what they get themselves into. Whereas a Teacher from another part of the country commented:

I found working on the Thinking Skills Programme, which is multi-disciplinary and includes Prison Officers, Welfare Officers and Teachers very positive as it formed a bond as a team and after the course the bond remains.

Currently, according to three respondents, in the absence of a multi-disciplinary approach, there is a “professional monopolisation of the programmes in the system” which they considered was inappropriate.

The General Facilitation of Programmes: Overall 51% (27/53) of respondents in all response categories mentioned this variable. However, each response category had a different perspective about programme facilitation.

Programme facilitators received praise from an Offender respondent for their sensitivity. He was very apprehensive at the start of the programme and had many questions that needed answering. However, rather than giving him answers, he claimed, the facilitators helped him find answers for himself which he considered to be a positive approach.

A Prison Officer respondent related that initially the relationship with the professionals running the programme and the Officer Facilitator(s) was not good. However, after some time the professionals realised that the Officers had a lot to offer in terms of information and insight about the offenders. Officer Facilitators now work closely with the professionals and have an equal say.

Another Prison Officer respondent claimed that Prison Officers delivering programmes should have a personal assessment at least every six months. This does not happen in the Prison Service at the moment. Members of staff are not assessed. They get no feedback on how they are doing, if they need to address certain issues or praise if they are doing well. That is not happening. In a specialist role particularly, he claimed, staff need to be assessed and supervised.

A member of the Prison Management response category claimed that having Prison Officers involved not only in the Thinking Skills programme but also the Sex Offender programme will help the ethos of the prison. Prison Officers are ideal candidates to facilitate the programmes because they are at the coalface of the prison.



A Specialist Services respondent commented that Prison Officers who facilitate the Thinking Skills programme initially got a lot of 'slagging'. Additionally, they may be perceived by fellow Officers as 'counsellors' which puts them off applying for jobs as facilitators. On the other hand, a Specialist Services respondent commented that now that Prison Officers are involved in facilitating the Thinking Skills Programme they are expressing their ideas in psychological terms indicating a shift in Prison Officers' language.

A respondent from the Administration category considered that the Prison Officers' role should be widened and they should be brought into treatment programmes generally - not just for sex offenders. He claimed:

Often the person in the system working in the prison service who knows the offender best is the Prison Officer. He is working close beside the offender every day and night. He gets to know them very well, particularly in institutions like Arbour Hill and the Curragh that are small and have a low and stable throughput. People get to know each other very well. In a circumstance like that I particularly see involving Prison Officers if they want to do it and are properly trained. There has to be professional oversight. It is a very valuable resource for us and there are many Prison Officers who would want to do it anyway. They would see this as an extension of their job and one they would want to do.

Conflicts of Interest: Thirty per cent (16/53) of respondents from all response categories except Administration mentioned that there may be a conflict of interest for Prison Officers in maintaining a disciplinary role and at the same time facilitating a programme. This is especially relevant, but not exclusive to, the Sex Offender Programmes because of their confidential nature.

An Offender respondent explained this phenomenon from his perspective:

There could be a conflict of interest for Prison Officers because the role they have to fulfil as part of discipline staff would be at variance with their role as rehabilitation staff. If an offender had a bit of a conflict with a Prison Officer engaged in discipline duties who was also involved in the [Sex Offender] Programme, there might be concerns about confidentiality which could be frightening for offenders.

From a Prison Officer's perspective, one respondent commented there is always conflict between discipline and befriending. There should be support and training to handle these problems. Another suggested that Prison Officers facilitating a Sex Offender Programme should not do so in the prison in which they are based because there is a conflict between therapy and discipline.

One teacher wondered if there could be a conflict of interest for teachers:

If a teacher is involved in facilitating a Sex Offender Programme would s/he have a conflict of interest if s/he was trying to teach maths to an offender involved in the programme an hour later? Would this pose a conflict of interest for Teachers?



3.4.2 Prison Officers Facilitating Sex Offender Programmes

This topic contains six variables and includes issues concerning attitudes towards Prison Officers facilitating Sex Offender Programmes and the recognition, remuneration, training, supervision and rostering that needs to be in place for this intervention to be successful.

Attitudes Towards Prison Officers Facilitating Sex Offender Programmes: Seventy-nine per cent (42/53) of respondents discussed whether Prison Officers should facilitate Sex Offender Programmes. The reason for such a high response rate for this variable is that in this one instance the Research Consultant asked most respondents, if they had not already mentioned the issue what they thought of the proposition. Responses were coded positive, ambivalent¹⁸, negative and not mentioned (most respondents in the prison without the Sex Offender Programme were not asked this question, nor were the two Offenders who had not applied for the programme). Table 3.6 gives a breakdown of the responses to this question by category of respondent.

Table 3.6: *If Prison Officers Should Facilitate Programmes for Sex Offenders by Category of Respondent*

Category	Positive	Ambivalent	Negative	Not Mentioned	Total
Offenders	0	5	2	2	9
Prison Officers	4	5	0	0	9
Prison Management	7	0	0	0	7
Teachers	0	2	1	5	8
Specialist Services	6	6	3	1	16
Administration	2	1	0	1	4
Total	19	19	6	9	53

The overwhelming response to this variable is positive (36%, 19/53), and when the ambivalent and positive responses are combined the positive response rate rises to 72% (38/53). The reservations mentioned by ambivalent respondents concerned recognition, remuneration, selection, training, supervision and resources. These issues will be dealt with separately below.

¹⁸ 'Ambivalent' means that although the respondent expressed reservations to the idea with these addressed they would support Prison Officers facilitating Sex Offender Treatment Programmes.

All Offender respondents were classified as ambivalent to the proposition. One claimed that Prison Officers should not be involved in delivering the programme because there is a fear that they will breach confidentiality. He continued, maybe if Prison Officers were trained and had a degree in psychology they would be acceptable. Additionally, Prison Officers would have to be trustworthy. Another respondent, although ambivalent, suggested that in instances where an offender is having difficulty getting to see a psychologist, it might be helpful to have Prison Officers who would take on a therapeutic role. In order to make Prison Officers acceptable facilitators, another suggested that if they are being considered as programme facilitators they should be from a different prison and not have daily contact with offenders.

A Prison Management respondent claimed that if Prison Officers became engaged in facilitating sex offender programmes this would enable the Psychologists and the Probation and Welfare Service to extend the programme to other prisons, an additional 20 offenders could be put on the programme on a yearly basis. The more people that are involved in the treatment of sex offenders, he claimed, the better chance there is of influencing offenders not to re-offend.

Another Prison Management respondent claimed that Prison Officers facilitating Sex Offender Programmes could do an excellent job because they get to know how offenders 'tick'.

They are ideally suited, they abhor crime, but can deal with offenders in a humane and proper way.

A respondent from the Specialist Services category commented positively about Prison Officers facilitating the Sex Offender Programme. He claimed that this is a good idea. In the UK most of the work done with sex offenders has involvement from Prison Officers. Prison Officers, he claimed, have a better idea about the character of individual offenders than do the professionals. Another positive response from this response category was that:

The whole prison system relies on structure and Prison Officers work well with that structure. In many instances they work better than the professionals, because they follow the manual down to the last iota on it. However, at other times, a programme facilitator needs to be more flexible.

Another respondent in this response category commented negatively saying that currently those who facilitate the programme are chosen for the job and trained extensively because it is highly skilled. The initial programme was a multi-disciplinary experiment with psychologist/social worker alliance. It is very successful but it is very difficult work especially when there are problems with lack of staff. Another member of this response category who gave a negative response stated there are serious doubts about Prison Officer involvement in the programme because there may be a negative impact on offenders especially about their feelings about confidentiality. Offenders, he commented, are always wary about Prison Officers. Additionally, it would be harder to establish



trust within the group if Prison Officers were facilitators. Instead of facilitating the Sex Offender Programme, this respondent recommended, that Prison Officers should work with the modules around the core programme.

Many respondents believed that Prison Officers should only deliver the programme under the guidance of the psychologist with input from Probation and Welfare Service. This was supported by a respondent from the Administration category who claimed that initially Prison Officers would not run programmes on their own.

Perhaps after a period of time when we get better at this, when we have run programmes involving Prison Officers for an extended period of time, maybe at that time we will have built up a body of expertise in Prison Officer staff who could do it. But for the moment, no.

According to another Administration respondent,

This is an important initiative and it has to be managed well for the country, the offenders, their victims and for the future of the programme. We must do it professionally and do it to the highest standards possible.

The Need For Recognition and Remuneration: A respondent from the Administration response category commented that:

Payment for extra duties like this [facilitating Sex Offender Programmes] should be sorted out beforehand with Personnel. This could be re-grading or some other form of recognition. All of this has to be sorted out beforehand. There cannot be problems like non-availability of Officers to facilitate programmes on days off which is thrown up by rostering.

There was considerable discussion about whether Prison Officers who facilitate programmes should be awarded a separate rank. One view is that Prison Officers who get involved with offenders in facilitating programmes are expected to give a lot without much return. Some Officers claimed that qualified programme facilitators should carry a 'rank' to allow them more autonomy within the prison and in their dealings with client offenders. Other Prison Officers considered they should have a nine-to-five day with monetary compensation for loss of overtime. Prison Officers who have received training to be Sex Offender Programme facilitators should be awarded a professional grade and their salary should reflect their status. This strategy would give a financial inducement to Officers to put themselves forward for training.

One Prison Officer respondent claimed staff should be recognised for their involvement in the Sex Offender Programme. Recognition could be in the form of a title somewhat like Industrial Supervisor (IS) or Assistant Industrial Supervisor (AIS). When a Prison Officer gets a role there is need for appreciation of that role by management, he claimed.



Assessment and Selection: Twenty-one per cent (11/53) of respondents mentioned the importance of having impeccable assessment and selection criteria for Prison Officers who wish to facilitate the Sex Offender Programme. At least one respondent from every response category mentioned this variable, with those from the Prison Officer, Prison Management and Administration response categories predominating.

An Offender respondent claimed:

The selection process should be very thorough and make sure that the Officer can be trusted 110%.

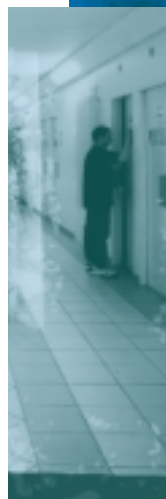
A Prison Management respondent also commented on selection:

The first thing involved is the proper selection of the most suitable staff. Application must be sought and followed by credible interview process. Local recommendations should be taken very seriously. You cannot for instance have somebody facilitating programmes who does not interact well with Prisoners. The candidate's attitude towards Prisoners is a vital consideration. An over-vigilant Officer who is a strict disciplinarian would be of little value as a facilitator in any programme involving Prisoners.

Training to Become a Facilitator: Fifty-eight per cent (31/53) of respondents in all response categories mentioned this variable. All emphasised that if Prison Officers were to facilitate Sex Offender Programmes they should have adequate and ongoing training. A respondent from the Prison Officers response category recommended there should be proper full-time training prior to facilitating programmes and ongoing on-the-job training while facilitating. One Prison Officer respondent claimed some Prison Officers would be interested in becoming involved because it would be rewarding. However, according to her, there are provisos. These provisos are that there should be:

- A proper level of training, rather than the minimum to 'cover the point' (i.e., Officers were allowed to do the first year Certificate Course in UCG for the Thinking Skills programme but were refused permission to continue to Diploma or Degree level).
- One year in UCG, plus two weeks studying the manual.
- Proper training to professional standards in order to get professional detachment.
- Day or block release and professional training in counselling and psychology.
- A professionally recognised qualification is necessary.

These provisions were made for nursing, the respondent claimed and asked, why should it be different for facilitating sex offender programmes?



A Prison Officer respondent claimed that Prison Officers who elect to receive training as facilitators in Sex Offender Programmes should have a promotional 'ladder' and the specialisation should not become a career 'dead end' and their status which should be maintained when promoted.

A respondent from the Teachers' response category claimed that if Teachers need training to facilitate this programme then Prison Officers need it too. Another Teacher respondent who was negative towards the idea claimed that:

Facilitating a sex offender programme is an area of work where the more skilled and experienced Teachers who have training and education and a lot of further development are reluctant to go. Yet, we are being told staff who do not have that background of training who have all sorts of other barriers arising out of their role as Prison Officers are expected to go in up to their necks. That's crazy!

Another Teacher respondent stated that

We were pulling in an off-the-shelf course from England. There they train Officers in two weeks and there is a whole political dimension to this. People were presenting this as sex offender treatment and there is an agenda to either make prison officers therapists or more likely pretend they are therapists and that you can do this with two week's training and a manual. ... Another concern is the thinking that 'sure they have the manual and they can follow that'. One should be wary of simplistic approaches. The quest for the magic package. And you see from time to time that people believe there is one package, there is one method that if you follow it, it will cover everything. It is unrealistic and primitive teaching.

An Administration respondent claimed that training should not be done 'on the cheap'.

One Prison Officer respondent suggested candidates should be allowed to look at some of the tapes of the programme to see what they are getting into before applying to facilitate the programme. Seven respondents discussed whether after training to facilitate a programme there should be an 'escape route' if they found the work unpalatable. Three believed there should be an opportunity to opt out. One Prison Officer respondent suggested:

If a Prison Officer is finding facilitating a Sex Offender Programme too disruptive to his life during the course of a programme he should have an escape route and should not be forced to continue facilitating. He should not be made to feel guilty and his career should not suffer on account of his resignation from facilitating a Sex Offender Programme.

Other respondents disagreed, three respondents suggesting two- to three-year contracts. However a member of Administration claimed that:

Those Officers who have already been given leave of absence or substantial financial support to study at third level, especially those with training in Psychology should be encouraged to become involved in the delivery of the programme. In future, people being funded up to Master's level qualifications in this area should be formally required to accept assignments relevant to the qualifications the taxpayer and the Department of Justice Equality & Law Reform have funded them to obtain.

Supervision: Nineteen per cent (10/53) of respondents mentioned this variable. The need for supervision is closely linked to training for Sex Offender Programme facilitators.

One Prison Officer respondent asked

Who will supervise the staff? Will it be outside or inside supervision? Which would be the best? An external supervisor who has nothing to do with the programme might be better and could supervise on a weekly basis.

A Specialist Services respondent claimed that Prison Officers should have as much supervision as possible when facilitating programmes. Another member of this response category commented that supervision in a group setting helps to process how the programme is affecting the facilitator as well as how facilitators are working together. Role play is also used to tease out issues. Tapes are analysed to discover how facilitators handled issues and how the team works together. She claimed this system might be very threatening to Prison Officers.

Counselling: Twenty-three per cent (12/56) of respondents, Prison Officers, Prison Management Specialist Services and Administration mentioned that Prison Officer facilitators of Sex Offender Programmes should have counselling to alleviate any psychological damage that might be done to them in listening to offenders revealing the extent of their crimes.

There should be counselling for Prison Officers and they should be trained to be able to deal with the horror of what offenders have done and not carry it as baggage.

Rosters: Twenty-one per cent (11/53) of respondents, mostly but not exclusively the Prison Management, Specialist Services and Administration response categories mentioned this variable. It was evident that respondents were aware that rostering is a problem in Prisons with a population of sex offenders where Prison Officers facilitate programmes and their facilitating Sex Offender Programmes is contemplated.

A respondent from the Administration response category explained that:

Rosters are a significant problem and we have seen it recently with the Thinking Skills Programme in the Curragh, for example where the rosters threw up problems. It is a difficulty. The roster is untouchable. There is a bigger game being played over a period of time trying to



deal with that. Until we tackle the roster issue it is going to be difficult to get significant numbers of Prison Officers involved in the treatment process. We need perhaps some streaming within the prison officer grade itself to allow us to do this. We will solve this. There are other issues besides the sex offender treatment aspect of this.

3.4.3 The Physical Maintenance of Programmes

This topic covers four variables concerning the physical maintenance of Sex Offender Programmes including the use of video recording, physical resources, the necessity of research and evaluation and the importance of programme accreditation.

The Use of Video Recording: One Offender and three Specialist Services respondents mentioned the use of video recording for maintaining programme integrity. One Offender was fearful of the videos getting into the wrong hands (possibly stolen from a car). Secure video storage was also an issue for one Specialist Staff respondent. The other Specialist Services respondent wanted the videotaping of programme sessions to focus on offenders, rather than facilitators only. Additionally:

There needs to be a decision about what happens to those tapes. If a few of them were very good it would be a good idea to be able to keep them to use for training purposes, but there would need to be permission to hold on to them.

Physical Resources: Seventeen per cent (9/53) of respondents, Prison Officers, Prison Administration, Teachers, Specialist Services and Administration all mentioned the need for the provision of physical resources to facilitate the maintenance of programmes for offenders.

A Prison Officer respondent commented that:

Small issues in the supply of resources are very disruptive in running the Thinking Skills Programme (e.g., having to borrow the flipchart from Education, not having a way to make a quick change of wall posters between the Sex Offender and Thinking Skills programmes). There is a need for resources.

Several members of Prison Management were proud that they, sometimes at short notice and with great difficulty, were able to provide rooms to facilitate programmes.

There should be facilities to deliver the programme. Although political promises were given by the Minister for Justice, Equality and Law Reform no room was provided for the delivery of the programme. Although no room was available, Prison Management had to have a room ready [for the starting date of the Programme].

The Necessity of Research and Evaluation: Overall 38% (20/53) of respondents mentioned the necessity of research into and the evaluation of all aspects of programme management and

facilitation including the assessment of offenders' risk, the success or otherwise of programme input and facilitator effectiveness. The response categories who mentioned this variable were Prison Officers, Prison Management, Specialist Services, and Administration. One respondent from Administration claimed:

We should not skimp on anything, therefore the programme should be supported and structured and a team of people should look after the quality of the programmes. There should be ... evaluation and care of people facilitating the programme.

Accreditation: Six respondents, Prison Officers, Specialist Services and Administration, mentioned that the Sex Offender Programme would benefit from accreditation. An Administration respondent commented that:

Programmes should be accredited and if Prison Officers are involved in their delivery this will enable them to get some form of recognition for the training they are putting in.

However, one Specialist Services respondent warned that:

There is the need for national standards of programme delivery. There are pros and cons about using the UK system of accreditation and monitoring. Irish people do not work well with rigid systems which sometimes exist for the bureaucracy rather than helping offenders. An Irish system needs to be flexible and offender- rather than system-focused.

3.5 Community Issues

There should be a proper link between what happens in the community and what happens inside the prison. There is a failure in our system already, even where we have a quality group programme up and running in Arbour Hill for some time. There is a serious deficit that we do not have a link into the community in any sense (An Administration Respondent).

This segment consists of two topics and describes respondents' views on pre-sentence issues and the need for through- and after-care for offenders on release.

3.5.1 Pre-Sentence Issues

This segment has two variables which relate to pre-sentence issues and juvenile sex offenders mentioned by a small number of respondents.

Pre-Sentence Issues: This variable was mentioned by five respondents from Offenders, Prison Management and Specialist Services response categories. Even before a convicted sex offender is sentenced, respondents suggested there should be interventions available.

One Prison Management respondent claimed that something has to be put into place for sex offenders even before they are caught. There are counsellors for other problems but sex offenders



have nowhere to go to for help because if they seek it they automatically face being reported to the Guards and a trial and prison would follow.

Two members of Specialist Services commented that there is often a long waiting period for sex offenders after conviction before they are sentenced. There should be some voluntary referral for them to a community-based facility like Grenada. Additionally, sex offenders should have pre-sentence reports prepared on them. Currently in Ireland there is lack of information on individual offenders. Probation Officers preparing the reports should have access to the Victim Statement, the Guards reports, and their record of previous convictions. This strategy could work towards motivating the offender and empower professionals in pursuing the motivational process.

Juvenile Sex Offenders: One respondent has involvement in a Juvenile Sex Offender Programme. He claims that sex offender programmes for juveniles are ideal because there is evidence that sex offending begins in adolescence. Research in the USA and UK shows that abused children who report sex offences say that one-third of the perpetrators are under 18 years of age. Unfortunately, there are no clear-cut studies to confirm the effectiveness of treatment for juveniles because of ethical constraints surrounding assigning children in need of intervention to a control group. However, research has shown that treating offenders under 18 years of age can reduce victimisation in a substantial way.

3.5.2 Aftercare

Six variables are subsumed under this topic. They include the need for parole, the need for prison/community links, the need for housing, a job and ongoing supervision and therapy for sex offenders on release.

Parole: Forty-two per cent (22/53) of respondents from all response categories excluding Offenders, mentioned the need for some system of releasing offenders while at the same time being able to monitor their progress in the community. This phenomenon was sometimes called early release or release under licence. One respondent wanted sex offenders to be given indeterminate sentences.

Overall, the opinion was that in order to protect society from sex offender recidivists some sort of a 'clawback' to prison was needed in order to make them think twice about re-offending.

A Prison Officer respondent said:

There should be a parole system for sex offenders. The temporary release provision is not being used effectively. If sex offenders engage in a programme they could be paroled for the last six months of their sentence, attend a counsellor every week and take part in a post-release programme. Then there should be a gradual step down of supervision.

An Administration respondent in favour of indeterminate sentences claimed:

The new legislation already published will give the courts power to impose community supervision on an offender after the end of the custodial part of the sentence. If, for example an offender gets five years in prison, for the following six to seven years they can be kept under close supervision in the community and a breach of orders will result in their return to prison. But this is not as valuable as handing down an indeterminate sentence in which the offender knows that they will never see daylight unless they come forward and take part in their rehabilitation.

Post-Release Programmes for Offenders: Forty-five per cent (24/53) of respondents, from all response categories except Offenders, said there was a need for post-release programmes and links between the prison and the community for sex offenders.

Thirty six per cent (19/53), from all response categories, except Administration, suggested that there should be group counselling. Some respondents referred to this as "Sex Offenders Anonymous" (under the guidance of a therapist or counsellor), available either on a voluntary or mandatory basis in the community for sex offenders upon release.

An offender respondent commented:

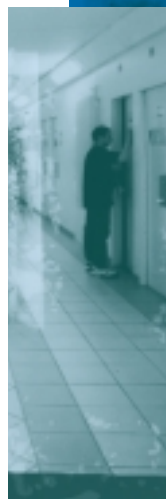
If a person considers himself at risk of re-offending there should be somewhere he can go immediately to get help. What is available from St. John of God's is private and expensive.

A Prison Officer respondent suggested an Alcoholics Anonymous type programme:

There should be something like Alcoholics Anonymous for released sex offenders to attend on a weekly basis when they are released. Being able to say out loud 'I am a sex offender and I have a problem' would be of great benefit to them. This works for recovering alcoholics and it would probably be the same for sex offenders.

Mentioning the difficulty of establishing programmes in the community for sex offenders upon release, this respondent from the Administration response category commented:

[In Prison] they [sex offenders] will do the programme and many of the offenders do it well and appear to have progressed very well. Some of the best of those have been linked, in a voluntary fashion, to the services outside and it has quickly broken down. The issue of compulsion comes in then.



Prison/Community Links: Six respondents mentioned the need for links between the prison and the community, these were from Prison Management, Specialist Services and the Administration response categories.

A Prison Management respondent commented that it is easier for a sex offender to be motivated in the environment of the prison.

In the community there is no structure and they are bombarded by a load of stresses. Every risk factor is in their face on release and it is their first chance to test out their motivation in a natural setting. Therefore there needs to be links between the prison and the community. Temporary release currently is not an option for sex offenders. There should be a programmed method of after-care with 'treatment' modules for those on temporary release. There should be links with inside and outside agencies accentuating after-care.

Four respondents considered links with the family were an important source of community support for them.

Six respondents suggested mentors/support people for creating prison community links:

They would be assigned to a mentor and obliged to make contact with that person. There should be an overlapping of mentoring in prison and in the community having the same person as mentor in both situations.

Housing: On release most sex offenders, because of the negative attitudes in society about them, have nowhere to go. Twenty-one per cent (11/53) of respondents, Offenders, Prison Officers, Prison Management and Specialist Services all mentioned that sex offenders need housing when released. One Prison Officer respondent claimed:

Just letting them [Offenders] out with a few addresses where they might find accommodation is not sufficient. It is unrealistic for offenders to expect that they will find an apartment on release. Initially it would be better for them to go to a hostel.

However, a Prison Management respondent pointed out:

Most hostels to which sex offenders could be released, especially in the Dublin area, are beside schools. This poses a problem for releasing offender paedophiles into that type of environment.

Eight of these respondents mentioned, in conjunction with the need for accommodation, that there should be half-way houses which would accommodate sex offenders on release as somewhere they would get used to life on the outside again. However most were aware that:

Half-way houses are coming on line but generally they are for the 'ordinary' offenders. As Sex Offenders are not accepted by the general prison population, it is unlikely they would be accepted in such houses.

A respondent from the Administration category was not hopeful of solving the problem:

The unsolvable issue is where convicted sex offenders can go to live after they leave prison. It is bedevilling the authorities in the UK, US and Canada and it is certain to emerge as a significant issue here in the future.

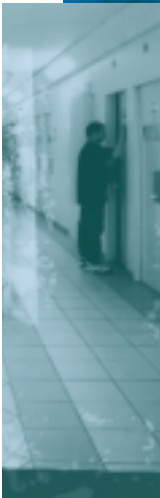
Employment and Projects for Released Prisoners: Only six respondents mentioned that on release sex offenders need a job. Few were hopeful that this was a possibility for them. Additionally, five respondents, mostly Teachers, mentioned that sex offenders were precluded from joining the various projects for released offenders which are offered in different parts of the country. One mentioned that there is a project in Belfast which specifically caters for sex offenders which might be worth examination.

Other Aftercare Interventions: Many other aftercare caveats and interventions were recommended by respondents which were idiosyncratic. A few of the more innovative ones are cited below.

- There should be a confidential helpline to assist offenders on release if they believe they are in danger of committing a new offence.
- Work should be undertaken with the offender's family to assist them to come to terms with the reality of having a loved one imprisoned for a sexual offence. This would include informed supports for loved ones. They should be given knowledge of the high risk factors but in a positive way, so they can be an informed source of support to the offender on his release.
- A link between the offender and a support person in the area in which they plan to live should be made while they are still in prison. The community needs to be aware that the sex offender is not a monster and there should be support for persons who employ ex-sex offenders.
- At the moment sex offending is 'sexy'. There are lots of institutes around town setting themselves up to treat sex offenders because there is money and resources. There is a public demand to do it. A lot of ill-equipped people get into this area. It is a litany for disaster to allow dilettantes to get involved with sex offenders because the offenders will fool them. It is the blind leading the blind.

Finally,

- Any intervention on the outside needs formal State structures.
- Successful aftercare needs input from Health Boards, Department of Social Welfare and Social Workers.



3.6 The Desire and Need for Information

Throughout the course of the interviews, respondents comments were peppered with statements concerning the desire and need for information on all aspects of the prison environment and in the community. This segment details these desires and needs. It contains three topics - the desire for information expressed by respondents and the need for information in prison and in the community identified by respondents.

3.6.1 The Desire for Information

The desire for information was expressed by respondents in the Prison Officer, Prison Management and Teacher response categories - those who deal on a day-to-day basis with offenders. Every one of these categories reported a desire for somewhat different information and therefore the variables in this topic are the categories of respondents.

Prison Officers: These respondents claimed it would be helpful if there was a specialist day for Prison Officers to assist them on a daily basis in dealing with sex offenders (e.g., how to react to them when they relate the details of their crime). This response category believes it is no longer acceptable that Prison Officers just walk away from offenders and not discuss these issues with them in an informed way.

Prison Management: This category of respondent stated that staff days for other grades can be embarrassing for senior management to attend because in the absence of prior information they are unable to answer questions about rostering and overtime put to them by Prison Officers at these information days. They need their own separate information days.

Teachers: One member of this response category claimed that Teachers do not talk openly about people as sex offenders. Sometimes individual offenders might talk about their cases. Teachers find this kind of interaction difficult and do not invite it and would like to know if deviant sexuality should be addressed head on by them. Another claimed that providing courses for offenders is a safe area for teachers. However, sex offending cannot be ignored. For example, there may be a newspaper in class detailing a sex offence. In these instances Teachers do not know whether they should confront deviant attitudes. Condoning and not challenging attitudes are different things.

Another Teacher respondent stated that Teachers need to address the criminogenic issues of sex offending as logical follow-through from the adult education model. Although some people say 'we are adult educators and we do not talk about the war!' Clearly these statements demonstrate that Teachers would also welcome some information about dealing with sex offenders.

All levels of prison staff: Prison Officers, Prison Management (including Chief Officers and Governors) and Teachers have a desire for training in deviant sexuality and how to deal with it.



3.6.2 The Need For Information

The need for information is the perception that response categories other than their own have needs for information. These needs were in the prison environment and in the community.

Information Needs in the Prison Environment: Members of the Offender response category believed there was a need to have information about the Sex Offender Programme available to every sex offender. Two of these respondents offered to make themselves available to promote the programme within and outside their 'own' prison saying that the graduates of the programme are the best advertisement to inform others of the benefit they will get from it. Another respondent suggested that a leaflet outlining the process offenders go through on the programme would be helpful but warned that it might defeat the purpose of the programme if too much information about it was given. The two offender respondents who had not applied for admission to the programme were obviously uninformed about the process and nature of the programme. Should they have had more information they might have been encouraged to apply for a place. One programme non-participant claimed the men who have taken the sex offender programme do not discuss it therefore this was not a source of information for him.

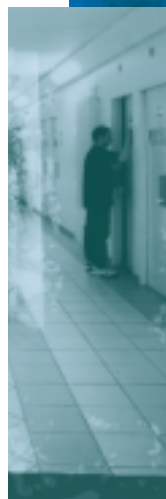
Prison Officers: A Thinking Skills Programme facilitator said he often finds offenders coming to him for information on the Sex Offender Programme which he does not consider himself competent to supply. This category of respondent suggested there should be information days on Thinking Skills for everyone employed in the prison so that they would know what is going on. This information is also necessary for the Sex Offender Programme.

Additionally, Prison Officers recommended there should be information for staff at all levels, including Prison Management about what it takes to facilitate a programme, including the stress and the commitment involved.

Because of the dearth of information, three Prison Officers who facilitate the Thinking Skills Programme who got Certificates of Education Training at University College Cork co-operated in a joint project for their course. They designed an education module for staff in the form of a pocket-sized handbook on the Thinking Skills Programme. It contained important information for Officers and involved role-play to assist staff in understanding the programme.

Prison Management: There are different levels of information needed in a prison relative to different grades of staff before programmes are implemented. This type of education might be delivered in a series of information days for all prison personnel.

Concerning the Sex Offender Programme, a Prison Management respondent suggested that anybody remotely involved with prison life including Teachers, Probation and Welfare Officers, Chaplains, Doctors and Psychiatrists should all be informed about the Sex Offender Programme.



Additionally, Offenders should be informed at an early stage of their sentence about the programme and the benefit it could be to them (e.g., over the course of their sentence and on release). They could be encouraged to view the programme as making positive use of their time in prison.

Specialist Services: In terms of understanding offending behaviour a Specialist Services respondent suggested that there should be one-day seminars for all staff in prisons to inform them about the triggers for offending (e.g., 'grooming'). Awareness of sex offending behaviour would reduce the risk of paedophile activity (e.g., paedophile offenders sending pictures of children to others outside prison). Additionally, he claimed, there should be input for staff to inform them what can be done with sex offenders but s/he also remarked that to implement this strategy demands resources that are in short supply.

Specialist Services: A member of this response category suggested that:

In providing information for staff it ensures that people are not compliant, complacent or ignorant of the nature of the offending. For example if an offender is writing a letter to a victim (e.g., an incest offender to his daughter), an Officer might not realise the impact of that letter on the victim.

Information days give people a chance to talk about their own experiences. For example, in the Curragh, many Prison Officers said they do not know anything about the offenders' offences. They made that deliberate decision which enables them to work in a different, clearer way with the offenders.

Having information days for Prison Officers in the Curragh was important and new for them. It was important particularly for those who volunteered to facilitate the Thinking Skills Programme. At the end of the day many said they understood the offenders better. Officers began to understand offenders' struggling and also were more wary of others because they could see how they were operating. The information days broadened the Officers' education, which gave balance to their work.

If offender programmes are going to be successful, it is essential that awareness raising programmes are provided for all prison personnel. The success of programmes depend on the goodwill of prison staff.



Administration: Those who are considering getting involved (Teachers, Psychologists, Prison Officers) must be briefed in what they are getting involved in. The information they receive must be well researched and there should be no shortcuts.

- Ideally all the staff in sex offender prisons should possess a very high level of knowledge which means that all staff should receive training and information packs.
- In a prison it is beneficial if there is a team approach to the therapeutic side of the rehabilitation of sex offenders. It is not about doing anything on the cheap but informing the whole institution about the way to approach offenders. It has a deeper philosophical value than simply saving a few bob or using somebody who is not as high up the skill ladder. It is something that helps to inform the whole prison.
- It might be worthwhile having a regular National Conference of the Officers and people who are likely to be involved in sentence management in prisons.

3.6.3 The Need for Information Outside the Prison

This topic includes variables concerning the overall need in society for information about sex offenders, judges could also benefit from this information and finally, if victims should have information about the progress of their perpetrator while in prison.

The Community: Twenty-eight per cent (15/53) of respondents from Prison Officers to Administration mentioned the need for society to be informed about sex offenders.

A Prison Officer respondent recommended that:

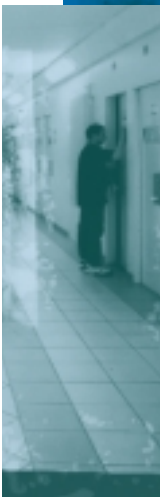
The public and the community need to be re-educated about sex offenders and programmes for them. Re-education may take a long time even with good media and politicians becoming involved to support the initiative.

A member of Specialist Services was critical of an ignorant public who claim all sex offenders should be treated. This sentiment, according to him, is usually voiced by people who would not know one sex offender from another - it is a platitudinous, public consumption message.

Judges: Six respondents commented on judges' need for information about sex offenders and the Sex Offender Programme.

A Prison Officer respondent suggested that:

Prison agencies should be making plans for sex offenders. Judges are out of touch with what is available in prison for sex offenders.



Another suggested that:

The panel of judges in the Circuit Court should be involved in the Sex Offender Programme because these are the people who do the sentencing. If an offender is going to be released after one-third of their sentence, the judge should have some part to play in that. It would also make them aware of the programme and back it with approval.

This respondent claimed that judges were already engaged in reviewing sentences, especially for drug users.

A Prison Management respondent suggested that:

Judges should be aware of the programme and get a copy of the new [Sex Offender Programme] manual. Judges, when sentencing, could recommend 'treatment' over the course of a sentence. They could also factor in the possibility of suspending part of the sentence or allowing temporary release under supervision of the Probation and Welfare Service and other release restrictions.

An Administration respondent, concerned about sentencing disparity commented:

Some of the sentences that are passed are inexplicably lenient. Perhaps because of lack of formal judicial training some judges are not taking some of these offences sufficiently seriously. The result of this is that the prison system does not get enough time to work with some offenders. The effect on a sex offender having to spend a reasonable time in prison is incalculable. If somebody gets off relatively lightly for very serious crimes it is almost giving him or her permission to do it again. It gives the wrong signal.

Victims: Should victims have information about the progress of the perpetrator who engages in a Sex Offender Programme? This was an issue mentioned by nine respondents in all response categories. One Offender mentioned that

If someone has been offended against and they know the offender has received treatment it will give them their dignity back as they feel at the start that they are partly to blame. It also shows that the offender is doing his best to harm no one else. So the person who reported a loved one feels that at least they have saved someone else from trauma.

A Prison Officer claimed that:

When a person is sent to prison it is impersonal. There is no connection with the victim. Prison is not healing as the offender is not encouraged to take responsibility for their victims. Most victims are blameless. Society must do something positive to change the offender and report back to the victim on this change.

A Specialist Services respondent noted:

There is need for public education to be done as well with public representatives and the general public to try to ensure that there is empathy and understanding for victims and their rights. There should be restorative justice. However, we are not near the stage where the victim and the perpetrator meet. Nevertheless this issue should be examined.

However, a respondent from the Administration category was concerned that:

The victims of some of our offenders would probably be very annoyed if they saw the resources which we are putting into some of the prisons in terms of putting offenders into Open University Courses, gyms and all this. So we have to demonstrate that all these facilities are being applied with a purpose.

3.7 Summary

In this chapter the opinions of these 59 respondents, in group or in one-to-one interviews, spoke to the Research Consultant about the treatment of sex offenders in Ireland and how they would like it to be improved. Different response categories and indeed, in some instances, respondents from different prisons had somewhat different perspectives, the main thrust of their interviews were strikingly similar in how respondents perceived the current situation and how improvements should be undertaken.

The consensus is that sex offenders should be housed separately in specialist sex offender prisons in which there is a therapeutic, pornography-free environment. Respondents were aware that this strategy may cause problems with stigmatisation of offenders on the one hand and collusion in sexual fantasies on the other. This type of environment is already beginning to emerge in Arbour Hill Prison but efforts will have to be made to maintain the positive ethos in this prison if anecdotal reports of its partial breakdown are accurate.

Members of Prison Staff - Prison Officers, Prison Management and Teachers - need to perceive that they are valued for their input and female staff need special consideration in an all-male environment, especially in sex offender prisons. Additionally, many respondents believe that Prison Officers could benefit from job enrichment by engaging them in more than just custodial tasks.

Although all respondents in this study had positive attitudes to sex offenders, there is anecdotal evidence that negative attitudes exist and inappropriate behaviours occur from time to time among some Prison Officers towards this category of offender which indicates the need for interventions with staff in this area.

In the absence of the possibility of parole for sex offenders, engaging in sentence planning for managing them may be pointless. Nevertheless, there are perceptions among respondents that



there is a strong need for sentence planning, coupled with the multi-disciplinary assessment for offenders in areas such as risk of re-offending, health problems, IQ, literacy, substance abuse and for some offenders an assessment for psychopathy.

Additionally, all sex offenders who request a Sex Offender Programme should receive it as soon as is possible after their request, even if they do not fulfil the current requirements for acceptance onto the Programme. Attempts should be made to motivate deniers and other non-applicants to participate in the programme. In addition to the current Sex Offender Programme, there should be a complete battery of programmes available to offenders which would assist them to be ready for the rigours of the Sex Offender Programme and booster programmes afterwards to assist them in coping with life on release. The Sex Offender Programme was criticised for being a 'one size fits all' approach and that modules should be devised to focus on the requirements of different offence categories (e.g., rapists and paedophiles). Offenders commented on how the programme could be improved, suggesting more input for the victim empathy module, a longer start up time but more intensive programmes of shorter duration by increasing the frequency of the sessions from three to four times per week.

The Thinking Skills programme received mainly positive comment except that it needed more stringent evaluation.

Other interventions were suggested which might help sex offenders come to terms with their offending behaviour such as art, drama and art therapy. There should also be adapted Sex Offender Programmes for those less intellectually gifted and deniers. Additionally there should be 'booster' or 'aftercare' programmes for those having completed the Sex Offender Programme. The need for individual counselling was also identified.

Respondents perceived the management of programmes needs inputs. These are personnel to facilitate programmes and the physical resources for programmes to take place. There was a consensus of opinion that programme facilitation should be multi-disciplinary, involving all strata of prison staff including Prison Officers. There were caveats about the employment of the latter group in facilitating Sex Offender Programmes. These concerned the possibility of conflicts of interest, and the need for recognition and remuneration, assessment and selection, training, rostering, supervision and the need for ongoing counselling of Prison Officers while engaged in facilitating Sex Offender Programmes.

Concerning the physical maintenance of programmes and resources, it seemed that rooms and more mundane artefacts like flipcharts were at times difficult to acquire. Rigorous research and evaluation of programmes and other prison interventions for sex offenders needs to be undertaken on an ongoing basis to ensure that they are effective.



There is a palpable desire and perceived need for information among those directly involved with sex offenders - Prison Officers, Prison Management and Teachers. This issue needs to be addressed with some urgency because an uninformed staff is ill-equipped to put therapeutic environments and other innovations in place for the effective rehabilitation of sex offenders. Additionally, society in general, including the judiciary is ill-informed about sex offenders and the current and planned interventions available for them in prison.

Although programmes in prison for sex offenders are in their infancy, there is evidence that there is goodwill towards them and that further input will greatly enhance them and afford many more sex offenders the best facilities to enable them to overcome their offending behaviour.

Unfortunately, the availability of supports in the community for sex offenders is practically non-existent. There is virtually no juvenile or pre-sentence interventions and few post-release either. Until an ignorant and unforgiving public and media are informed by well-researched and documented information about the prognosis for treated sex offenders released on parole versus those released often without treatment at the end of their sentence, no community interventions can be successful. There is also need for appropriate post-release facilities, including community programmes, counselling, accommodation, employment and supports before releasing sex offenders into a hostile environment. Otherwise their chances of remaining crime-free is a bleak prospect. This is a most unfortunate situation if considerable improvements are put in place in prison for sex offenders without the matching improvements taking place in society for the safe and secure release of these people.

Finally, as members of society, we need to ask ourselves: should sex offenders be 'burned at the stake', as the respondent cited at the beginning of the chapter claimed and who identified sex offending as the 'new heresy'? Alternatively, are sex offenders people less fortunate than ourselves who need help in living crime-free lives? The answer to this question ultimately will determine how sex offenders are treated in Ireland.



4. “WHAT WORKS” IN OTHER JURISDICTIONS

4.1 Introduction

This chapter examines what interventions are in place for offenders in general and sex offenders in particular in Canada, Vermont, USA¹⁹ and in some instances, in the UK. It comprises eight sections, including this one. These are:

- **Background to the Three Jurisdictions** - gives a short overview of the geographic and demographic details about the three countries to give some perspective to the information that will follow.
- **The Criminal Justice Systems** - describes the criminal justice systems of the two North American jurisdictions, the Correctional Service of Canada and the Vermont Department of Corrections, their structures and missions.
- **Sentencing Practices** - in the two instances - Canada and Vermont - where sentencing practices differ from those in Ireland, these are described.
- **Institutional Correctional Care** - describes the interventions available in prisons in Canada and Vermont for sex offenders, and addresses such issues as how offenders' risk is assessed and managed and how programmes for sex offenders are organised. The employment of Prison Officers to facilitate sex offender programmes in the UK is also examined. Additionally, how interventions are evaluated and research around what works in prison for the treatment of sex offenders is also examined.
- **Community Correctional Care** - describes the management of offenders while on parole in Canada and Vermont, who is responsible for them, what happens if they re-offend, how the community is encouraged to assist in their rehabilitation.
- **The Dissemination of Information** - this section details how the flow of information in the criminal justice system and to the community is organised in Canada and Vermont.
- **Summary**
- **Discussion and Conclusions**

¹⁹ The reader should note that when Canadian or US documents are quoted Canadian and US spelling has been retained.

4.2 Background to the Three Jurisdictions

This section describes Canada, the UK and Vermont, USA in geographical and demographic terms in order to paint the backdrop for the information in this chapter.

4.2.1 Canada

This country has a landmass of 3,851,809 square miles. It is divided into five territories, which from west to east are Pacific, Prairies, Ontario, Québec and Atlantic. It has a population of 28,500,000 inhabitants of which 799,000 or 0.002% are of aboriginal background (Statistics Canada, 1996). The prison population at Federal level²⁰ in Canada is 13,842 of which approximately 3,460 or 25% are sex offenders. Additionally, approximately 9,513 offenders at any one time are on parole (Correctional Service of Canada, personal communication, 12th February 2001).

4.2.2 The UK

The UK landmass comprises 94,204 square miles. The population of England and Wales, in 1991, was 49,890,000 (Home Office, 2001). In 2000, the prison population in England and Wales was 50,880 of which 10%²¹ (5,040/50,880) had been convicted of a sexual offence (Elkins, Olagundoye & Rogers, 2001).

4.2.3 Vermont

This State has a landmass of 9,609 square miles and a population 584,771 (The University of Vermont, 1996). The prison population in June 1999 was 1,486 and in 1998, 230 offenders had been convicted and 138 incarcerated for sex offences (Vermont Department of Corrections, 2000). The incarcerated sex offender population is therefore approximately 9% (138/1,486) of the prison population.

4.3 The Criminal Justice Systems

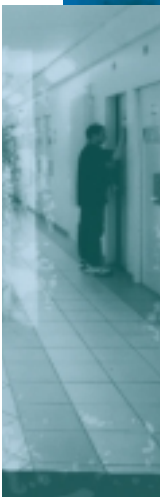
Irish criminal law, similar to that in operation in the UK:

... has grown up over many centuries and the purposes of those who have framed it, and of those who have enforced it, have undoubtedly been many and various. Consequently, it is not easy to state confidently what are the aims of the criminal law at the present day. The authors of a completely new code of criminal law are, however, in a position to state their objectives at the outset (Smith & Hogan, 1973, p. 3).

Canada and Vermont both have criminal codes which were written in the latter half of the 20th century and at the outset state their objectives. These jurisdictions also have laws and statutes which determine how offenders, once convicted of an offence, should be sanctioned. Criminal law and the imposition of sanctions is not as overt in the UK and Ireland as it is in Canada and

²⁰ Any offender convicted of an offence with a sexual component automatically receives the specialist assessments reserved for sex offenders.

²¹ All males.



Vermont. Additionally, in the UK and Ireland prisons and places of detention are managed separately from community interventions (parole and probation) for offenders. In Canada and Vermont, both prison and community interventions are managed together. For offenders, there is a seamless transition from prison to community. This difference is reflected in the terminology used in the management of offenders. In both jurisdictions the terminology is 'corrections' thus the Correctional Service of Canada (CSC) and the Vermont Department of Corrections are responsible for managing offenders whether in prison, on parole or on probation.

Because the respondents in the previous chapter identified the need for a 'seamless' transition from prison to community for sex offenders, it is the criminal justice systems of Canada and Vermont that will be the focus of attention in this section.

4.3.1 Canada

The mandate for the establishment and operation of the Correctional Service of Canada (CSC) is contained in the Corrections and Conditional Release Act (1992). Under this Act the CSC is responsible for:

the care and custody of inmates;

the provision of programs that contribute to the rehabilitation of offenders and to their successful reintegration into the community;

the preparation of inmates for release;

parole and statutory release supervision; and

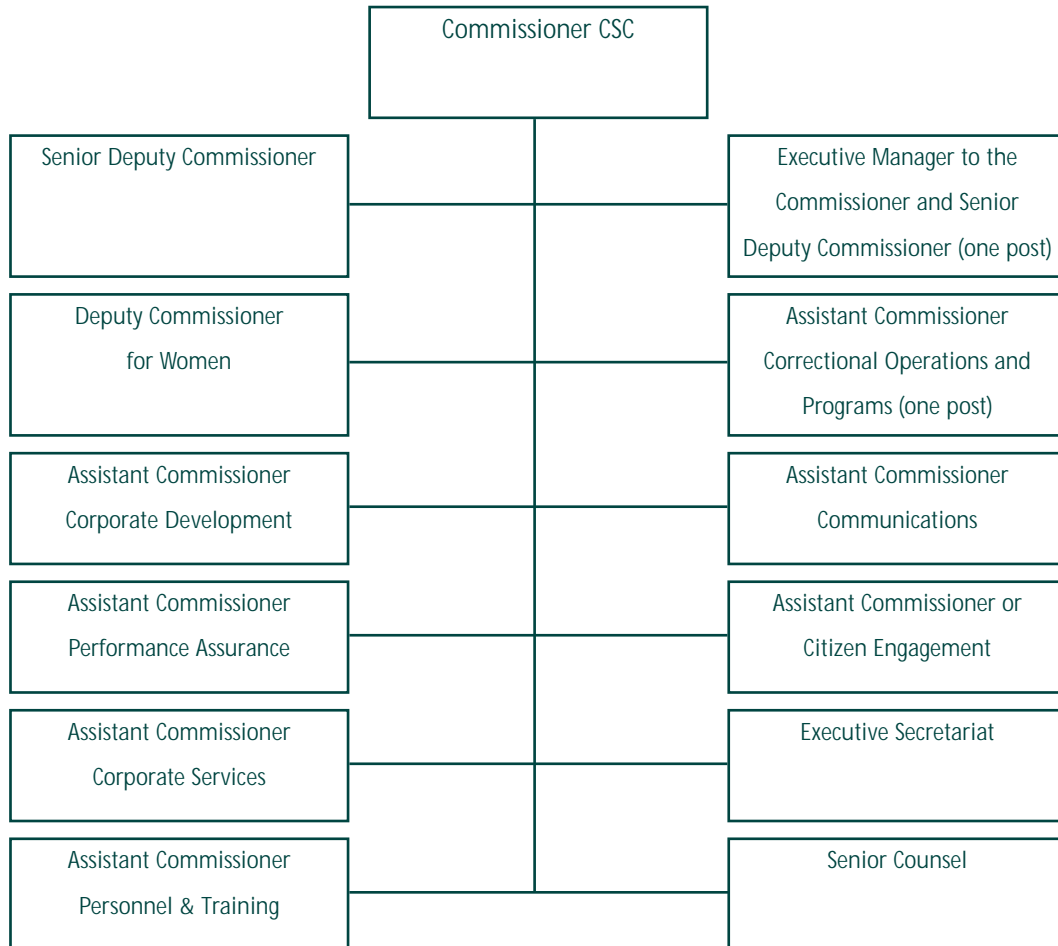
maintaining a program of public education about the operations of the Service (Corrections and Conditional Release Act, 1992, Part I, Section 5).

The CSC mission statement reads:

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

Because of the size of the country, the CSC is divided into five administrative regions, similar to the five territories mentioned above. CSC has its national headquarters in the capital city, Ottawa, Ontario. The Service has three levels of management: National (sometimes referred to as 'Federal'); Regional; Institutional and Parole Offices. The organisational structure of the CSC is given in figure 4.1 opposite:

Figure 4.1: Structure of the Correctional Service of Canada

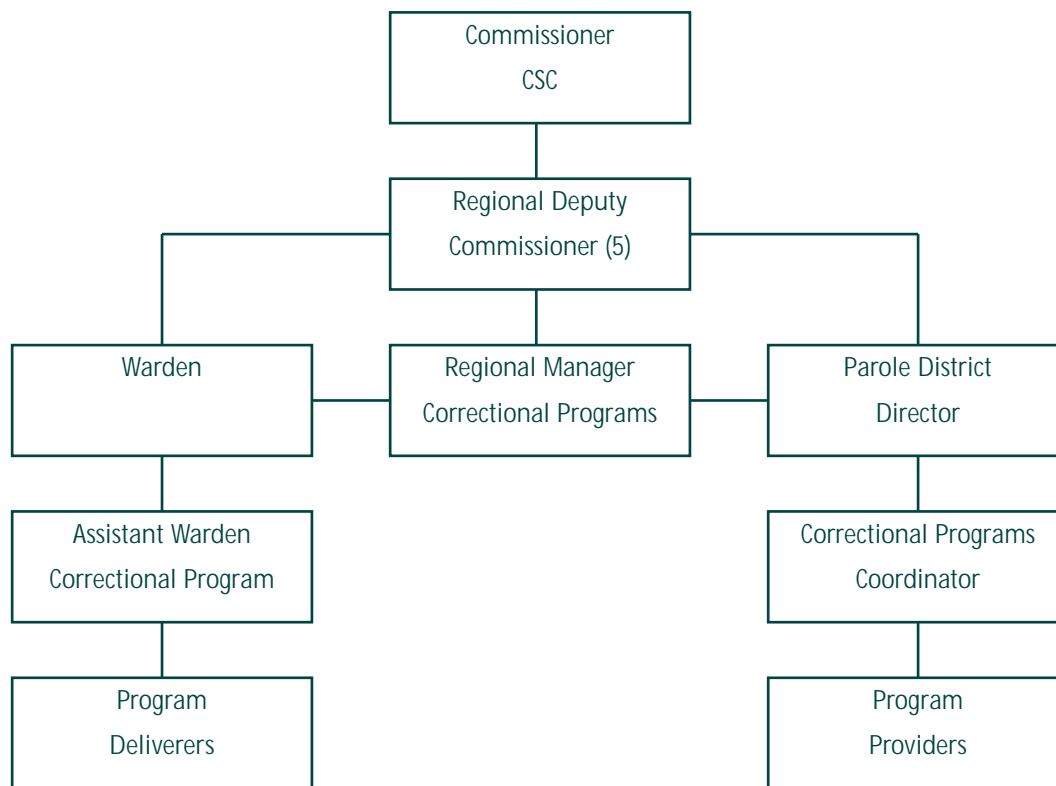


The CSC oversees 51 federal penitentiaries for offenders distributed over the five administrative regions. Additionally, it has two Regional Psychiatric Centers for male offenders (these are jointly hospitals and prisons) and two Regional Centers that are stand alone units within other penitentiaries' compounds not accredited as hospitals but which offer programmes and treatment for offenders with "mental disorders" (CSC, personal communication, February, 2001).

There are 67 parole offices across Canada, two thirds are directly responsible for parole supervision and one-third are responsible for managerial and administrative tasks (Brown & Zamble, 1998).

Each region has an organisational structure for programme delivery as outlined in Figure 4.2:

Figure 4.2: Regional Structure of CSC's Programme Delivery



A Regional Deputy Commissioner who is responsible for both prison and community interventions heads each of the five regions. Wardens have the responsibility, with Assistant Wardens and Program Deliverers, of providing prison-based correctional programmes delivered by prison staff²². Community-based programmes are the responsibility of the Parole District Director and Program Coordinators. Community correctional programmes are delivered by CSC staff or in many instances by contractors.

4.3.2 Vermont

The Vermont Department of Corrections was established in 1969 with:

... an explicit mission statement that recognized the failure of traditional institutional response to crime (Vermont Department of Corrections, 2001a).

It was created by the Public Institutions and Corrections Act (1971), § 3081 and has the

... purpose of developing and administering a correctional programme designed to protect persons and property against offenders of the criminal law and to render treatment to offenders with the goal of achieving their successful return and participation as citizens of the

²² Information about the educational requirements, selection and training of these staff will be provided in a later section.

state and community, to foster their human dignity and to preserve the human resources of the community (cited in Vermont Department of Corrections, 2001a, p. 8).

The Act stipulates that the Department of Corrections shall:

... formulate its programs and policies recognizing that almost all criminal offenders ultimately return to the community, and that the traditional institutional prisons fail to reform or rehabilitate, operating instead to increase the risk of continued criminal acts following release. The department shall strive to develop and implement a comprehensive program which will provide necessary, closed custodial confinement of frequent, dangerous offenders, but which also will establish as its primary objective the disciplined preparation of offenders for their responsible roles in the open community (cited in Vermont Department of Corrections, 2001a, p. 8).

In order to fulfil its statutory mandates, the Vermont Department of Corrections established the following mission statement:

In partnership with the community, [the Department of Corrections] serves and protects the public by offering a continuum of graduated sanctions and risk management services. This is accomplished through a commitment to excellence that promotes continuous improvement, respect for diversity, legal rights, human dignity and productivity (Vermont Department of Corrections, 2001a, p. 9).

In 1987, the Department was reorganised into four geographical areas, each responsible for the entire continuum of services from supervision of the lowest administrative case on probation, through to the most secure incarceration of an inmate in a long term facility. The reason for the restructuring was to create:

... a single service delivery system for all correctional services, as well as a management and fiscal control system (Vermont Department of Corrections, 2001a, p. 6).

According to these authors, one set of standards and best practice was established in a single organisational culture of shared values and goals. The new ideology led to innovative alternative sentencing options. New programmes in the community were created that fall between probation and prison, referred to as “sentencing options” or “intermediate sanctions”. Probation and Parole offices were restructured into two units - Community Correctional Services Centres and Court and Reparative Service Units. The Community Correctional Services Centres are responsible for offenders exiting prison on parole and the Court and Reparative Service Units are responsible for offenders who are not sentenced to imprisonment. Because of this restructuring the Vermont Department of Corrections’ structure is quite different from that which operates elsewhere. The structure of the management of the Vermont Department of Corrections is given in Figure 4.3:

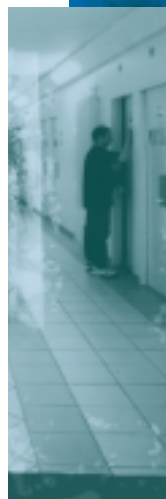
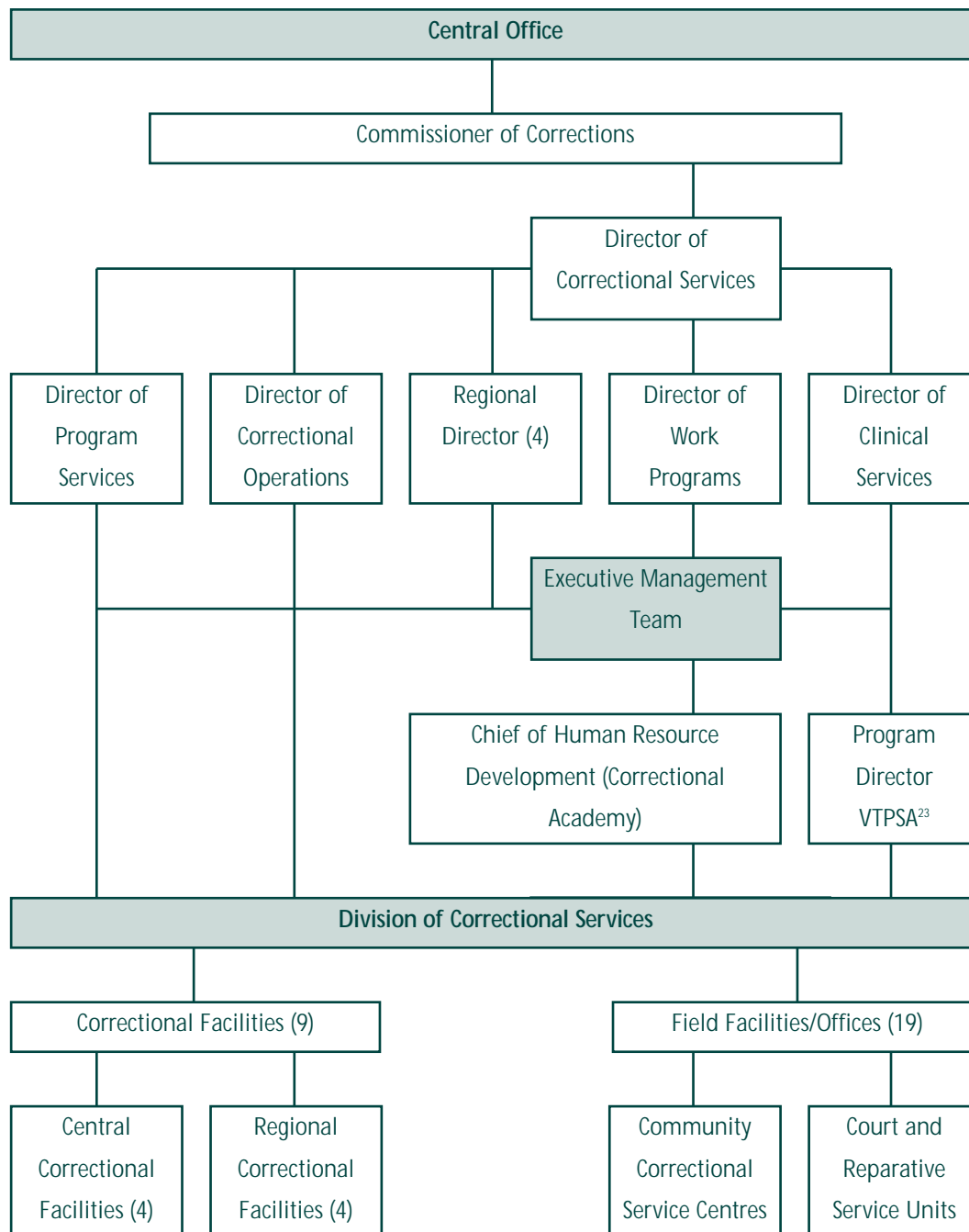


Figure 4.3: Management Structure of Vermont Correctional Services



The Commissioner is the formal and informal head of the Department. S/he is appointed by the Governor of the State and approved by the legislature. The Director of Correctional Services is second in command in the Department and deals directly with the co-ordination of operations and programme services. S/he co-ordinates with the regional and the divisional directors through the Executive Management Team. The Director of Program Services is involved in the development

²³ Vermont Treatment Programme for Sexual Aggressors

and evaluation of the services delivered to offenders to reduce risk. The Director of Correctional Operations deals with co-ordinating the daily operational issues around custody and security. This post is mostly concerned with institutional matters. The Director of Clinical Services is responsible for the co-ordination and quality of medical and psychiatric/psychological services. The Director of Work Programs oversees work programmes that train and pay incarcerated offenders and a community service system of work on a paid and volunteer basis in the community. The Chief of Human Resource Development is responsible for the training and professional development of staff and volunteers in the Department and also is responsible for the Vermont Correctional Academy. The four Regional Directors' responsibilities are for his/her area of the State. S/he co-ordinates all operational issues with the other Regional Directors and with their direct supervisor, the Director of Correctional Services. The Regional Directors are also responsible for budget, policy and personnel matters. (Vermont Department of Corrections, 2001a).

4.4 Sentencing Practices

This section gives details of sentencing practices in Canada and Vermont. Sentencing practices in the UK are not given because of their similarity to those imposed in the Republic of Ireland.

4.4.1 Canada

The Canadian Criminal Code (1985) states that the purpose of sentencing is:

... to contribute, along with crime prevention initiatives, to respect for the law and the maintenance of a just, peaceful and safe society by imposing just sanctions ... (1985 Section 718).

Additionally, imposing sanctions have one or more of the following objectives:

to denounce unlawful conduct;

to deter the offender and other persons from committing offences;

to separate offenders from society, where necessary;

to assist in rehabilitating offenders;

to provide reparations for harm done to victims or to the community; and

to promote a sense of responsibility in offenders, and acknowledgement of the harm done to victims and to the community (Criminal Code, Section 718).

Section 718.1 of the Code specifies that:

A sentence must be proportionate to the gravity of the offence and the degree of responsibility of the offender.



The age of criminal responsibility is 14 years in Canada.

In relation to sexual offenders, the court can impose the following sanctions, taking into consideration Section 718 above. These sanctions are described in Table 4.1.

Table 4.1: *Type of Sexual Offence by Sanction in Canada.*

Type of Sexual Offence	Sanction
Aggravated Sexual Assault (including wounding, maiming, disfiguring or endangering life)	Imprisonment for life and to a minimum punishment of imprisonment for a term of four years.
Sexual Assault with a weapon or causing bodily harm	Imprisonment for a term not exceeding fourteen years and to a minimum punishment of imprisonment for a term of four years.
Sexual Assault	Imprisonment for a term not exceeding ten years and on summary conviction to a term of imprisonment for a term not exceeding eighteen months.
Incest	Imprisonment for a term not exceeding fourteen years
Bestiality	Imprisonment for a term not exceeding ten years
Anal Intercourse	Imprisonment for a term not exceeding ten years
Sexual interference/sexual touching of a person under the age of fourteen	Imprisonment for a term not exceeding ten years
Sexual exploitation of a person under the age of eighteen	Imprisonment for a term not exceeding five years

Source: Criminal Code 1985

When an offender is serving a sentence of two or more years, s/he may be granted parole (excluding those who are serving an indeterminate sentence for whom there are different parole arrangements). The portion of sentence that must be served before an offender may be released on day parole is:

- (i) the portion of the sentence ending six months before the date on which full parole may be granted, and*
- (ii) six months; or*
- (iii) one half of the portion of the sentence that must be served before full parole may be granted, where the offender is serving a sentence of less than two years (Corrections and Conditional Release Act, 1992).*

More information on the management of offenders on parole in Canada will be given in a later section.

4.4.2 Vermont

Vermont operates a system of restorative justice as opposed to punitive justice. The latter system, according to the Vermont Department of Corrections (2001a), are those on which the vast majority of correctional systems are based. The punitive model emphasises punishment whereas in the restorative justice model "the paradigm is switched" (Vermont Department of Corrections, 2001a, p. 7). In order to clarify the difference between punitive and restorative justice the Vermont Department of Corrections (2001a) formulated the following analysis of the difference between the two justice systems which is contained in Table 4.2.

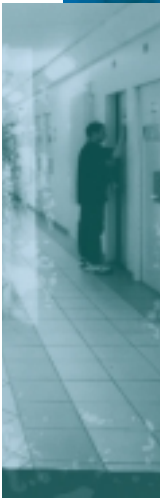


Table 4.2: Differences Between Punitive and Restorative Justice

	Punitive Justice	Restorative Justice
1.	Victim ignored, offender passive.	Victim rights/needs recognised, offender encouraged to take responsibility.
2.	Crime defined as violation of the state.	Crime defined as violation of one person by another.
3.	Focus on establishing blame, on guilt, on past (did s/he do it?).	Focus on problem solving, on liabilities and obligations, on future (what should be done?).
4.	Adversarial relationships and process normative.	Dialogue and negotiation normative.
5.	Imposition of pain to punish and deter/ prevent.	Restitution as a means of restoring both parties; reconciliation/ restoration as a goal.
6.	Justice defined by intent and process: right rules.	Justice defined as right relationships: judged by the outcome.
7.	Interpersonal, conflictual nature of crime obscured, repressed; conflict seen as individual vs. state.	Crime recognised as interpersonal conflict value of conflict recognised.
8.	One social injury replaced by another.	Focus on repair of social injury.
9.	Community on sideline, represented abstractly by state.	Community as facilitator in restorative process.
10.	Encouragement of competitive individualistic values.	Encouragement of mutuality.
11.	Action directed from state to offender.	Offender accountability defined as understanding impact of action and helping decide how to make things right.
12.	Offence defined in purely legal terms, devoid of moral, social, economic, political dimensions.	Offence understood in whole context - moral, social, economic, and political.
13.	"Debt" owed to state and society in the abstract.	Debt/liability to victim recognised.

Source: Vermont Department of Corrections (2001a, pp. 7 - 8)

In the restorative justice system the victim is the focus of attention. A victim can be an individual or the community. The solution to the crime is:

... making the victim whole, repairing any harm to the community and mediation between victim, community and the offender to facilitate the perpetrators reentry as a full member of that community (Vermont Department of Corrections, 2001a, p. 7).

The system of indeterminate sentencing means that most offenders have sentences with a minimum and maximum component. For example an offender may get a sentence of one to three years. The one year is the minimum sentence and the three the maximum. The minimum sentence, minus the statutory earned time²⁴ is the "parole eligibility date" - the day the offender is released from prison (Vermont Department of Corrections, 2001c). Information about the management of offenders on parole in Vermont will be given in a later section.

According to the Vermont Department of Corrections (2001b):

The sentencing of offenders is a difficult job. It requires knowledge, wisdom, courage and assessment skills. While the court system holds the responsibility for sentencing, all the components of the Criminal Justice System (police, defense/prosecution and corrections) and the community have an input and a vested interest in the outcome (p. 1).

Table 4.3 gives a breakdown of the types of sex crimes and the maximum sanctions which obtain in Vermont.

²⁴ Earned time or "good time" is an opportunity afforded statutorily incarcerated offenders. Since 1994, offenders get a good time allowance of five days a month with the opportunity of an additional 10 days a month "earned time" for participation in work and risk reduction programmes (Vermont Parole Board, 2001).



Table 4.3: *Type of Sexual Offence by Sanction in Vermont*

V.S.A §	Type of Sexual Offence	Sanction
3253	Aggravated Sexual Assault	Life imprisonment or a fine of not more than \$50,000 or both
3252	Sexual Assault of a person under the age of 16 years who is in the adult's care	Imprisonment for not more than 35 years or a fine of not more than \$25,000 or both
3252	Sexual Assault	Imprisonment for not more than 20 years or a fine of not more than \$10,000 or both
00009	Attempted aggravated sexual assault or sexual assault	Imprisonment for a term not more than 10 years or a fine of not more than \$10,000 or both
2822	Use of a child in sexual performance	Imprisonment for a term not exceeding 10 years or a fine of \$20,000 or both
2601	Lewd and lascivious conduct	Imprisonment for not more than five years or a fine of not more than \$300,000 or both
2825	Sexual exploitation of a person under the age of eighteen	Imprisonment for a term not exceeding five years or a fine of not more than \$10,000 or both
2602	Lewd and lascivious conduct with a child	Imprisonment for not less than one year and not more than five years, or a fine of not more than \$3,000 or both ²⁵

Source: *Crime and Criminal Procedures Act (1971)*

When an offender is sentenced to a term of imprisonment, other than for life, the court does not fix the term of imprisonment but establishes a maximum and may establish a minimum term for which the offender may be incarcerated. The maximum term cannot be longer than the maximum term fixed by law for the convicted offence (Crime and Criminal Procedures Act, 1971, § 7031).

²⁵ The penalties for second and subsequent offences rise to not less than three years and not more than 20 years imprisonment or a fine of not more than \$10,000 or both for the third or subsequent offence.

Plea-bargaining is also permissible in Vermont. The age of criminal consent is 16 but an offender under the age of 18 cannot be incarcerated with adult offenders.

The criminal justice process is called the **Offender Case Management System**. According to Vermont Department of Corrections (2001a), there are three major elements against which to measure the ultimate effectiveness of the Correctional Services in Vermont. These are:

Impact on recidivism;

Cost efficiency and

Consumer satisfaction - the consumer viewed as the general public, other parts of the criminal justice system, community based social service agencies and the offender (Vermont Department of Corrections, 2001a, p. 14).

Gilder, (1973), cited in Vermont Department of Corrections (2001a), stated that improving productivity in public service organisations should be considered from five perspectives; application of knowledge, improvement of labour quality, concentration of capital, improved allocation of labour and economics of scale. The Vermont Department of Corrections (2001a) realises this approach is aspirational and that many unknown variables can impede administrators' rational attempts to improve their organisation. According to these authors, Offender Case Management, including classification, and case planning, is a process which aids the realisation of these ideals. The process involves three elements:

The Offender

Resources and services and

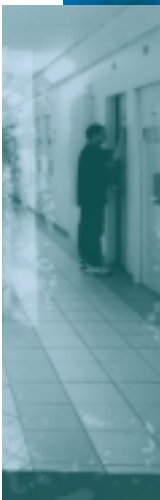
Purposes of sentencing (Vermont Department of Corrections, 2001a, p. 15).

The offender population is segmented into sub populations according to type (risk to reoffend and offence severity). Decisions about offenders are considered from two distinct perspectives the **severity of the offence committed** and the **degree of risk to reoffend** that the offender presents.

Limited Risk Management has emerged in Vermont over several decades of discussion contrasting the "just deserts" model with a "risk management" model in sentence consideration. According to the Vermont Department of Corrections, (2001a):

Each taken in its purest form has a rather different impact in shaping correctional philosophies, purposes and practices. The aim of Limited Risk Management is to integrate the two perspectives as an effective means to make rational, cost efficient, effective and equitable decisions about offenders, and decisions that are congruent with public and political interests (p. 17).

Risk Management focuses on interventions that control and reduce an offender's risk of committing crime while at the same time treats people similarly (equitably) who have committed



similar crimes. Bearing these two principles in mind, the Vermont Department of Corrections has the principle of holding the offender in the “least restrictive setting consistent with public safety” (2001a, p. 18). The effectiveness of this strategy means that:

It allows greater access to community based resources;

It keeps offenders free from the contaminants of incarcerative environments;

It emphasizes reintegration and involvement with the community where the goals of rehabilitation and offender change have the greatest potential, and

Success in achieving the goals of correctional services can best be measured, evaluated and pursued in the community (Vermont Department of Corrections, 2001a, p. 18).

The operationalisation of the theoretical model of **Offender Case Management** fosters a delineation of service delivery to offenders. Additionally, offenders are continually assessed to assure they are coupled with appropriate correctional services and resources. In the Vermont Department of Corrections, the range of correctional services is categorised into two major tracks.

The **Risk Management** Programme Track (Incarceration) is designed for the **more serious offenders** who are held in custody and later on parole, using a variety of services. These are:

... a combination of risk control activities such as surveillance, limiting movement, drug and alcohol use testing, electronic monitoring and visits to their job and home and risk management activities designed to reduce the likelihood, severity or frequency of further criminal acts, such as reestablishing responsible relationships with the community, case planning, treatment programs and counseling (Vermont Department of Corrections 2001b, p. 1).

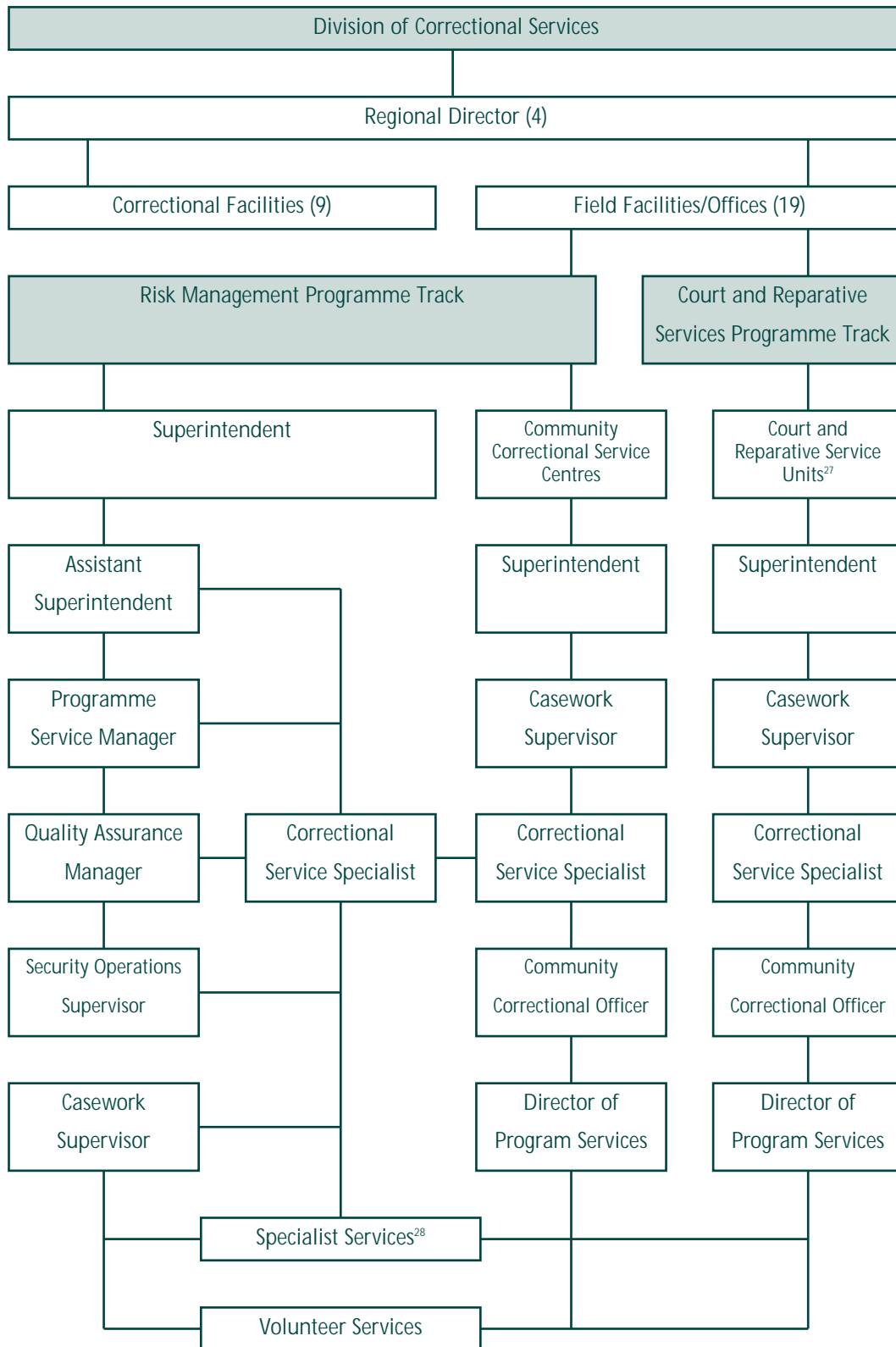
Court and Reparative Services Programme Track²⁶ (Community based sanctions) for **less serious** offenders who are monitored using a variety of services. These are:

... built on the expectation that the community will take an active part in supporting victims and reestablishing the relationship between the community and the offender. To that end the standard supervision expectations are reduced and alternative strategies for monitoring compliance with conditions and expectations are used (Vermont Department of Corrections 2001b, pp. 1-2).

There is therefore a strong community sanction element for both serious and less serious offenders in this State. The structure of these two tracks is shown in Figure 4.4.

²⁶ In 1999, the Reparative Probation programme received an Innovations in American Government Award as one of the top 10 government initiatives that address today's toughest issues (Vermont Department of Corrections 2001d).

Figure 4.4: Structure of Vermont's Offender Case Management System



²⁷ Sometimes the two different kinds of Field Facilities share offices, sometimes not.

²⁸ Including Sex Offender Therapists, Vocational Education Teachers, Nurses and Medical Personnel. They may be contracted or State employees.

The **Correctional Service Specialist (CSS)**, according to Vermont Department of Corrections (2001a), is a combination of what was historically known as Probation Officers and Parole Officers (Vermont Department of Corrections, 2001b). The CSS is the primary correctional employee which provides assessment, case planning, treatment and supervision services to the offender in prison and in the community. In the correctional facilities (prisons) s/he can have two different roles - a caseworker role, where the CSS works with the inmate to address his primary needs areas. The CSS can also act as a Unit Manager, who is responsible for the overall operation of the Unit of the facility that s/he is supervising. This includes case management as well as facilitation of programmes. (CSS personnel do not facilitate sex offender programmes.) In the community, the CSS can work either in the Community Correctional Services Centres or in the Court and Reparative Service Units. In the former role, s/he offers a similar service as the casework track CSS employed in the facilities does, leading groups and facilitating offenders needs in the community. The Court and Reparative Service Track, CSS provides the Court with sentencing services (the Presentence Investigation Report which will be described in detail below) and supervises lower risk offenders.

The **Casework Supervisor** is the direct supervisor of the CSS. They are the trainers of correctional best practice and work directly with the CSSs to develop case plans that address the offenders' needs. The Casework Supervisor also works with the Administration and Area Manager to place offenders within the system (facilities and field).

The **Community Correctional Officer** is the "eyes and ears" of the CSS in the community. They monitor offenders on parole or probation to ensure they comply with the terms of their sentence in the community. The role of this Officer includes risk assessment and fundamental risk management services and is an integral part of any risk management team. The Casework Supervisor also supervises this position.

The **Volunteer Services** are an integral part of the community corrections philosophy. Volunteers are treated as "corrections professionals" and upon final approval and registration are entitled to certain automatic benefits. These include the State's workers' compensation, representation by a State-paid counsel if they are sued for conduct arising out of their volunteer work and they will be indemnified by the State if a civil judgement is brought against them whilst volunteering.

Volunteers' roles include finding job sites for offenders doing community service, creating a relationship with offenders which according to the Vermont Department of Corrections (2001a), is very different from that of paid staff.

In some cases they literally make the difference between success and failure when an offender is going through programming to break a criminal lifestyle (p. 45).

Currently there are over 1,000 registered volunteers in the Department, working in the correctional facilities and the field in dozens of roles.



4.5 Institutional Correctional Care

This section examines the management of offenders in Canada and Vermont and covers three main issues in the two jurisdictions. These are Offender Management, Programme Management and Research and Evaluation procedures.

4.5.1 Offender Management

This sub-section examines issues such as assessment of offenders' needs on committal to prison, including the provision of education, vocational training and correctional programmes for his/her rehabilitation while in prison and especially as these relate to sex offenders.

Canada

When an offender is sentenced to two or more year's imprisonment, s/he is sent to a Federal (as opposed to a Regional) Prison. On incarceration, offenders in many of the regions are sent to a centralised reception facility to go through an assessment process before moving to their 'home' institution. The assessment process is mandatory for new federal offenders (CSC, 1999). This procedure is called the Intake Assessment - Correctional Plan (CSC, personal communication, February, 2001). All assessment results and recommendations are sent to the offender's Parole Officer and copies placed in the offender's file.

In the Ontario region, the Millhaven Sex Offender Assessment Service is part of the Millhaven Institution. This is the CSC's reception and assessment unit for Ontario's Federally sentenced sex offenders. The general assessment of offenders and the particular assessment of sex offenders in Canada will be described as they obtain in this Institution.

Sex offenders are not segregated from 'ordinary' offenders and although initially²⁹ there were concerns that their identification would lead to institutional violence, this did not occur (Malcolm, 1996). Sex offenders are categorised according to whether they:

- Are currently serving a sentence for a sex offence
- Have a previous conviction for a sex offence
- Have a current conviction sex-related offence - that is an offence sexual in nature but not labelled as such because the charge was for a more serious offence.

Offenders with a previous conviction for a sex offence and offenders with a sex-related conviction are identified by information from the Royal Canadian Mounted Police Fingerprint Service, the Canadian Police Information Centre database, police reports and victim impact statements. Any offender convicted of an offence with a sexual component automatically receives the specialist assessments reserved for sex offenders.

²⁹ In 1993, when the Sex Offender Assessment Service was established.



Educational Assessment: The offender is required to take the Canadian Adult Achievement Test (CATT), designed to measure a wide range of educational achievements and abilities in reading, mathematics, language, arts and science. An occupational aptitudes and interests test is also administered to ascertain whether the offender has a marketable employment skill. When the assessment is completed an educational counsellor discusses with the offender the results of the tests, the offender's goals and the institutional and community programme opportunities. Additionally, the offender's educational and employment deficits identified in the assessment and the programmes which will be required to address these are discussed with him/her (CSC, 1999). If an offender has not achieved high school grade 10³⁰ competency or above s/he must engage in an education programme to attain this level³¹. Vocational education is also available and includes: welding, hairdressing, carpentry, cooking, electronics, computer programming, etc.

Education at secondary/vocational level is free of charge but at post-secondary level it must be paid for by the offender.

Substance Abuse Assessments: This assessment consists of a Computer Lifestyle Substance Abuse Inventory. It is self-administered but the offender can request assistance if s/he is having difficulty completing it. The assessment provides information on substance abuse and general lifestyle information such as use of caffeine, cigarettes, sleep and exercise habits (CSC, 1999).

Psychological Assessment: This assessment consists of several different procedures including (a) a psychosocial history, (b) sex offence descriptions, (c) risk evaluation.

The **psychosocial history** is taken in narrative format.

The **sex offence descriptions** are derived from official documents including police reports, Crown brief, victim impact statement, agreed statement of facts, sentencing reasons and court transcript (Malcolm, 1996). These documents are used to determine the offender's typology based on both offender and victim characteristics. "Categorical scales are used to rate the degree of physical violence and sexual intrusion" (Malcolm, 1996, p. 18). The offender's description of the offence including denial or minimisation is also included as the offender presented it without interpretation. This latter description is used for preparing the Denial and Minimization Checklist (Barbee, 1991, cited in Malcolm, 1996).

Risk evaluation used to be determined by the use of four scales and now three. These were the

- General Statistical Information on Recidivism Scale (Nuffield, 1989, cited in Malcolm, 1996) which is used as a predictor of general recidivism,
- The Level of Service Inventory (Revised), (Andrews & Bonta, 1995, cited in Malcolm, 1996) also predicts general recidivism,

³⁰ Approximately a similar level to the Junior Certificate standard in Ireland.

³¹ Approximately 82% of offenders test at a lower than grade 10 level (CSC, personal communication, 12th February 2001).

- Custody Rating Scale (CRS), (Solicitor General of Canada, 1987) which, according to Blanchette (2001) is an objective risk-based measure consisting of two independently-scored dimensions - institutional Adjustment and Security Risk and
- The Psychopathy Checklist (Revised) (Serin et al., 1994, cited in Malcolm, 1996) which is a predictor of violent recidivism. It should be noted that according to the staff in the Millhaven Institution when the Research Consultant visited there in February 2001, the use of the Psychopathy Checklist has been discontinued.

According to Bonta (2000), the best validated instrument for identifying antisocial personality is Hare's Psychopathy Checklist. Unfortunately, according to this author, the Checklist is not conducive to treatment planning:

A diagnosis of psychopathy is often seen as a sign of untreatability. As a result, efforts to treat "psychopathic" offenders is minimal despite the fact that there is no convincing evidence that theoretically relevant interventions will not "work". In addition, there is no research exploring the role of psychopathy and/or antisocial personality as a responsivity factor (p. 18).

For this reason the administration of Psychopathy Checklist has been discontinued as an offender risk assessment tool. According to Bonta (2000) there is a need to develop good measures of impulsiveness, empathy and self-control - which have been identified as elements in responsivity.

All inmates are assigned a security classification as part of the comprehensive and integrated Offender Intake Assessment (OIA) process.

When the intake battery has been completed, a sentence plan is compiled and the offender is assigned to the prison which has programmes that meet his educational and criminogenic needs and has the degree of security which his risk assessment indicated was necessary. Part of the Millhaven assessment report contains a recommendation about the offender's need for a sex offender programme and the most suitable one for his risk/need profile. The offender is then placed on the waiting list for the appropriate sex offender programme (Malcolm, 1996). A diagram of the Canadian process of assessment, sentence planning and correctional planning is in Appendix B to this document.

In addition to educational and sex offender programmes, the offender's need for correctional programmes is assessed. Programmes available to offenders in CSC are:

- Substance abuse
- Living skills
- Family violence
- Violence prevention.



While incarcerated, employment programmes are available to offenders to encourage discipline and job skills, prevent idleness and impart pro-social skills (CSC, personal communication, 12th February 2001). Five different types of employment are available. These are:

- Agribusiness: dairy, beef, pork, poultry and field crops,
- Manufacturing: wood and metal furniture,
- Textiles: clothing, mattress, leather goods,
- Services: data entry, printing, laundry,
- Construction: building construction and renovation.

The Ontario Region has prisons which provide treatment for minimum-, medium-, and maximum-security sex offenders. The Regional Treatment Centre (in Kingston, Ontario which was visited by the Research Consultant in February 2001), deals with offenders from all security levels and offers two sex offender treatment programmes - a group programme designed for relatively high-functioning offenders and an individualised programme for lower-functioning or psychiatrically disturbed offenders.

When the offender is placed in his 'home' institution, within two weeks of his arrival he is given a complete orientation, including counselling and information to help him serve his sentence productively. The orientation includes information such as:

- The layout and organisation of the institution,
- Programmes and services that are available,
- Rules governing conduct and penalties for breaking the rules,
- The grievance procedure and other redress mechanisms,
- How and where to obtain various kinds of information,
- Local community resources.

While engaging in the sex offender treatment programme, offenders are housed in a wing of the RTC separate from other offenders in order for them to be able to concentrate fully on the programme.

Vermont

The assessment procedure in Vermont is quite different to that which operates in Canada. In this jurisdiction, after an offender has been convicted by a jury or a judge or has entered a plea of guilty or *nolo contendere* to the charge(s), a Presentence Investigation Report is ordered by the



judge. This report is required to assist in the disposition of the case (Cumming & Buell, 1997). The report is prepared by a Correctional Service Specialist (CSS) and includes detailed information about the defendant's:

- Offence history (including sexual history),
- Criminal record,
- Psychosexual report (conducted by a therapist, if available),
- Family and personal history (including marital/relationship history),
- Employment and financial history,
- Substance abuse history (including treatment records),
- Medical history (including medical records),
- Military records and
- Prior periods of community supervision and/or incarceration.

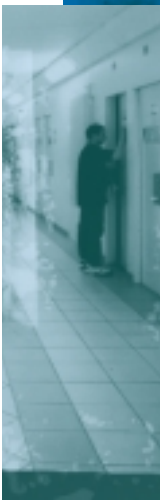
Additional to the offender's own history, "collateral interviews" are conducted with the offender's family/housemates, ex-spouse/ex-partner, clergy, support groups such as Alcoholics Anonymous³² and the victim. The victim collateral interview can be substituted with the victim impact statement. If the victim is a child and too young to be interviewed, the parents and social worker or the child's therapist can be interviewed in place of the child.

An estimate of the offender's risk of re-offending is also made at this time in order to determine whether a community or institutional sanction should be imposed. McGrath (1992, cited in Cumming & Buell, 1997) recommended focusing on five factors for assessing risk:

- The probability of reoffence,
- Degree of harm most likely to result from a reoffence,
- Conditions under which reoffence is most likely to occur,
- Likely victims of a reoffence,
- Time frame in which a reoffence is most likely to occur.

Because the risk of reoffending for sex offenders is different from that of the general offender population (Cumming & Buell, 1997), McGrath and Hoke (1994) have developed the Vermont Assessment of Sex Offender Risk inventory for use with this category of offender. According to Cumming & Buell this instrument is in the process of being validated. A copy of this instrument can be found in Cumming & Buell.

³² If an offender claims membership of Alcoholics Anonymous or Narcotics Anonymous, there is an interview with his sponsor to determine his/her sincerity and if he is engaged in the step programme.



Concluding the Presentence Investigation Report is the CSS's recommendation to the court on what s/he considers the appropriate disposition. The CSS must determine the offender's amenability to treatment. Cumming and Buell (1997), claim that:

... some sex offenders are in total denial about their abusive behavior, and they prove unwilling to recognize and give up the denial. If this remains the case, they cannot be treated successfully and should be denied access to community-based treatment. For them, incarceration is the appropriate disposition (p. 3).

Cumming and Buell (1997) warn that some sex offenders pretend that they will accept treatment but once they are placed in community treatment, do not engage meaningfully in the treatment process.

4.5.2 Sex Offender Programme Management

This sub-section describes the management of sex offender programmes in Canada and Vermont, the personnel involved and to a limited extent the employment of Prison Officers to facilitate sex offender programmes in the UK.

Canada

Many different sex offender programmes at different levels of intensity are available at Federal prisons throughout Canada.

- The Kingston Penitentiary Satellite Sex Offender Program treats maximum-security offenders,
- The Warkworth Sexual Behavior Clinic works with medium-security offenders,
- The Bath Sex Offender program deals with offenders who have moved down from higher security levels, many of whom have received treatment in other programmes. The programme also works with low- to moderate-risk sex offenders,
- The Pittsburgh Sex Offender Program works with low-risk sex offenders placed directly into minimum security after assessment at Millhaven,
- Every minimum-security institution offers a relapse prevention programme.

It would be impossible to describe all the programmes available to sex offenders in all these institutions in detail. This section will concentrate on the sex offender programmes available in the Regional Treatment Centre in Kingston, Ontario which was visited by the Research Consultant in February 2001.



The Regional Treatment Centre, Ontario (RTCO) is within the perimeter of Kingston Penitentiary. It provides:

... acute/sub-acute psychiatric services, and/or chronic psychiatric services. The facility is divided into two separate buildings. Currently, a floor of RTC is dedicated to the psychiatric treatment of male offenders. The Mental Health Unit opened in 1996 and provides intermediary psychiatric care, and has absorbed the sex offender programming (CSC, 2001, p. 2).

The Centre offers a variety of treatment programmes to sex offenders based on their risk and needs. All sex offenders in the Ontario Region assessed as being high risk to re-offend and have a high level of treatment needs are potential clients for the sex offender programmes at RTCO.

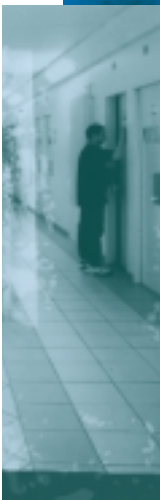
Criteria for Admission: According to the RTCO (undated), there are very few admission criteria for the sex offender treatment programme at this Centre. They accept offenders with low intellectual capacity, reading and writing disabilities, psychosis controlled by medication, those with manageable medical conditions and those who deny their offences. Admissions to the programme are made in rank order of eligibility for statutory release dates for those serving finite sentences and parole eligibility and sentence commencement dates for those serving life or indeterminate sentences (RTCO, undated).

Programmes: The Sex Offender Program at the Regional Treatment Centre, Ontario is the oldest continuously run programme offered by CSC (Di Fazio, Abracen & Looman, 2001). The programme has been operational since 1973 and initially was designed by Dr. W. L. Marshall and Dr. S. M. Williams for offenders with a high risk of sexual recidivism, who have high treatment needs or both.

A range of treatment programmes are available based on treatment needs and risk to reoffending.

- **Intensive Programme** - this is a seven-month group, plus individual therapy programme for sex offenders that present high treatment needs and high risk of reoffending. This programme recently was refused accreditation because it was treating offenders with a high score on psychopathy scales. The Consultant Psychologist, Dr. Jan Looman, believes that he can justify the treatment of this category of sex offender and that the programme will receive accreditation at the next sitting of the Accreditation Panel³³.
- **Individual Therapy** - a three- to five-month individual therapy programme is provided for special needs inmates such as those who are developmentally delayed, have a major mental disorder but are either in remission or are stabilised through medication but are very disruptive or unable to cope in groups. This programme is also offered to offenders who, having completed the intensive programme are considered to be in need of follow-up treatment (RTCO, undated).

³³ See Chapter 5 for a description of Accreditation Panels in Canada.



Concerning the utility of individual treatment versus group therapy, Di Fazio, Abracen and Looman (2001) found that although offenders receiving individual treatment received less direct contact hours with their therapists than those who received the full group programme, there were “no significant differences in rates of sexual recidivism between the full treatment and individual treatment approaches” (p. 58).

Intensive Programme groups are comprised of 10 offenders but the Consultant Psychologist for the programme, Dr. Jan Looman (personal communication, 15th February 2001), would prefer groups of eight offenders because of dropout, the ideal size group is often achieved.

The only behaviours which result in termination of treatment are the commission of an assault or disruption of the treatment process, including persistent denial of the sex offence.

The programme is cognitive-behavioural based. It has five dimensions: Disclosure of Offence, Victim Awareness, Relapse Prevention, Social Skills and Human Sexuality. In addition, as offenders enter the programme, they are assigned a Psychologist and a Prime Nurse whom they see at least once a week. Issues discussed at these meetings include:

- History-taking and an examination and understanding of why the offence(s) took place,
- Development of a list of problem areas and treatment procedures aimed at reducing the likelihood of repeat offending,
- Other areas of discussion are, self-esteem, anxiety, relationships, dealing with rejection, sexual problems, fantasies, deviant arousal (sexual responding to children or violence), impulsivity, anger control and relapse prevention (RTC, undated).

In relation to the timing and sequencing of programmes for sex offenders, Marshall (2000), commented that there is some debate concerning the best time to provide sex offender treatment programmes. Often the timing of treatment, according to this author, is related to the availability of the service. He recommended that:

... by matching risk and need to treatment intensity, resources can be directed to the programs serving the largest populations (p. 42).

This author also suggested that programmes that target other criminogenic (e.g., thinking styles, impulsivity, alcohol and drug use and family violence), education and vocational training needs, could prepare the offender for the sex offender programme:

... by addressing general therapeutic issues such as group processes, confidentiality, trust, openness, and by exposing offenders to specific strategies such as videotaping (p. 42).



Personnel: The RTCO Sex Offender Treatment Programme is conducted by a multi-disciplinary team consisting of Psychologists, Nurses, a Behavioural Science Technician and a Consultant Psychiatrist. These staff work in close liaison with Parole and Correctional Officers (RTCO, undated).

In the CSC, there is a career path for Correctional Officers with undergraduate degrees in the behavioural sciences (criminal justice, criminology, psychology, sociology, etc.) to train as programme facilitators. Additionally these officers can train and work as Parole Officers³⁴ in prison or transfer into work with offenders in the community.

Parole Officers, in consultation with the Treatment Staff, work at developing correctional plans and release plans. At the end of the programme, Final Treatment Reports are written to describe progress in treatment and to address the identification of risk factors and risk management.

Vermont

In this section, what in this jurisdiction is called the Risk Management Service Track - incarceration of offenders is described. There are two prisons in Vermont offering sex offender programmes. These are: St. Albans which is a medium security closed facility and a minimum-security facility at Windsor³⁵.

While incarcerated, the following programmes are available to sex offenders based on the identification of their needs during pre-sentence assessment. These are:

- Cognitive Self-Change Programme for Violent Offenders,
- Intensive Sexual Offender Treatment Programme,
- Short Term Sexual Offender Programme,
- Substance Abuse Orientation Programme.

The Intensive Sexual Offender Treatment Programme: This programme called the Vermont Treatment Program for Sexual Aggressors (VTPSA) is an in-house programme offered in the Northwest State Correctional Facility at St. Albans, a medium security prison. This programme is part of a continuum of services that includes community-based treatment upon release.

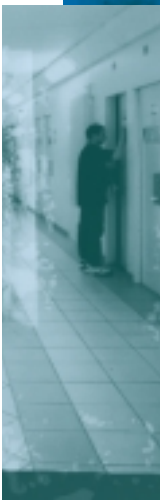
Criteria for Admission: The offender must:

- have been awarded a Level 4 need in sexual deviance³⁶,
- accept responsibility for current offence,
- agree to participate in the psychosexual evaluation,
- have a minimum sentence of four years or more (after considering credit for time served prior to sentence).

³⁴ These Parole Officers do not have the same training as the career Parole Officers whose roles will be discussed in a later section.

³⁵ Both these facilities were visited by the Research Consultant in February 2001.

³⁶ Offenders on committal are required to undergo a psychosexual evaluation, this and other tests will be discussed in the section on research and evaluation.



Additionally, an offender with a sentence of less than four years may be referred to the VTPSA if he:

- has prior convictions for sexual crimes,
- has failed in previous sexual offender treatment,
- fits the profile of a rapist, and/or predatory offender,
- has two or more prior felonies,
- used physical assault and/or a weapon in committing the offence,
- has agreed to follow the case plan outlined by the Department of Corrections to meet other high needs.

The Programme: Treatment is delivered in a unit separate from the general population of offenders in order to foster a safe, secure and supportive environment that promotes positive change (Vermont Department of Corrections 2001b). In the unit visited by the Research Consultant at this facility in February 2001, the television was in a common room and programmes were heavily censored for paedophiles and other sex offenders by category. For example, programmes such as Sesame Street and Flipper are banned for paedophiles. Other categories of sex offender may be precluded from watching fitness, bodybuilding programmes and those of a sadomasochistic or violent nature.

The programme, which uses a cognitive/behavioural approach, consists of a rolling group of approximately 10 inmates who engage in the different assignments when they are ready to do so. Although two facilitators (usually one male and one female) are present during group sessions, the members of the group take it in turns to chair the sessions and take attendance and other notes. This strategy leaves the facilitators free to monitor the groups in greater detail.

The key treatment targets are responsibility/denial, empathy, arousal control, social competence and relapse prevention.

The programme is designed to be two to three years in duration. Actual length of the programme for an offender is driven by sentence structure and risk reduction. This means that if an offender has not completed an assignment to the satisfaction of the group and the facilitators, he will have to redo it until all are satisfied with it. Offenders are assigned to a core group that meets twice a week for a total of five hours per week. Offenders are assigned to focus groups depending on their need areas. Focus groups meet for one and a half hours per week. Each offender also attends a weekly unit meeting and a homework group. Homework groups are designed to help the weaker, less literate offenders with their assignments. The rolling group, according to the facilitators (G. Cumming, personal communication, 21st February, 2001), is conducive to the offenders who are new to the group being assisted by those who have been in the group longer which improves group cohesion.

If an offender refuses to participate in the programme or is discharged unsatisfactorily they may be released on furlough up to six months before their maximum release date. The reason for the six month early release is to allow them time to develop plans for release under supervision (Vermont Department of Corrections, 2001b). In other words, an offender who refuses treatment or does not comply while in the programme must serve their maximum sentence - less the final six months.

Personnel: Treatment groups are facilitated by contracted providers who are qualified sex offender therapists. All have an education to MA level and work in private practice in addition to their contract work with the prisons. Many of the therapists work with released sex offenders and those who were sentenced to the Court Reparative Services Track in the community. For ethical reasons they are precluded from working with an offender in the community who has been in their group while incarcerated.

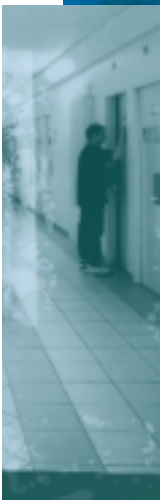
Additionally, Case Management Services are provided by a Correctional Service Specialists (CSS) trained in the management of sex offenders. These CSSs take charge of the offender's file which contains all his details (e.g., pre-sentence assessment) and which is constantly updated while he is incarcerated. This file is passed to the offender's CSS in the community when he is paroled. Support services designed to enhance a pro-social lifestyle are also provided (e.g., substance abuse self-help groups, education and volunteer services) (Vermont Department of Corrections, 2001b).

The Short Term Sexual Offender Treatment Programme: This VTPSA is a programme delivered at the Southeast State Correctional Facility which is a minimum-security prison. It is similar in nature but less intense than the programme described above.

Criteria for Admission: These are similar to those for the above mentioned programme except that in this instance offenders must have:

- a maximum sentence of at least 18 months or more,
- a minimum sentence of less than four years (after considering credit for time served prior to sentence),
- not have prior convictions for sexual crimes or more than one non-sexual felony,
- not fit the profile of a rapist and/or predatory offender (Vermont Department of Corrections, 2001b).

Programme: In this instance the programme is designed to be of one to two years duration. The rolling groups of 10 members meet for four hours per week. In all other aspects the management and content of the programme is similar to that of the intensive one described above.



The UK

In an interview with a senior member of staff of the Offending Behaviour Programmes Unit, HM Prison Service, 12th January, 2001, he described the employment of Prison Officers as Sex Offender Treatment Programme Facilitators from his perspective.

Initially, the Research Consultant asked the respondent if he were to design a sex offender programme with the involvement of Prison Officers now, with the benefit of hindsight, what elements of the programme would he:

- Change,
- Keep, because they have worked well.

The respondent said that using Prison Officers for programme facilitation posed a complicated dilemma because there were both positive and negative aspects to employing that strategy of programme facilitation.

The Positive Aspects of Having Prison Officer Facilitators [In the U.K.]

- Programmes work better if staff in the living unit of prison (i.e., on the wings) understand the treatment model.
- They can provide channelled information to offenders about the programme.
- Some Prison Officers have the capacity to become competent facilitators which maximises the pool from which facilitators are drawn. It would therefore be foolish to exclude them as a group.
- It maximises the number of people who can contribute their competencies to the programme.
- They share a living environment in prison and are therefore more familiar with the day to day life of the prison. Thus they are able to make real bridges between the offenders and the programme.
- A large number of Prison Officers work well as facilitators.
- Having a Prison Officer as a sex offender treatment programme facilitator improves relations between Prison Officers and offenders on the prison wing. The Officer/ Facilitator is perceived as being more humane and perceptive and able to make decisions concerning offenders in a more informed way.
- If a facilitator works on a prison wing where an offender experiencing difficulties on the programme is housed, the Officer/Facilitator will be able to talk to him after a session (or vice versa).



- There is not a problem over conflict of interest between therapy and discipline. The transition from the therapeutic to discipline role is understood by both offenders and Prison Officers.

The Negative Aspects of Having Prison Officer Facilitators [In the U.K.]

- Prison Officer attitudes and the clinical repertoire of the great majority of prison officers, even those who are more suitable, have significant limitations.
- The programme needs clinical flexibility and it is significantly harder for Prison Officers as a group to have this.

The Operation of the Programme in the UK

- The principle of having a multi-disciplinary programme is good.
- The ideal team is a mixed one comprising of two therapeutic professionals, and Prison Officers. The programme is run on a day to day basis with two persons, one professional and one Prison Officer.
- It is important to get the mix right when working this arrangement. For example it would not be a good mix to have a 23 year old female psychologist and a 40 year old Prison Officer facilitating a programme.
- There should be gaps for Prison Officers between facilitating programmes.
- The Treatment Manager (who is not involved in facilitating groups) should be accessible to facilitators should they encounter difficulties.
- There is evidence of serious psychological harm being experienced by facilitators of sex offender programmes (both Professionals and Prison Officers). Therefore staff should have as much protection as possible. Otherwise, there is the possibility that they could sue their employer.
- All active facilitators are required to engage in three personal support counselling sessions to help process their experiences. This requirement is mandatory but they do not have to talk about their experience of being a facilitator if they do not wish to do so. This strategy could be viewed as preventative medicine.
- The Counsellor must be a certified counsellor and be familiar with the sex offender treatment programme.



The Selection and Training of Prison Officers

- Prison Officers should volunteer to facilitate sex offender programmes.
- The selection process identifies those Prison Officers who have competent interviewing skills and who can recognise cognitive distortions.
- Upon selection, Prison Officers receive a two-week training course based on the treatment manual. It is a practical course to provide the Officer with just enough academic understanding of the process to facilitate the programme.
- During training, Prison Officers learn about treatment procedures and engage in role play for which they get feedback. The role play and feedback occurs constantly until competency is obtained.
- After this training course Prison Officers are equipped with a minimum level of competence.
- Prison Officers are rated by the trainers on their course and the Supervising Psychologist rates their performance as facilitators at the end of their first facilitation of a programme.
- Between 5% to 10% of Prison Officers fail the course. A profile of the strengths and weaknesses of each Officer who takes the course is compiled and returned to their prison.
- Those who fail are advised to acquire some more training or the Treatment Manager in their prison gives them personal tuition to try to bring them up to standard.
- Prison Officers have the option to drop out of being facilitators at multiple points in training and programme delivery and become assigned to other duties. There is no stigma attached to dropout.

4.5.3 Research and Evaluation Procedures

This sub-section describes the ongoing research and evaluation at different levels which is an integral part of assessing “What Works” in both Canada and Vermont.

Canada

Research takes place at many different levels within the CSC the results of which are used as monitoring devices to indicate the effectiveness of interventions with offenders, staff efficacy and other institutional and parole issues.

Offender-Based Research: Although offenders are required to go through a rigorous screening test on committal to prison, testing is ongoing throughout their incarceration and beyond to ascertain the effectiveness of interventions. A list of the psychometric batteries used in the RTC are

contained in Appendix C to this document. In addition to psychometric tests all sex offenders have to undergo penile plethysmography from time to time to measure levels of deviant arousal. Staff at the RTCO claim that the first plethysmograph gives the most reliable measure of deviant sexual arousal because offenders can become 'test sophisticated' over time and are able to mask their deviant responses (RTCO Behavioural Science Technician, personal communication, 15th February, 2001). The results from applied research with offenders, corrections policy, programming and management issues are written up in the form of articles which appear in the CSC's Forum on Corrections Research - *Forum*. This journal is published three times a year in English and French for the staff and management of the CSC and the international corrections community.

In addition to research conducted within prisons, the CSC has a Research Department headed by Dr. Larry Motiuk and based at General Headquarters in Ottawa. A breakdown of the current research being undertaken in the CSC is contained in an Annexe to this document.

Vermont

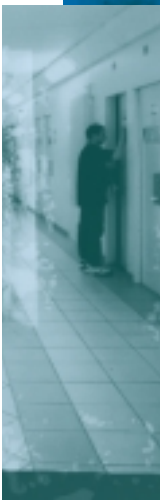
Although Vermont is by any standards a small state, it conducts research to monitor the effectiveness of its programmes, especially its two sex offender programmes. It also engages in the continuous assessment of the progress of offenders whether in prison or in the community to determine if their rehabilitation is ongoing. According to the Vermont Department of Corrections (2001b):

To ensure that the expectations of the general public are met, the Department of Corrections will establish a systematic and professional method by which offenders committed to its custody and supervision are managed. A system for managing offenders must be based on valid methodology, substantiated professional practices and well grounded in literature and research. Above all it must be practical in its application (Vermont Department of Corrections, 2001b, p. 14, emphasis in original).

The web site of the Vermont Department of Corrections is a veritable treasure-trove of facts and figures about "what works" relative to offenders in this jurisdiction.

4.6 Community Correctional Care

This section describes the transition from prison to community care for offenders in Canada and Vermont. In many ways, reporting the correctional services in these two jurisdictions as two distinct procedures - incarceration and parole - does a disservice to their ideals of having a 'seamless' transition from prison to community for all offenders.



Canada

The Solicitor General of Canada (1998), found considerable evidence to support the premise that a period of supervised release from prison to the community enhanced public safety and the rehabilitation of offenders. The laws governing the operation of the National Parole Board are contained in the Corrections and Conditional Release Act (1992). It consists of

... not more than forty-five full-time members and a number of part-time members appointed by the Governor in Council, on the recommendation of the Minister, to hold office during good behaviour for periods not exceeding ten years and three years, respectively (Section 103, 1992).

There are three distinct types of release from custody prior to the termination of a prison sentence. These are:

Day Parole: Under this type of parole, the offender is required to return to the prison or community-based residential facility each night. Day parole is granted to an offender by the National Parole Board in order to prepare for full parole or statutory release. At any one time, from 12% to 20% of the conditional release population are on day parole (Correctional Service of Canada, 2000).

Full Parole: Under this type of parole, the offender is not required to return to the facility at night but does have conditions imposed on his or her liberty (activities, associations, locations, etc.). Approximately 50% to 60% of offenders in the community are on full parole at any one time (Correctional Service of Canada, 2000).

Statutory Release: This occurs after two-thirds of an offender's sentence. As with full and day parole, offenders are supervised until the end of their sentence (Correctional Service of Canada, 2000).

National Parole Board Special Conditions: The National Parole Board in addition to determining whether an offender is ready or not to be released, can also impose special conditions and restrictions upon his/her behaviour upon that release. These typically are that the offender must:

- Abstain from alcohol or drugs,
- Avoid certain places or persons,
- Follow psychiatric or psychological counselling,
- Follow their correctional treatment plan,
- Reside in a specific location (Brown, 2001).



In determining whether an offender is granted parole, the National Parole Board is given extra powers in the Corrections and Release Act (1992) when reviewing the parole application of a sex offender. They have to take into account the possibility of his re-offending and request “reliable information” and the “availability of supervision programs that would offer adequate protection to the public” when determining the parole conditions (Section 132).

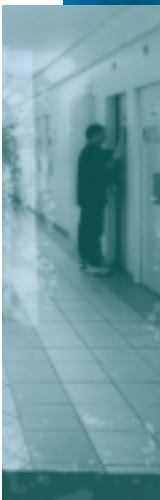
Personnel: The Parole Officer is responsible for providing:

... appropriate supervision based on ongoing risk and needs assessment of the offender. The supervision may include counselling, verification of the offender's behaviour, confirmation of employment and referral to agencies and individuals as required (Correctional Services of Canada, Commissioner's Directives, cited in Brown & Zamble, 1998, p. 44).

According to these authors, Parole Officers have the dual responsibility of protecting society and of facilitating the successful reintegration of offenders. In pursuit of these responsibilities, they use a variety of strategies and tools to help them carry out their duties. In order to monitor the offender's risk/needs and correctional plan (initiated at the beginning of the offender's sentence), Parole Officers use the Community Risk/Needs Management Scale (CRNMS). This is a standardised instrument that generates a low-risk or high-risk rating coupled with an overall needs rating of low, moderate or high. This instrument assists the Parole Officer to decide the nature of the offender's counselling and programme needs. It also dictates the frequency of supervision contacts between the Parole Officer and the offender (Brown & Zamble, 1998). Special parole conditions for sex offenders include a requirement for them to participate in counselling. This usually takes place in a hospital setting. If they fail to fulfil this parole stipulation they are returned to their institution without going through a court process for parole violation. In some instances sex offenders parole conditions stipulate a period of residence in a half-way house. According to CSC (personal communication, 13th February, 2001), the public are happier with this approach to the release of sex offenders. However, in many instances hostels or half-way houses are far away from offenders' families which causes problems for them.

In addition to his/her work with offenders, Parole Officers are expected to keep close ties with the police and the offender's family, friends and employer to verify the offender's employment or education and residence status. The Parole Officer makes scheduled and unscheduled visits to monitor the offender's compliance with the National Parole Boards conditions. The Parole Officer has the power in instances of gross non-compliance to permanently suspend the offender's release status.

In interviews with Ms. Rosemary O'Brien, Director, Community Integration Division and a Parole Officer, Ottawa Parole Office on 13th February 2001, it became apparent that the ideal of the Parole Officer supervising sex offenders in the community, at times, did not match the 'real'.



According to Ms. O'Brien, circles of support for offenders have been developed haphazardly. There is difficulty with the Royal Canadian Mounted Police about preparing and notifying the community about the release of a sex offender. There are no guidelines about how to handle release. There are debates whether information should be given on a case-by-case basis or should they be given all the information from CSC. The one-to-one case basis works well in urban situations but in rural areas this is more difficult. In some instances sex offenders are detained until the last day of their sentence to assuage public outrage. Additionally, a judge can grant a long-term supervision order that is tagged onto the end of a sex offender's sentence. This could be as long as 10 years supervision after the expiry of the offender's sentence. According to Ms. O'Brien there were four such cases in Canada last year and they are expecting 14 this year.

The Parole Officer was demoralised about the way the work of Parole Officers has changed from contact with a small caseload of offenders in the community to large caseloads and constant record keeping on a DOS-based computer system which he likened to a Dodo. In order to print a document it was necessary for him to go through seven different procedures to start the printing process. The need for such rigorous record keeping, according to this Parole Officer, was that the monitoring of offenders in the community had diminished. Because of this low level of monitoring, according to this respondent, many offenders re-offend within 10 weeks of release. He also claimed that the new promotional routes for Correctional Officers were devaluing the highly trained and well-developed skills of "professional" Probation Officers, most of whom had Social Work degrees to MSc level.

Vermont

The Vermont Parole Board was created by the Public Institutions and Corrections Act (1969, § 451). The Act stipulates there should be a membership of five persons and two alternates who are appointed by the Governor for terms of three years and for no longer than three terms. The Chair of the Board is designated by the Governor. Those appointed to the Board are "persons who have knowledge of and experience in correctional treatment, crime prevention or human relations" § 451(a). The Chair of the Board received \$13,000.00 annually which sum is in lieu of any per diem or other expenses authorised by law § 451(c) (amended, 1988).

The Vermont Parole Board operates as an extension of the Executive Branch of the government. Its primary purpose is to make two types of decisions. One decision concerns the release of incarcerated offenders who have reached their parole eligibility date. The second decision is quasi-judicial and concerns the determination of the guilt of offenders who have allegedly violated parole or supervised community sentence conditions of release (Vermont Department of Corrections, 2001c).



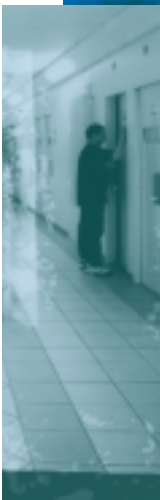
The granting of the powers to stipulate conditions of parole are laid down in § 502(b) of the Act. When an inmate is paroled, the Parole Board issues a parole agreement which sets forth the terms and conditions of parole. Until the offender signs the agreement it does not become effective (§ 502(c)). Victims have the right to request notification by the agency having custody of the defendant before s/he is released and the conditions of release. Additionally, a victim of a sex offence (and other violent crimes) has the right to testify before the Parole Board or to submit a written statement for the Parole Board to consider (§ 5305). Prior to releasing a sex offender the Department of Corrections is required to have:

- the offender's address on release,
- the conditions of release,
- the name and address of any supervisory person in charge of monitoring the sex offender, including their Correctional Services Specialist (CSS) and Community Correctional Officer,
- the name of the counsellor or therapist who will provide outpatient counselling,
- documentation of any treatment or counselling received (§ 4504).

Should the sex offender change his address the new address must be furnished to the Department within 24 hours of the change. Sex offenders are checked and their data updated at least every three months. If a sex offender's address cannot be verified, the Department of Corrections must notify the local law enforcement agency immediately that the offender's whereabouts are unknown (§ 5408(a)). If a sex offender fails to notify the authorities about an address change this is construed as grounds to issue a warrant for his arrest with the possible consequence of the revocation of his parole (§ 5408(b)).

As was described above, the Correctional Service Specialist (CSS) is responsible for working with the offender to address his primary needs areas such as case planning, treatment and supervision. The Community Correctional Officer (also described above) is responsible for overseeing that the offender on parole fulfils the parole provisions stipulated by the Parole Board.

When a sex offender is about to be released from a prison, he has a meeting with the Community Correctional Officer and at that time the special conditions of his parole are discussed in detail with him. His plans for employment and accommodation are also discussed. If an offender does not have accommodation, the State has apartments in different locations that offenders can rent for a short period until they have acquired accommodation. If the offender does not have employment, the Community Correctional Officer may require him to apply, in person, for at least two jobs a day. If the offender has a substance abuse problem he will be required to abstain from substances while on parole. Other parole conditions can be that paedophile offenders are forbidden to enter a shop or stand at a bus stop if children are in the vicinity. Additionally,



depending on their degree of risk, sex offenders are required to attend group sex offender community programmes between two and three times per week. The offender is expected to pay for this service. The fee will depend on his ability to pay. Once the offender begins to earn money in the community he is expected to contribute towards the cost of his victim's therapy (Vermont Department of Corrections, personal communication, 21st February, 2001).

Offenders on parole are administered a polygraph (lie detector) test every six months to check on supervision and treatment compliance. According to Cumming and Buell (1997, citing Abrams 1989 and Adams & Olgard, 1986), the periodic polygraph has a deterrent value as "offenders may be more reluctant to engage in illegal or deceitful acts knowing that the polygraph will be administered on a regular basis" (p. 77). A Vermont Department of Corrections Sex Offender Therapist (personal communication, 21st February 2001) suggested that it was not the polygraph itself that worked as a deterrent. Even before it was administered, offenders on parole were likely to own up to parole violations. This did not necessarily mean they were returned to prison (except for serious violations), but did indicate the need for their increased supervision or treatment or both.

With the amount of community involvement in the treatment of parole and probation of offenders, including sex offenders, one could ask "what are the attitudes of the community to these sanctions"? Doble and Greene (2001) claimed that understanding public opinion is an integral part of any successful criminal justice system. In order to discover public opinion about the criminal justice system in Vermont, these authors conducted two studies in 1994 and 1999. The earlier study found low public confidence in the entire system and broad support for the reform of the system put into operation in 1987 and reported above. The 1999 study found that citizens' evaluations of the system had improved by 7%. The three most common misconceptions held by Vermont citizens concern what these authors call "the disconnect" which they defined as "the widespread alienation and cynicism people feel towards government" (p. 30). The first misconception is that Vermont citizens overestimate the crime rate believing that crime has increased when in fact it has decreased. The second misconception is that 72% believe that violent rapists are not sent to prison when in truth anyone convicted of such a crime, according to members of the State legislature, would certainly be imprisoned. The third misconception is that 63% of Vermont citizens believe that many violent offenders are released early because of prison overcrowding. Data available from Vermont show that early release of violent offenders is on the decline and in fact they are serving longer terms of imprisonment than heretofore. The authors of the study claim that "no substitute exists for an informed public" (p. 31). Additional measures are required to "reconnect" the public such as the establishment of community justice centres to give the citizens a sense of ownership over a significant piece of the criminal justice function. Another measure suggested by these authors is the establishment of reparative boards that encourage restoration to the victim and restitution by the offender which were two top priorities of the citizens of Vermont.



The authors of this research report claim that

... allowing community members to decide what are appropriate sanctions and risks may be a way to reconnect the public to the criminal justice system while informing the public about what is one of the government's most basic functions (p. 31).

4.7 The Dissemination of Information

In the previous chapter some respondents reported their desire for information and others identified the need for information about the treatment of sex offenders in prison and in the community in Ireland. This section describes the dissemination of information throughout the criminal justice systems of Canada and Vermont.

Canada

Section 23 of the Correctional and Conditional Release Act stipulates that the CSC take all reasonable steps to obtain relevant information on all offenders within a practicable period of time. This includes information about the offence, the offender's personal history, reasons and recommendations relating to the sentencing or committal given or made by the courts and any other information relevant to administering the sentence. This information can include input from the victim, the victim impact statement and the transcript of any comments made by the sentencing judge regarding parole eligibility. The court that sentences the offender is required by the Act to forward to the CSC all relevant information about the offender and that which is relevant to administering the sentence or committal. Many provincial courts were provided with fax machines to enable them to send the offender information to the CSC. All data about offenders concerning their intake assessment is also required from the Regional Reception Facilities. As far as possible, information about offenders is stored in computerised format and accessible to the criminal justice system. In furtherance of the dissemination of information, in 1994 the CSC and the National Parole Board created a Statement of Understanding for the provision of timely and complete information on offenders for use in the parole decision making process. Since this date, the importance of information sharing among the various criminal justice stakeholders has been recognised. In furtherance of this, the Integrated Justice Information Systems Steering Committee and a Working Group have now been established with representation from the Solicitor General Secretariat, CSC, the National Parole Board, the Royal Canadian Mounted Police, the Department of Justice and Treasury Board Secretariat. The Mandate and Principles for the Steering Committee have been approved and the working group is focusing on the development of a Strategic Action Plan to improve information sharing among all the partners named above (Solicitor General Canada, 1998b).

Parallel to the sharing of information with criminal justice stakeholders, the Corrections and Conditional Release Act Section 32(2) requires that the CSC provides offenders with the documents



which have been collected and written at the time of admission to a penitentiary, if they request the information in writing. Additionally Section 27(1) of the Act requires that the CSC provide the offender with all the information or a summary of the information which is to be considered in making decisions about them. The National Parole Board is also required to provide offenders with all the information which will be considered in decision making 15 days before the parole review is to occur (Solicitor General Canada, 1998a).

Information provided to staff in the criminal justice system takes two formats. There is a magazine published by the Communications and Consultation Sector of CSC *Let's Talk* for the dissemination of information throughout the prisons³⁷. A more formal information dissemination method is the CSC's Journal, Forum on Corrections Research - *Forum*. The Journal reviews applied research related to corrections policy, programming and management issues. It also features original articles contributed by staff of the CSC and other correctional researchers and practitioners. It is not clear if the Journal requires peer review of articles accepted for publication which is required of most scientific journals. (This author has relied heavily on articles printed in *Forum* in writing this report). Finally, the web site of the CSC is a rich source of information about the Canadian criminal justice system, its laws and procedures available to everybody who owns a computer with access to the Internet.

In addition to printed information, staff involved in the custodial and community care of sex offenders receive specialist training in their management.

Vermont

Vermont Department of Corrections (2001a) claim, relative to information about offenders, that "effective and efficient services dictate that we share the information needed by multiple agencies in an effort to eliminate redundant storage" (p. 9). They report that currently efforts are being made to collect and share information electronically once confidentiality safeguards have been assured.

There are formal regulations around confidentiality or access to information in the *Vermont Department of Corrections Directives and Procedures*. "These operate on the assumption that all information is confidential and then discuss exceptions" (p. 10). There are four different categories of exceptions.

- Department employees, volunteers and contractors (e.g., Sex Offender Therapists, Psychologists, Psychiatrists, Nurses, etc.),
- The offender and his/her attorney,
- The Attorney General/Deputy Attorney General,
- The public/news media (Vermont Department of Corrections, 2001a).

³⁷ The visit of the Research Consultant for this study is reported in a recent edition of *Let's Talk*.



When an offender transfers between prison and community or between prisons or different field offices, there is a mandate that service providers share information and communicate about the offender's treatment progress. The same information link must occur when an offender has committed a parole violation and returns to prison.

According to Cumming and Buell (1997):

Appropriate and timely disclosure to the community is key in supervising sex offenders, but educating the public is also critical. Notification without education can lead to extreme reactions that may be counterproductive for the community and prevent sex offenders who are sincere in changing their behaviors, to reintegrate with the community safely (p. 64).

These authors also comment that:

Although there are many safety issues regarding sex offenders rejoining our communities, it is also important not to enable an atmosphere that ostracizes them and prevents them from having a safe reentry. In our experience, notification that also educates community members has reduced ostracism and has allowed for a safer reintegration (p. 65).

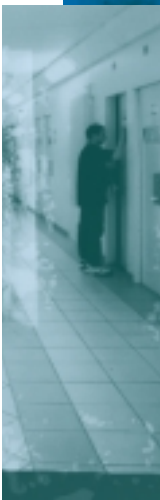
In pursuit of the dissemination of information about offenders without violating their rights to privacy, the Vermont Department of Corrections' web page has a site where the names of all offenders appear. It lists in which prison offenders are located, their CSS, and the date and time on which their parole, or parole violation hearing, will be reviewed if it is to occur in the next month. A paragraph on the first page of this site states:

The Vermont Parole Board is an independent entity. This page is placed here in cooperation with the parole board as a service to the citizens of Vermont (Vermont Department of Corrections, 2001c, p. 1).

In addition to dissemination of information within the criminal justice system and to the community, Vermont has a Department of Crime Victim Services that was established in January 1999. The aim of this service is to provide information, assistance and support to victims of crime whose offenders are in the Custody of the Vermont Department of Corrections. The mission of the service is:

Balance the scales of justice by giving crime victims an active voice in the justice process through effective, supportive and informative advocacy (p. 1).

In addition to specialist staff training for those working with sex offenders, the much cited (in this document) Cumming and Buell (1997), was written specifically for staff in facilities who work with sex offenders.



The Victims Bill of Rights (§ 5305) of the Crimes and Criminal Procedures Act (1971), guarantees victims of listed crimes rights which the Vermont Department of Corrections is responsible for facilitating. These rights are:

- To be notified if the offender escapes or is being released from custody,
- To attend the hearings when the offender is appearing before the Parole Board,
- To testify before the Parole Board or submit a written statement about the offender,
- To be notified promptly about the Parole Board's decision about the offender.

Additionally, if the offender was placed on probation, the victim has the right to information about the offender's general compliance with the conditions of probation but not to confidential information (Vermont Department of Corrections, 2001).

Furthermore, the Victim Services Department provides victims with:

- Crisis intervention, community referrals and assistance with concerns related to the offender,
- Information regarding the status of the offender,
- Community education about policies and procedures of the Vermont Department of Corrections,
- Referrals to appropriate federal, state or local community resources, including victim service agencies (Vermont Department of Corrections, 2000).

Victims can be assigned a Victim Advocate whose job is to help the victim get information and support regarding the crime and to help them communicate their views to the court. A Victim Advocate also provides:

- Short-term counselling and support,
- Referrals to other sources of support, including financial support for time lost at work.

They also provide help:

- In applying for Victim's Compensation,
- With paperwork (e.g., filling out forms),
- With getting police protection if required,
- With getting belongings returned (if they were taken for evidence),



- Dealing with law enforcement agencies,
- Getting transport to court (Vermont Department of Corrections, 2000).

4.8 Summary

The three jurisdictions that were examined in this report are very different in their geographical and demographic makeup. Given the enormous geographical size of Canada and the large population in the UK, the state of Vermont, although considerably geographically and demographically smaller, is probably the most similar to the Republic of Ireland.

The criminal justice system of the UK is so similar to that in operation in Ireland it was not examined here. The criminal justice systems in Canada and Vermont are constructed in such a way that the management of offenders including sex offenders is a seamless process from incarceration to parole and probation. In both jurisdictions there are structures in place for overseeing the management of programmes, education and vocational education for offenders. Specialist training is also available for staff who are involved with sex offenders. Coupled with this is a strong monitoring, research, evaluation and information dissemination component to ensure that policy, interventions and procedures directed at offenders are working and that this information is disseminated throughout the criminal justice system and to the community.

Sentencing practices in Canada and Vermont are dissimilar to those in operation in the UK and the Republic of Ireland, especially for sex offenders. In both jurisdictions there are sentencing guidelines for different categories of sex offence with a minimum and maximum sentence and parole options for offenders who actively engage in programmes to address their criminogenic and other needs. Vermont's has a system of indeterminate sanctions and has "switched the paradigm" from punitive to restorative justice which is reflected in how offenders are sentenced and managed if incarceration is deemed an appropriate sentence.

In Vermont, even prior to sentencing, offenders, especially sex offenders, are the subject of and subject to a thorough battery of reports and tests to determine their risk of re-offending and their criminogenic, educational and vocational training needs. With this information, the Judge determines what s/he deems the appropriate prison/probation or community sanction.

In Canada, once the offender has been sentenced they are sent to a regional reception centre where their criminogenic, educational and vocational training needs are determined over two weeks by a multitude of tests.

In both jurisdictions when these needs have been assessed a sentence management plan is worked out with the offender and s/he is placed in an institutional or community-based system that will best meet these needs taking into account the offender's risk of re-offending.



If an offender is sentenced to a custodial sentence and is a sex offender or has a sex offence component to their crime, they are sent to a prison with a sex offender programme. While engaging in the programme they are separated from all other offenders. There are many different sex offender programmes in federal institutions in Canada which address the criminogenic needs of sex offenders with different risk (of re-offending) and need levels (e.g., literacy, aboriginal, psychological). In both jurisdictions there is a waiting list for sex offender programmes.

The criteria for admission to programmes differ slightly between Canada and Vermont. Of the many sex offender programmes provided for offenders at different levels throughout Canada, many admit deniers, minimisers and offenders who could be considered “psychopaths”. Vermont has two sex offender programmes, one for medium- and the other for low-risk offenders. Deniers are not accepted onto sex offender programmes and both deniers and refusers may have to serve their maximum sentence with only six months on parole to enable them to adjust to life in the community and to find employment.

In both jurisdictions ‘rolling’ programmes are the norm rather than the exception. In Vermont offenders chair the programme meetings leaving the two therapists who are engaged in programme facilitation more time for observation and note taking.

In Canada, in the Regional Treatment Centre in Ontario, the sex offender programmes are delivered by a multi-disciplinary team. Correctional Officers are not involved in the delivery of this particular programme, however Correctional Officers with BAs and further training are permitted to facilitate sex offender programmes in other prisons. This move is a promotion which does not involve the Officer at this level engaging in basic custodial duties. In Vermont, sex offender programmes are delivered by therapists with an M.A. level of education who are specially trained in working with sex offenders. These therapists work on contract with the Vermont Department of Corrections in both institutional and community settings facilitating groups of sex offenders and with individual sex offenders.

In the UK, Prison Officers facilitate sex offender treatment programmes. According to Offending Behaviour Programmes Unit, HM Prison Service personnel, there are more positive than negative aspects to having Prison Officers involved in the facilitation of these programmes. The training of Prison Officers to facilitate programmes is done over two weeks and equips them with a minimum level of competence.

The ideal of Correctional Care in both Canada and Vermont is that there should be a ‘seamless’ transition from prison to community. In Canada this ideal is somewhat aspirational and there seems to be flaws in its operation. In Vermont the smallness of the jurisdiction from both a geographic and demographic perspective lends itself to effective transition from prison to community with many inbuilt checks and balances to ensure that the offender complies with the terms of the parole conditions.



In Vermont, Correctional Service Specialists oversee, monitor, re-evaluate and keep up to date all matters relating to an offender's sentence plan and documentation. When the offender is paroled this documentation is handed over to a Community Correctional Service Specialist who will oversee these matters during the time of the offender's parole. To make the distinction between the therapeutic work (described above) done by the Correctional Service Specialist and monitoring offenders for parole violations in the community an offender is also assigned a Community Correctional Officer whose role is more a 'parole sanctions enforcement' one. In Canada, Parole Officers oversee the offender's compliance with parole conditions. If one of those conditions is that they should engage in further sex offender programmes, this is often done in a hospital setting. Probation Officers in Canada have a dual role of assisting while at the same time monitoring the offender for parole violations in the community. There is considerable levels of disaffection about the parole of offenders and particularly sex offenders in Canada (L. Tarini, CSC, personal communication, 13th February, 2001).

In Canada and Vermont there is rigorous data collection and sharing of it among all the criminal justice agencies. Offenders are also entitled to all or some of the information in their records. In Vermont, although there are stipulations about confidentiality, the criminal justice system, offenders and victims are party to all or some information about offenders in general and sex offenders in particular.

In Canada there is an in-house magazine informing staff on issues of interest. A specialist research division is responsible for in-house research which is published in a scholarly journal available to CSC personnel and the international criminal justice community. Every step in the treatment of offenders is monitored and evaluated to ensure that best practice is maintained. The CSC website is an additional source of information for everybody with access to a computer with a modem and Internet access.

In Vermont, rigorous research and record keeping on offenders' progress through the system is maintained. These records are the basis of research and evaluation of what works. The Vermont Department of Corrections is an even richer source of information than that of the CSC. Given the size of this country, this is remarkable.

4.9 Discussion and Conclusions

This section will address two issues - do all these interventions work and if so, how do they work?



4.9.1 Do the Interventions Work?

In order to answer this question, results of research in Canada and Vermont concerning recidivism will be examined.

Canada: Between 1999 and 2000 there were 3,800 offenders on day parole. The recidivism rate for this category of parolee was 5.6%. Over the same period 2,200 offenders were on full parole and approximately one-third of all offenders were on statutory release. The recidivism rate for this full parole was 13% and for statutory release was 14.8% (Correctional Service of Canada, 2000).

In a study of recidivism among sex offenders who had been in pre treatment, treated and untreated groups, Looman, Abracen & Nicholaichuk (2000) showed that the treated participants were less likely to be convicted for either sexual or nonsexual offences. These authors commented:

*Of the treated group, 23.6% were convicted for new sexual offenses, whereas 51.7% of the untreated group reoffended sexually*³⁸ (p. 286).

Those from the treated group who were reconvicted spent significantly less time incarcerated than did the untreated participants.

Vermont: A study by McGrath, Hoke & Votjisek (1998, cited in Vermont Department of Corrections 1999) showed the recidivism rate for sex offenders, violent and non-violent offenders who received specialised, non-specialised treatment and those who received no treatment was as shown in Table 4.4.

Table 4.4: Re-Offence Rate by Intervention and Type of Offence in Vermont

Intervention	Type of Offence		
	Sexual	Violent	Non-Violent
Specialised Treatment	1.4	1.4	7.0
Non-Specialised Treatment	15.6	3.1	15.8
No Treatment	10.5	15.7	36.8

Source: McGrath, Hoke & Votjisek (Cited in Vermont Department of Corrections, 1999)

³⁸ $\chi^2 = 14.7$ (df = 1), $p < .0001$.

This table demonstrates clearly that specialised treatment works in preventing recidivism for all offenders and especially for those who are sex and violent offenders.

In a study which was nearing completion while the Research Consultant was visiting Vermont, preliminary results for a sample of almost 200 sex offenders released from custody for between one to ten years (average six years), the recidivism rate for those who had received treatment was 5%, whereas that for those who had refused treatment was in the region of 30%.

Bearing these statistics in mind, it can be said that when the cognitive behavioural approach is the basis of the treatment approach provided for sex offenders, the recidivism rate decreases considerably.

4.9.2 How Do The Interventions Work?

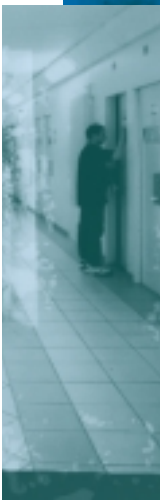
There are seven ways which lead to the success of interventions. These can be categorised on two levels - micro and macro. At the micro or offender level there are three interventions:

- Rigorous assessment and re-assessment of the offender's risk for re-offending, criminogenic, educational and vocational training needs,
- The formulation of a sentence management plan based on these risks and needs,
- The constant monitoring of offender progress in prison and on parole.

At the macro or correctional care level there are four interventions:

- Impeccable record keeping,
- Specialist training for all staff who work with sex offenders,
- Rigorous research and constant evaluation in prison and the community of programmes and other interventions for sex offenders,
- Dissemination of information about "what works" within the criminal justice system and to the community.

In the next chapter we will also see that for programmes to have status and general recognition they need to be accredited by teams of experts with recognised expertise in the international arena of criminal justice.



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5. PROGRAMME ACCREDITATION

The purpose of accreditation is evidence-based practice - making sure that programmes for offenders actually work in reducing reoffending. To do so they must be based on the characteristics of programmes which do this, drawing on the best of world-wide research. Continuing evidence that they work is provided by rigorous evaluation. (The Joint Prison/Probation Accreditation Panel, 2000).

5.1 Introduction

This chapter describes how accreditation of programmes for offenders are managed in the UK³⁹ and Canada. It describes the background to accreditation, how accreditation is achieved and maintained in both jurisdictions. The chapter concludes with a brief account of the cost of accreditation in the UK.

5.2 The Background to Accreditation in the UK and Canada

The first initiative in accrediting programmes was begun in the UK when in 1996 a General Accreditation Panel and Sex Offender Treatment Accreditation Panel in the Prison Service was appointed to accredit programmes for offenders solely within the prison service. Since 1999 this initiative has begun to evolve into an accreditation process for prison- and community-based programmes in England and Wales. Scotland has developed its own accreditation process but, because of time constraints, this was not investigated.

The UK: Initially, a meta-analysis⁴⁰ of a large body of research and practice in offender treatment programmes was undertaken by a pool of specialists who have the expertise to turn the information from research and best practice into treatment principles, which in turn identify measures which reduce re-offending. These specialists found that “defined and structured programmes, using mainly cognitive-behavioural techniques, can significantly reduce expected re-offending” (The Joint Prison/ Probation Accreditation Panel, 2000, p. 3).

Six treatment principles associated with effective intervention were identified from this analysis. These are:

- Effective risk management,
- Targeting offender behaviour,
- Addressing the specific factors linked with offending,
- Relevance of intervention to offenders' learning style,
- Promoting community reintegration,

³⁹ In this instance the term ‘the UK’ denotes England and Wales, Scotland has its own Prison Service.

⁴⁰ “Meta-Analysis refers to the systematic location, retrieval, review and summarization of prior studies.” (Cordray & Fischer, 1994, p. 202)



- Maintaining the quality and integrity of service (The Joint Prison/ Probation Accreditation Panel, 2000).

According to these authors, large-scale implementation of these principles is difficult and threats to programme integrity can arise. In order to counter these threats, a process of accreditation was developed. Additionally, accreditation “supports consistent delivery of effective practice” (The Joint Prison/Probation Accreditation Panel, 2000, p. 4) and therefore has a central part to play in continuously improving the quality of programmes and supporting the aim of reducing re-offending.

Canada: In its literature on accreditation the Correctional Service Canada (CSC) frequently mentions its indebtedness for inspiration on accreditation to British and Scottish accreditation initiatives (e.g., CSC, 1998c; CSC, undated).

In the spring of 1997, the process of initiating accreditation began in Canada. Accreditation procedures in place in HM Prison Service, the Scottish Prison Service, the American Correctional Association and other processes (i.e., ISO 9000 and the Canadian and American hospital accreditation processes) were studied and their designers consulted. What emerged from this procedure was termed “a synthesis of the best elements from all these processes” (CSC, 2000b, p. 6).

In 1997, after over a decade of developing research-based programmes designed to reduce the likelihood of recidivism, the CSC established a Program Accreditation process (CSC, 1998d). This strategy was adopted for three reasons:

to actively encourage and assist offenders to become law-abiding citizens,⁴¹

to ensure that the programs and the manner in which they are delivered are of the highest possible quality and

to demonstrate to the public and its partners that the programs are ‘state of the art’ (CSC, 1988d, p. 1).

5.3 How Accreditation is Achieved and Maintained

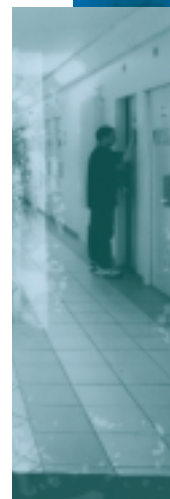
In both the UK and Canada accreditation consists of two distinct elements. In the UK these are called:

Programme Design and the Maintenance of Programme Integrity,

and in Canada:

Program Accreditation and Delivery Site Accreditation.

⁴¹ This statement is part of the CSC Mission Statement contained in The CSC Mission Document (1997).



5.3.1 The Accreditation of Programme Design/Program Accreditation

In both jurisdictions, programmes designed to address different offending behaviours or risk factors are submitted to an Accreditation Panel.

The UK Joint Prison/Probation Accreditation Panel: The Joint Prison/Probation Accreditation Panel was established in 1999 to accredit prison- and community-based programmes for offenders. Overall, there are 21 Panel members. Thirteen Panel members were appointed on the basis of open competition and eight Panel members were nominated from within the Home Office, the Prison Service and the Probation Service. The Panel consists of a Chairperson (a non-executive director of the Prison Service Board), independent experts, representatives of the Home Office, HM Inspectorate of Probation and the Prison Service. Panel members have varied experience of the criminal justice system and of current academic research in the area of reducing criminal behaviour. The current Panel is an advisory Non-Departmental Public Body and is appointed for a period of three years. It is supported by a secretariat comprised of two people drawn from the Prison Service and the Home Office Probation Unit.

The Panel's functions are:

Recommending for approval (by the Home Secretary) programme design and delivery criteria and reviewing those criteria annually;

Accrediting individual programme designs (defining a programme as a systematic, reproducible set of activities in which offenders can participate);

Authorising procedures for audit of programme delivery;

Authorising an annual assessment of the quality of actual delivery for Key Performance Indicators purposes for both Prison and Probation Services;

Advising on curriculum development:

- Advising on related matters, especially assessment of risk and need,
- Assisting cultural change to effective practice in Prison and Probation Services,
- Accounting for its work to the Home Secretary, Prison and Probation Services (The Joint Prison/Probation Accreditation Panel, 2000, pp. 5 - 6, emphasis in original).

During its first year of operation (1999/2000), the Accreditation Panel reviewed submissions from 21 programmes throughout England and Wales⁴². Of these only one programme was fully accredited (The Prison Service Sex Offender Treatment Programme⁴³). The Panel considered that it needed more information on a rolling⁴⁴ programme (a subset of the above sex offender

⁴² Many different types of programme were scrutinised including: Anger Management, Cognitive Self-Change (prison based programmes), Offence-Focused Problem Solving, Sex Offender Groupwork, Addressing Substance-related Offending, Drink-Impaired Drivers, Women involved in Acquisitive Crime, Aggression Replacement, (community based programme), etc.

⁴³ Which consists of four programmes - core, extended (for high risk offenders), adapted (for those with learning difficulties) and booster (for all).

⁴⁴ A 'rolling' or 'open-ended' programme runs continuously with a changing membership. Offenders can 'rotate' in and out of the programme at any stage, engaging in the activities of the group while completing their assignments at times appropriate for them.

programme) for low- and medium-risk offenders before it could be accredited. If programmes are not fully accredited, they can be 'recognised' (four programmes), be deemed to be 'encouraging' (nine programmes), or 'more information needed' (five programmes). Two programmes were informed that no further development work should be undertaken.

Canadian Program Accreditation Panels: There are two distinct types of Panel at programme accreditation level in Canada, (a) an International Expert Panel of which there is one, and (b) International Accreditation Panels of which there are several.

In October 1997 an **International Expert Panel**, comprising seven members⁴⁵, recruited by the CSC to serve as a pool of "correctional generalists" (CSC, 1998b, p. 1) met in Quebec City. At this meeting the International Expert Panel approved the two-phase process for accreditation. The design of the process was begun in the spring of that year, as described above.

All the Panel members agreed to serve on future accreditation panels and thus, became "the guardians of the integrity of the process" of accreditation (CSC, 1998b, p. 1). The criteria for selecting these seven panel members were that they should have:

1. *internationally recognized expertise in corrections or correctional programs;*
2. *specialization in specific types of personal development programming;*
3. *no previous connection with the management or development of CSC's correctional programs* (CSC, 1998a, p. 3).

Panel members were appointed by the Commissioner of the CSC, based on nominations from the Assistant Commissioner of Performance Assurance and Assistant Commissioner of Correctional Operations and Programs.

In addition to the International Expert Panel, separate **International Accreditation Panels** are appointed to review applications for the accreditation of specific types of programmes (e.g., sex offending, substance abuse, etc.). Panels comprise:

The Chairperson of the Panel [who] will be⁴⁶ the Assistant Commissioner, Performance Assurance of CSC;

One half of the panel (three members) [who] will be persons with expertise in the general area of correctional programs, normally selected from amongst the seven members of the original panel which met in Quebec City in October 1997;

One half of the panel (three members) [who] will be persons with expertise in the specific area(s) concerned with the programs being reviewed (e.g. Substance Abuse, Sexual Offending) (CSC, 1998a, pp. 1-2).

⁴⁵ These experts were from Canada, Denmark the UK and the USA.

⁴⁶ Because the document from which this quotation is taken was written before the Panels were appointed, the wording is aspirational.



The criteria for selection of individual International Accreditation Panel members are identical to those for the International Expert Panel. The International Accreditation Panel functions are:

reviewing documentation of the program prepared by CSC programme specialists;

asking questions of the CSC program specialists; and,

rating the program against the agreed criteria (CSC, 1998c, p. 2).

Having fulfilled these functions the Panel reports their recommendation on the accreditation of a programme to the Commissioner. The Panel has four accreditation options. It can (a) accredit, (b) conditionally accredit based on the implementation of an Action Plan, (c) not accredit but accept an Action Plan or (d) request a new review or a new Action Plan.

5.3.2 The Criteria for Accreditation in the UK and Canada

To be accredited, the design of a programme for offenders must demonstrate that it meets 11 criteria in the UK (derived from their meta-analytic study mentioned above) and eight criteria in Canada.

The UK: The following are the 11 accreditation criteria which must be met in the UK.

A clear model of change backed by research evidence. The programme must contain a realistic evidence-based plan for creating change in offenders' future behaviour. It must have a detailed explanation of who the programme is for and which areas of risk it will reduce (e.g., the Sex Offender Programme targets specified sex offenders and aims to reduce the risk of reoffending). Evidence from existing research must be cited to support any approaches described and the methods and exercises planned have to reflect in a clear manner the outcomes of research.

Selection of offenders. The standardised and validated measures used to assess offenders must be described. Additionally, how the measures were standardised and validated in the first place must be explained.

Targeting dynamic risk factors. Risk factors are the shared characteristics and experiences of certain offenders. Dynamic factors which can be changed are attitudes and behaviour. This criterion requires the programme give a description of the offenders' areas of risk which are in need of reduction and can be reduced.

Range of targets. The programme must describe the range of risk areas which will be focused upon in the programme. If only a few risks are focused upon this must be justified and the other programmes which offenders may attend to address other risk areas must be described (e.g., a sex offender programme addresses the risk of reoffending and the anger



management programme addresses a risk area relevant to certain sex offenders).

Effective methods. If methods other than the cognitive behavioural approach are to be used they must be justified by citing the relevant research or a testable theory which has been shown to be effective.

Skills orientated. The programme must teach skills which will help participants to avoid reoffending. The rationale for selecting specific skills, how they will be taught and how the participants' learning will be evaluated must be described.

Sequencing, intensity and duration. This criterion requires the programme to describe the number and frequency of programme sessions and justify this choice in relation to participants' needs (e.g., those with a high risk of reoffending need programmes of a length to change long established patterns of behaviour - those with a lower risk may need shorter programmes).

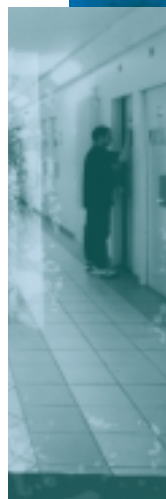
Engagement and motivation. The programme must describe how offenders' motivation for change is assessed before the programme begins, and how it is encouraged during it. Additionally, staff should be positively committed to the programme which must also be documented.

Continuity of programmes and services. The programme should be integrated into the system of plans for offenders' sentence management. Additionally there should be a continuity between the prison and the community so that offenders can make a smooth transition from prison- to community-based programmes. This continuity includes elements of shared information relevant to the offender in order to protect the public, victim(s) and monitor offenders post release.

Ongoing monitoring. This requires the programme to certify that checks are performed to ensure that staff are properly selected, trained and supervised and that the programme is run as intended.

Ongoing evaluation. This requires the programme to have a built-in evaluation of the improvements in the offenders' risk area and, in the long term, if reconviction has been reduced. Additionally, research into programme effectiveness must be constantly undertaken together with literature reviews to identify best practice elsewhere.

Canada: The CSC "building upon the work of Her Majesty's Prison Service of England and Wales" (CSC, undated, p. 1) identified eight criteria which programmes must address for accreditation. These criteria are somewhat similar to those in use in the UK. "The first three criteria require a well-articulated *theoretical justification* for the programme" (CSC, undated, p.1, emphasis in original).



Explicit Empirically-Based Model of Change. The Case File⁴⁷ should have an explicit model of how the programme should work with evidence to justify the assumptions of the model.

Target Criminogenic Need. The programme should change factors which have been identified as closely linked to the offending behaviour of programme participants.

Effective Methods. The programme must demonstrate that it is using methods which have been shown to be consistently effective with offenders. Additionally, the programme should demonstrate the standards necessary for these methods to be used properly are part of the programme design.

The next two criteria are used to assess the essential elements of the programme design and content.

Skills Oriented. Programmes should teach skills that will make it easier for the offender to avoid criminal activities and to engage successfully in legitimate ones.

Responsivity. The methods used to target criminogenic factors should be the ones to which programme participants are responsive. The necessary conditions for the methods to work effectively should be specified as part of the programme.

The next two criteria concern the integration of offenders' needs, related to criminal behaviour, and how they will be addressed during their sentence in prison or on parole in the community.

Programme Intensity. The amount, strength, sequencing and spacing of treatment should be related to seriousness and persistence of offending and to the range and seriousness of the criminogenic factors typical of programme participants.

Continuity of Care. The Case File should demonstrate how progress made in the institution needs to be reinforced and strengthened by rehabilitative effort in the community.

The final criterion concerns issues related to continuous programme review:

Ongoing Monitoring and Evaluation. The programme should contain an undertaking that a built-in and ongoing monitoring and evaluation of its effects on offenders is inherent in the programme design.

5.3.3 The Process of Accreditation

In applying for accreditation there are set procedures which programmes must comply with in both jurisdictions.

The UK: The UK Crime Reduction Programme (1999), provided funding under the 'What Works' initiative, of which Stg£6m was allocated to the Prison Service and Stg£13m to the Probation

⁴⁷ According to CSC (2001) a "Case File" is the documentation that the International Expert Panel members will use to rate the program against the Accreditation criteria" (p. 5).



Service with a further Stg£2.1m for evaluation (Government Office of London, 2000). According to these authors, 10 offending behaviour programmes have been instigated or are in the process of being developed across England and Wales.

The UK documentation does not describe precisely who is responsible for programme design and shepherding a programme through the accreditation process. However, there are indications in the available literature that some programmes for use in prison settings are designed by the Offending Behaviour Programmes Team at the Home Office (e.g., The Sex Offender Treatment Programme). Programmes from other jurisdictions are adapted by this team (e.g., the “Controlling Anger and Learning to Manage It” programme from Canada and the “Cognitive Self-Change” Programme from the USA). Additionally, there are regionally or locally designed programmes, sometimes with sponsorship (e.g., from a university - The McGuire “Offence-Focussed Problem Solving” Programme). Programmes for use in community settings are sometimes sponsored by the Pathfinder Programme which is a community-based co-operative initiative that arose out of the Crime and Disorder Act 1988 (Home Office, 1999).

There are three stages a programme must comply with when applying to the Panel for accreditation:

A programme proposal - when a new programme is being designed, an application is submitted to the Panel Secretariat in the same form as a full application (described below). The Secretariat will review the submission to ensure that all the required documentation is in place and in the correct format. If amendments are required the Secretariat will return the document to the programme designers for the corrections and changes to be made.

A preliminary application - this is similar in form to a full application but indicates its preliminary nature and, if necessary, can request guidance from the Accreditation Panel. The Panel will respond to the application indicating how the submission should be improved to meet the 11 accreditation criteria (outlined above).

A full application - consists of the application, of not more than 25 pages long, now refined from the initial two stages of submission, accompanied by the required documentation.

The Required Documentation: The following manuals are required as accompanying documentation for programme accreditation.

Theory Manual - which specifies who the programme is for, what is to be achieved during each major phase of the programme and why the combination of objectives is appropriate for the targeted offenders.

Programme Manual - describes each session of the programme in sufficient detail to enable any well-trained professional to run the programme in the intended fashion.



Assessment and Evaluation Manual - contains all assessment and evaluation instruments used in the programme, guidance on their administration and an explanation of the practical uses of the applications.

Management Manual - describes the selection, training, supervision and appraisal of staff performance and how offenders are assessed and selected for the programme. The arrangements for monitoring and evaluating the programme, including maintaining programme integrity, must be described. Additionally the manual should describe the operating conditions required to run the programme and the roles and responsibilities of managers and staff.

Staff Training Manual - describes in detail the training courses, curriculum and training materials for all staff involved in running the programme. Additionally, details of how competence will be assessed at the end of training (i.e., pass/fail criteria) and how performance will be reviewed and how often reviews take place.

These five manuals must reflect in a very concrete way the 11 criteria mentioned above.

All these documents are submitted to the Joint Prison/Probation Accreditation Panel for scrutiny at one of their twice-yearly meetings.

Canada: In this jurisdiction a 'Sponsor' guides the accreditation of a programme at programme accreditation level. A Sponsor is a person, or team of people, who have been designated responsible for completing the necessary steps to present a programme for accreditation. The Sponsor is appointed by the Manager responsible for the program (i.e., the Director General, Offender Reintegration and Programs) and is provided with the necessary time and other resources required to perform the task.

The resources that are available to a Sponsor are provided by the CSC's Performance Assurance Sector, Program Accreditation Unit. According to CSC (2001), these resources include:

Technical assistance in the preparation of the case file.

A budget which includes travel costs for two people to attend the International Expert Panel session where the programme is considered for Accreditation, printing and other costs associated with preparing the materials for the Panel.

The steps towards programme accreditation are as follows:

The Letter of Application - is sent from the Manager responsible for the programme to the Assistant Commissioner, Performance Assurance. In this letter, the Manager conveys the belief that the programme merits accreditation and puts it forward for review by the International Accreditation Panel. This letter is responded to within 10 working days providing the date of the Panel session at which the programme will be reviewed.



The Case File - this is the documentation that the Panel will use to rate the programme against the eight accreditation criteria outlined above. The objective of the Case File is to concisely answer the question:

How does this program meet each of the Criteria required in order to be recommended for Accreditation? (CSC, 2001, p. 6).

The Sponsor is responsible for preparing this document. It is recommended by CSC (2001) that the Case File should be no more than 30 to 35 pages. Three months before the Panel session, the programme is required to submit two copies of the Case File.

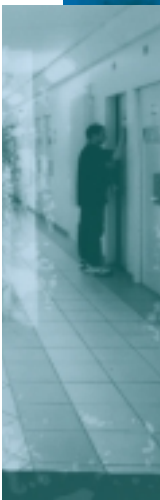
Presentation of Programme for Evaluation - The final step in the accreditation process is a face-to-face meeting between the programme Sponsor and the International Accreditation Panel. At this meeting the Sponsor introduces the programme and provides any information which may assist Panel Members in reviewing the written material. The purpose of this meeting is to give Panel Members the opportunity to seek clarification or explanation of the programme materials. The Sponsor then leaves the room after which the rating of the programme takes place. The Sponsor is then called back to receive a verbal summary of the results.

Supporting Materials: These are similar to the documents required for accreditation in the UK. However, in this instance, the CSC (2001) recommends that "as much [material] as possible ... will have been cross-referenced in the 'Case File'" (p. 13). Four to five manuals and other supporting materials are required as follows:

The Programme Manual - the manual that is in use⁴⁸ as a resource to and a guide for the staff delivering the programme. This manual consists of:

- Selection criteria for programme participants,
- Content and instructional method for each session,
- Resource material for use of delivery staff,
- Measures of learning or progress used by the programme,
- The record-keeping requirement of delivery staff,
- Options for delivery staff to use in the event of unusual group compositions or events (CSC, 2001).

⁴⁸ Because many Canadian programmes have been in operation for some time prior to accreditation, the manuals and other materials are already in existence. This is reflected in the wording "that is in use".



The Training Manual(s) - the manual(s) that is/are in use to structure the training of new delivery staff and the refresher training of experienced delivery staff. It/they address(es) issues relevant to both programme delivery staff and training staff. This/these manual(s) consist of:

- Selection criteria for programme delivery staff,
- A description of the content and instructional method for each training session,
- Resource material for use of the training staff,
- Measures of learning or progress used by training programme (e.g., pass/fail criteria),
- Record-keeping required of training staff,
- Description of ongoing support and supervision provided to programme delivery staff.

Research and Evaluation Reports - copies of any research or evaluation reports that have been completed about the programme or any of its components.

Awareness Materials for Offenders and Staff - copies of all materials used by the programme to inform offenders and staff about the programme, its requirements and benefits.

Reference List - a complete list of all references cited in the Case File.

Other - a cost-benefit analysis of the programme.

After the International Accreditation Panel has met the Programme Sponsor, it reports its recommendation on the accreditation of the programme to the Commissioner.

If a programme is accredited this remains valid for five years "unless the research underlying the programme advances and dictates significant change" (CSC, 2001a, p. 17). After the lapse of five years a programme must reapply for accreditation.

If a programme is not accredited they must correct the deficiencies identified by the Panel and resubmit the programme following the process outlined above.

5.4 The Maintenance Programme Integrity (UK) /Delivery Site Accreditation (Canada)

Effective delivery is as important as effective design in ensuring that programmes work (The Joint Prison/Probation Accreditation Panel, 2000, p. 15).

Programme integrity has been defined by Hollin (1995) as ensuring "the programme is conducted in practice as intended in theory and design" (p. 196). According to this author there are at least three threats to programme integrity. These are: (a) drift, (b) reversal and (c) non-compliance.

Programme Drift is the gradual shift over time of the aim of the programme. For example, a change in emphasis from therapeutic to routine administration issues.

Programme Reversal is characterised by the actions of programme facilitators which undermine the theoretical underpinnings of the programme. For example, if a facilitator of a sex offender programme was to collude with an offender's (or offenders') cognitive distortions about the seriousness of his (their) offence(s).

Programme Non-compliance occurs if programme facilitators decide, for whatever reason, to change or omit parts of the programme, introduce new methods, set new targets or cancel sessions.

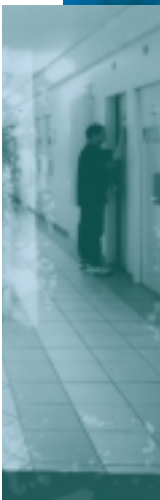
In order to prevent these threats to programme integrity, programmes must be rigorously monitored. In order to maintain programme integrity, Hollin (1995) has identified three main sources of information on the quality of programmes. These sources constitute information obtained from:

- Outside observers,
- Practitioners,
- Clients.

Outside Observers: According to Hollin (1995) it is generally agreed that this group is the most objective and reliable arbiter of the ongoing quality of a programme. Observers must be trained in the treatment approach they will be observing and highly skilled in their craft. Additionally, they must have access to actual work (in the form of live monitoring, videotape or audiotape monitoring) and should not have to rely solely on the verbal reports of the other two groups mentioned above.

Having completed their monitoring of a programme, outside observers are required to produce a statement of the match between what was designed (contained in the manuals) and what was delivered. The monitoring procedure is also a valuable tool for informing the design of future programmes and to give performance feedback to programmes and their facilitators.

Practitioners and Clients: The views of these two groups are also an important factor in maintaining programme integrity. The information can be gathered in debriefing sessions which occur at regular intervals and should address questions for practitioners such as (a) are the sessions working out as planned in the manual and (b) what are the factors which impede, enhance sessions? From the clients' perspective, information can include (a) did they consider their expectations had been met (b) did they encounter any emotional difficulties after a session and (c) how could they be helped deal with these difficulties?



The Maintenance of Programme Integrity in the UK: How rigorous the monitoring is differs from programme to programme and depends on the programme design described in the Assessment and Evaluation and Management Manuals for the particular programme. Some programmes in the UK have developed checklists to assist the process of monitoring programme integrity.

Until 2000, the General Accreditation Panel set auditing benchmarks against which prison programme audits could be scored. In the case of the Sex Offender Treatment Programme, the scoring of all audit benchmarks was undertaken by the programme personnel. Currently, it is the responsibility of the Joint Prison/Probation Accreditation Panel to accredit the maintenance of integrity within a programme. The Panel approved audit criteria assigning itself a quality assurance role (The Joint Prison/Probation Accreditation Panel, 2000).

The monitoring of programme integrity or a series of similar programmes being delivered in different locations must follow a rigorous procedure. It is a two-stage process. In the first stage, Prison Service staff, audit each programme through the use of video monitoring. A substantial sample of the videotapes of the programme's sessions is selected (often as high as 50%) and reviewed meticulously at programme units H.Q. Additionally, a rating scale is formulated to provide quantifiable results of the monitoring process.

The second step in the process is an audit inspection of the site. This is carried out using the audit criteria approved by the Joint Prison/Probation Accreditation Panel. For this stage, the 21-member Panel is divided into sub-Panels to carry out the task of assessing if the key performance indicators on offending behaviour programme delivery have been met.

The delivery of Probation Service programmes, because they are delivered on a much larger scale, present different accreditation problems. HM Inspectorate of Probation, with the agreement of the Panel, were given the task of accrediting community programmes. To facilitate the accreditation process an Audit Manager was recruited.

Around the time of its second meeting in March 2000, Panel members were engaged in two sub-Panels to consider the audits of programmes run in the Prison Service in 1999/2000.

A senior member of staff of the Offending Behaviour Programmes Unit, HM Prison Service, in an interview with the Research Consultant on 12th January, 2001, described aspects of monitoring programme integrity as follows:

- Each prison gets a target related to key performance indicators.
- There is a quality control procedure and programmes in every prison are audited annually which includes a site visit.
- The programme auditors train the programme monitoring staff. The monitoring staff, with evidence from the audit and the videotapes, can 'blow the whistle' on programmes that are not up to standard.



- Every programme session is videotaped and the local supervisor views one tape every week. Additionally, there is supervision for programme facilitators every two weeks.
- At the end of a programme all videotapes are sent to the Home Office where a panel of monitors watch a sample of the tapes. This generally takes place at the monitors' homes and is ideal for utilising professional staff who need to be at home for childcare or other reasons. (This strategy would also be useful for employing people with physical disabilities who have mobility difficulties.)
- There is a quality rating in operation when viewing videotapes and marks are assigned for (a) treatment style and (b) programme integrity.
- The rating system works well, especially if it is associated with research as this is a good motivator for staff at all levels.
- Each prison gets a very detailed analysis of the performance of their programme(s) and facilitators.
- If it is considered that something is going wrong with a programme in a prison, intervention occurs.

Site Accreditation in Canada: Additional to the two International Panels described above, Canada employs a National Accreditation Panel to monitor site accreditation. The Panel meets three times a year to monitor site accreditation reports. It is comprised of a Chairperson who is the Assistant Commissioner, Performance Assurance, and four members. These are:

- The Assistant Commissioner, Correctional Operations and Programs,
- The Director General, Offender Reintegration and Programs,
- A Warden⁴⁹ (from the Region where the site to be accredited; this is in order to provide the Panel with current institutional operational knowledge),
- A District Director (to provide the Panel with current Community Corrections operational knowledge).

The National Headquarters Program Delivery Site Accreditation Unit provides administrative support to the Panel.

Site accreditation is conducted, during a site visit, by a Site Accreditation Team⁵⁰ of three members consisting of a specially trained, internal CSC programme specialist (the Team Leader), a programme delivery staff member (from another site⁵¹) and a community representative. The site visit usually lasts four days.

⁴⁹ In the case of an appeal from a site, the Warden abstains from the appeal process.

⁵⁰ This Team could be viewed as Hollin's (1995) 'outside observers'.

⁵¹ It is believed by having delivery staff members from other sites involved in site accreditation, that these staff will gain knowledge from the cross-fertilisation of ideas this strategy will produce (Mr. S. Wilson, Director, Program Accreditation, CSC, personal communication, 13th February 2001).



The function of site accreditation is to:

inspire staff commitment to reintegration goals,

restrain the tendency for program delivery to deviate from the effective original model,

encourage the adoption of best practices from one region to the next,

help standardize program delivery across sites and regions (CSC, 2000b, p. 2).

During the site visit, the Team checks that 14 Programme Management Standards, which are indicators that the above four functions, are fulfilled. This is done by means of interviews and documentary evidence. Each standard is weighted as either Essential (E) or Important (I). The following are the Program Management Standards together with their weight.

There is Management support for programs (I) - this is done by interview and checking documentary evidence (e.g., minutes of management meetings over the last twelve months.) Staff interviews are also conducted to confirm documentary evidence.

Programme data management is in place and up to date (I) - documentary evidence including evidence of training for prison personnel.

Programme facilitators are provided with support, feedback and supervision (I) - documentary evidence that each programme facilitator's performance has been assessed every two years, records of supervision sessions by Regional Trainers, minutes of meetings. Staff interviews are also conducted to confirm documentary evidence.

Programmes are adequately and stably [sic] resourced (I) - checked through documentary evidence (e.g., waiting lists for programme, budgetary planning documents). Staff interviews are also conducted to confirm documentary evidence.

The operational site creates an environment that is physically and organisationally supportive to programmes (I) - checked through documentary evidence (e.g., programme records) and a visit by the Team to the room where the programme is delivered.

There is a close link between case management and programming (E) - checked through documentary evidence (minutes of meetings, records of programme facilitators, etc.). Staff interviews are also conducted to confirm documentary evidence.

The menu of programmes offered matches the risk and need levels of the offenders (E) - checked through documentary evidence (e.g., information on risk/need assessments of programme participants, menu of programmes offered over last 12 months). Staff interviews are also conducted to confirm documentary evidence.



Offender responsivity is maximised (I) - checked by evidence that there is a process that addresses offenders' learning styles (e.g., age, culture, literacy). Staff interviews are also conducted to confirm documentary evidence.

Participation in the programme advances the correctional plan (I) - checked by documentary evidence (e.g., menu of programmes offered over last 12 months, completion dates of programme with day parole eligibility rates of offenders). Staff interviews are also conducted to confirm documentary evidence.

Availability of programmes has a positive impact on operational activities and climate of site (I) - checked by staff surveying available results, documentary evidence (e.g., minutes, reports, documents demonstrating staff innovation). Staff interviews are also conducted to confirm documentary evidence.

Aftercare (I) - checked by whether the institution offers booster programmes and documentary evidence (e.g., communication with release destination about follow-up and feedback concerning adequacy of referral information). Staff interviews are also conducted to confirm documentary evidence.

Ongoing efforts to inform staff (E) - checked by documentary evidence (e.g., copy of Staff Awareness Sessions conducted for last 12 months together with attendance list and communication/promotional materials). The focus of this standard, according to CSC (2000b), is to discover what has been done by management to inform staff.

Briefings for new Parole Officers (I) - checked by documentary evidence (i.e., copy of information given to new officers).

Information to Work Supervisors so they can reinforce learning (I) - checked by documentary evidence (i.e. documentation used to inform about what work supervisors can do to reinforce programme learning).

The interviews and documentary evidence could be construed as similar to Hollin's (1995) sources of information from practitioners and clients.

Additional to these 14 Programme Management Standards, each programme (e.g., Cognitive Skills, Anger Management, etc.) has other and often different standards for each programme (usually between 12 and 13) with the additional weighting of 'essential and important' standards.

Standards are scored as **fully met** (2 points), **partially met** (applicable only to some standards, 1 point) or **not met** (0 points).



In order for a site to be recommended for accreditation, it must:

- Receive a passing score for Programme Management standards that is 100% on Essential Standards and at least 60% on Important Standards.
- For specific programmes, score 100% on Essential Standards and at least 60% on Important Standards.

When site accreditation is completed, the Team gives the Warden of the prison a copy of the score of the Site's programme and informs her/him of their recommendation for Programme Management and each specific programme reviewed. If a site is not being recommended for accreditation, the Team clarifies with the Warden the remedial action required to gain accreditation.

It is the responsibility of the Team leader to submit a final report on the site accreditation to the Manager of Site Accreditation at National Headquarters in Ottawa. The report is reviewed for quality assurance and within two weeks of the site visit, a copy is sent to the site. On receipt of the report, if accreditation has not been recommended, the site has six weeks to submit a remedial plan of action to Regional Headquarters. "A **corrective action plan** is required for every standard, which has scored less than 'fully met'" (CSC, 2000b, p. 9).

A site can appeal to the Assistant Commissioner of Performance Assurance if they get a negative recommendation once they have received a copy of the Site Team's report and recommendation. If an appeal is made, the National Accreditation Panel has three decisions at its disposal:

- Maintain a recommendation of non-accreditation,
- Request a second site review,
- Render a recommendation of accreditation (CSC, 2001b, p. 11).

Subsequently, the recommendation is passed to the Commissioner. If the recommendation is positive, a Certificate of Accreditation is issued which is valid for three years. If the recommendation is negative, the site can reapply for accreditation in three months. When reapplying, the site is required to describe the changes they have made to redress their deficiencies.

Site Accreditation for the National Core Sex Offender Treatment programme has taken place in 29 Sites since November 1989. Four of the first 10 sites were accredited, including those which had received conditional accreditation (Mr. G. Farrell, CSC, 13th February 2001, personal communication).



5.5 How Much Does Accreditation Cost?

In the UK, the two approaches to accreditation, programme design and the maintenance of programme integrity, have different budgets. Only the costs for the accreditation of programme design are available. Costing programme integrity is an item that is specific to each programme and therefore cannot be dealt with here.

The Costs of Accrediting Programme Design: In order to assess the 21 programmes submitted for accreditation in 1999/2000, the Accreditation Panel met twice⁵² between 1999 and 2000. There was a budget allocation for the 12 months of Stg£208,000.00, of which Stg£170,673.00 was spent (leaving an underspend of Stg£37,328.00). The budget included items such as Chair and Panel members' fees, travel and subsistence, accommodation, secretariat costs, recruitment and appointment.

5.6 Summary

The UK documentation on accreditation cites more reasons for programme accreditation than does Canada's. The latter country's documentation mentions demonstrating to the public the merits of these programmes, whereas this is not mentioned in the UK. Otherwise, the reasons are quite similar.

There are considerable differences between the UK and Canadian systems in how Programme Accreditation is achieved. The UK has one large panel consisting of a Chairperson and 20 members who accredit all the different kinds of programmes available to offenders in prison. The UK Probation Service accredits community-based programmes. In Canada there is an International Expert Panel comprised of seven members who serve as a pool of correctional generalists. Additionally, there are several International Accreditation Panels comprised of seven members, including a Chairperson, three members from the International Expert Panel and three international members with expertise in the particular type of the programme being accredited. These panels are responsible for both prison- and community-based programme accreditation. The names of the Panel Members in the UK and Canada are contained in Appendix D to this document.

Although there are some differences between the UK and Canada in the criteria both jurisdictions have for accrediting programmes (e.g., the UK has 11, whereas Canada has only eight criteria), there are more similarities than differences.

The process which programmes must go through in both jurisdictions to attain accreditation are somewhat different. From the literature it would seem that Canadian programmes get more support for programme development than do those in the UK. Additionally, the Canadian approach seems less formal and more 'face-to-face' than the UK model. However, in both

⁵² In Bristol from 29th November to 8th December 1999 and in London from 10th to 17th March 2000.



jurisdictions it is obvious that enormous amounts of effort are required to prepare programmes and their documentation for submission for accreditation. In Canada this effort is supported by structures at General Headquarters level, whereas in the UK, it seems that many programmes originate regionally or locally. In the UK, the maintenance of programme integrity is overseen by the Joint Prison/Probation Accreditation Panel which sub-divides to scrutinise the reports of site visits. In Canada there is a panel separate to the two which monitor programme accreditation with the task of accrediting programmes on site. This panel has a quality assurance role in monitoring the work of the specialist site accreditation teams which conduct the four-day accreditation visits to sites.

Accreditation does not come cheaply. Maintaining a panel whether international or otherwise and budgeting for their regular meetings at a central location takes time and considerable administrative effort.

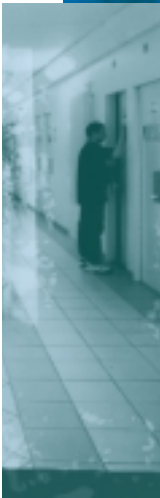
The accreditation of prison- and community-based programmes is in its infancy. Currently, there is collaboration between Canada, Scotland and the UK⁵³. According to the CSC (1998b), although there are different approaches to accreditation in the three jurisdictions, it reported that "members of the International Expert Panel considered that further discussions might lead towards a common Program Accreditation process and panel, while still serving specific national objectives" (p. 1). The representatives from these jurisdictions on the Canadian Panel have "agreed to participate in a common venture ...[and] ... in a common evaluation framework for the initiative" (p. 1).



⁵³ The CSC also had a representative from the Probation Board of Northern Ireland attend a Panel hearing as an observer in June 2000 (A. Concilio, Manager, Program Accreditation, CSC, personal communication, 13th February, 2001).

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6. CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction

This chapter draws the strands of chapters three to five together in order that conclusions can be drawn and ultimately recommendations made about the development of a new multi-disciplinary sex offender programme for the Republic of Ireland. The chapter contains the two following sections:

- **The Conclusions** - that can be drawn from the previous chapters.
- **The Recommendations** - which can be made, based on the findings from Chapter 3 and the methods of best practice identified in Canada, the UK and Vermont.

6.2 The Conclusions

When comparing the perceptions of the 59 respondents interviewed for this study from all levels of the Department of Justice, Equality and Law Reform and the Irish Prison Service, including sex offenders, with practices in Canada and Vermont and to a lesser extent the UK, it was evident that interventions provided for sex offenders in this jurisdiction are very different from those provided elsewhere, especially in Canada and Vermont. These differences will be discussed below in terms of the criminal justice system, the management of sex offenders in prison and in the community and the management of sex offender programmes.

6.2.1 The Criminal Justice System

Canada and Vermont have a seamless transition from prison to community-based sanctions and this procedure is reflected in the names of the organisations which oversee the sanctioning of offenders. In Ireland, and the UK, the criminal justice system separates the agencies which are responsible for the management of offenders in prison from their management in the community on probation or parole. In the UK currently there are attempts to have greater co-operation between the two agencies. This, as yet, has not happened formally in Ireland.

Vermont operates an innovative system of restorative justice as opposed to punitive or retributive justice which is very different from the system of justice Canada and Ireland have inherited from Britain because of their current (for Canada) and previous (for Ireland) membership of the British Commonwealth. The Vermont system, because of the involvement of the citizenry in sentencing, seems to increase the acceptance of sex offenders on parole more readily than in Canada and the UK.

There are laws, policies and structures in place in Canada and Vermont to assist the seamless transition of offenders, particularly sex offenders, exiting prison to community sanctions (i.e., parole). Additionally, there are structures available in the system to allow for policy development



and the management and monitoring of policy effectiveness. This is done by rigorous research and evaluation of every policy or initiative to determine “what works”. In Ireland we do not have this tradition, possibly because of our history of political and economic difficulties. Additionally, in Canada and Vermont, databases on offenders are shared by all criminal justice agencies. This strategy assists the process of research and evaluation in the entire criminal justice system by enabling evaluation research and the tracking of offenders through the system. Lundström (1993), pointed out the need for a shared offender database for the Irish criminal justice system and for rigorous record keeping to maintain it.

6.2.2 The Management of Sex Offenders in the Prison and in the Community

In Canada and Vermont when an individual is found guilty of an offence, including a sexual offence, the process of assessing his criminogenic, educational, vocational and psychological needs begins immediately. Then, together with the offender, a sentence management plan is formulated and he is sent to a ‘home’ prison or to a series of prisons that can address these needs. There are no formal procedures in place in Ireland either for the systematic assessment of sex offenders on committal or for formulating comprehensive sentence management plans for them.

In prisons in Canada and Vermont, there are programmes available to meet sex offenders’ needs, including sex offender treatment programmes. In these two jurisdictions offenders taking part in sex offender programmes are housed separately from all other offenders to enable them to concentrate on the programme in which they are engaged. Canada accepts all comers to the programme (including deniers and offenders with high psychopathy scores) but Vermont does not accept deniers. Sex offenders who refuse to comply with all or part of their sentence management plan do not get parole in either jurisdiction until they have completed almost all of their sentence. In Ireland, several respondents in Chapter 3 claimed that the current sex offender programme was a ‘one size fits all’ approach which did not meet the needs of all offenders. Unfortunately, until there is a rigorous assessment procedure in place for sex offenders in this jurisdiction, we cannot prove or disprove this perception.

In Ireland there is the practice of not releasing treated and untreated sex offenders until the very last day of their sentence. Practitioners in Canada and Vermont, with many years experience of working with sex offenders were unanimous in the view that this approach to sentence planning and community integration for sex offenders greatly undermines the potential benefits of therapeutic interventions undertaken during their imprisonment.

In Canada and Vermont there is the possibility of sex offenders getting parole having served one-third of their sentence (in Canada) and having successfully completed the incarceration part of their sentence plan (in Vermont). Release into the community is seamless in Vermont and the offender’s sentence management plan has a parole component which is strictly monitored to



ensure his compliance. On parole, he is required to engage in programmes including community sex offender programmes or face parole violation charges and possible reincarceration. In Canada also, offenders are released on parole and have a parole plan with a set of stipulations with which he must comply. However, Canada's parole system is in some disarray and they do not seem to have been as successful as Vermont in managing satisfactorily this part of an offender's sentence. This situation could be for many reasons, three of which are: (a) the huge landmass makes the monitoring of sex offenders more difficult than in a small state like Vermont, (b) the inability to persuade communities to accept paroled sex offenders and (c) the demoralisation and dual role⁵⁴ Parole Officers are required to perform, which impedes their successful monitoring of sex offenders in the community. In Ireland sex offenders are released on the last day of their sentence, often without the benefit of treatment, with no accommodation, no employment and no formal plans for their community reintegration. An Irish media, negative towards sex offenders, helps to fuel fears and a negative response among the general public to the release of sex offenders even when they have completed their entire sentence.

6.2.3 The Management of Sex Offender Programmes

In Canada and Vermont there are several sex offender programmes (and in Canada, if necessary, individual treatment) to meet the assessed needs of offenders. In Canada, programmes in the Regional Treatment Centre Ontario offer sex offender programmes to offenders with high intensity needs. These programmes are delivered by specialist staff consisting of Psychologists, Nurses, etc. However, in some prisons, promoted Correctional Officers, who already have a BA degree in the social sciences, are trained to facilitate lower intensity sex offender programmes. In Vermont, specially trained sex offender therapists who are at MA level of education contract to the Vermont Department of Corrections to deliver group programmes and individual therapy to offenders in prison, on parole and on probation. The UK has trained prison officers as sex offender programme facilitators. Their training does not reflect the level of education which those Correctional Officers in Canada have attained before further training to become sex offender programme facilitators. In Ireland, there were aspirations among most respondents in Chapter 3 that Irish Prison Officers should facilitate sex offender programmes. Many of those in favour of the approach were concerned that it will be done "on the cheap". Respondents were adamant that the selection and training of Prison Officers should be to a standard that will maintain the quality of the programme currently being delivered.

In Ireland the desire and need for information about how to treat sex offenders in prison was identified. Additionally, there were perceptions that the Irish public was uninformed about the possibility that treated sex offenders were considerably less likely to reoffend than those who had not received treatment. In Canada and Vermont rigorous record keeping about offenders' progress through the system assists them in being able to affirm, with the backing of sound research, what

⁵⁴ This dual role involves supporting the parolee in adjusting to release while at the same time monitoring him to ensure that parole violations are detected.



interventions are effective in rehabilitating sex offenders and minimising their recidivism. Armed with this knowledge, staff at all levels and society in general are kept informed of new developments by in-house newsletters, more formal in-house journals and information on their criminal justice websites. An added dimension in Vermont is the inclusion of the victim in information about “their” sex offender, including his progress in the rehabilitative process. Additionally, victims have the chance, when the offender applies for parole, to make submissions to the Parole Board. Sex offenders in Vermont are obliged to pay for any therapy their victim may need as soon as they are able to do so. These strategies are purported to increase society’s acceptance of the treated sex offender on parole and subsequently on release.

In Canada and the UK, sex offender programmes and other programmes designed to address offenders’ criminogenic needs are accredited by external bodies of international experts in order to ensure that programmes really do work. One of the Canadian programmes has been accredited at the Programme Accreditation Level and is currently being piloted at different sites around the country for Site Accreditation to take place. The sex offender programme designed by the UK Offending Behaviour Programmes Unit and used in its prisons throughout the UK has also been accredited at Programme level and at Site level in many prisons. These international accreditation panels require considerable amounts of documentation from research and best practice to demonstrate that the programmes they have been asked to accredit will stand up to the scrutiny of the international criminal justice forum. Additional documentation must show exactly who will facilitate these programmes, how they will be organised both in terms of staffing and facilities and exactly for what kind of offender they are designed. Much work has yet to be done in Ireland before we can produce the body of evidence required so that the new multi-disciplinary sex offender programme can be accredited by international criminal justice experts.

Ireland is well positioned to learn from the experience of other jurisdictions which are world authorities in the development of comprehensive interventions for sex offenders to enable their own programme experts to produce a programme tailored to the Irish situation.

6.3 Recommendations

There is need for a prison-based structured treatment programme for sex offenders. Such a programme can play an important, though limited, role in helping reduce the extent of sexual victimisation in society. The programme needs to be carefully planned, well resourced and supported, and fully evaluated. The effectiveness of the programme will demand the development of community-based facilities for both the treatment of sex offenders and for monitoring them following their release from prison (Department of Justice, 1993, p. 31).



Many of the recommendations that follow are an elaboration of the above Department of Justice recommendations made in 1993. Although a prison-based sex offender programme has been available in Arbour Hill prison since 1994 and in the Curragh Prison since 2000, there has been limited support for these in terms of structure, resources to engage in planning or evaluation, extra manpower and funding. Additionally, as was demonstrated above, no Department of Justice, Equality and Law Reform community-based facilities are available for sex offenders when they are released from prison.

The issues that emerged in Chapter 3 from the comments and wishes of 59 individuals in the Department of Justice, Equality and Law Reform and the Irish Prison Service are complex. Formulating recommendations from them based on the best practices identified in Chapter 4 and 5 is like trying to solve a Rubric Cube. In order to facilitate change in one area, changes are needed in others. The recommendations are broken down into three distinct but, like the Rubric Cube, related areas in which changes in the system are required to bring the Irish criminal justice system into line with best practice elsewhere. These recommendations are in the areas of the:

- Management of sex offenders,
- Design, managing and attaining accreditation for the new Irish multi-disciplinary sex offender programme,
- Operation of the criminal justice system, in general and for sex offenders in particular.

In the first of the two areas identified above recommendations can be made which are both desirable and achievable. These are based on information on best practice obtained for Chapters 4 and 5 which will address some of the issues identified by the respondents in Chapter 3. Although this study was specifically about designing a multi-disciplinary programme for the rehabilitation of sex offenders, the general management of sex offenders is pivotal in providing an appropriate background in which such programmes can be delivered.

In the third area - operation of the criminal justice system - any recommendations made here are purely aspirational although changes in this area would greatly benefit the successful rehabilitation of sex offenders with the subsequent reduction in sexual victimisation in society.

In order to facilitate an orderly development of interventions in the three areas, the formulation of a five-year plan is recommended. The schema for the five-year plan is attached at the end of this chapter. The plan is broken down into the three areas identified above. The recommendations, in narrative form appear below.



6.3.1 The Management of Sex Offenders

In Chapter 3 the 59 respondents stated their views on many different issues concerning sex offenders. Initially, the issues reported upon were the types of prison and the prison environment for sex offenders.

Types of Prison for Sex Offenders: In Chapter 3 some respondents considered whether there should be one prison dedicated exclusively to sex offenders or whether there should be several where sex offender programmes were on offer.

A decision should be made whether to have one or several prisons in which sex offender programmes are available to sex offenders.

Recommendation

Provide sex offender programmes in prisons on a regional basis so that offenders do not have to be transferred too far away from home to participate in a programme.

Segregation Versus Integration: Some respondents in Chapter 3 favoured having sex offenders incarcerated in segregated prisons because of the risk of them being assaulted and victimised. Others believed this segregation is unhelpful because sex offenders have to live out the rest of their lives in society and that their incarceration should reflect this. In the two jurisdictions on the North American continent visited by the Research Consultant, sex offenders are not segregated. However they are housed separately when engaged in sex offender programmes but are engaged in the normal regime of the prison in Vermont. In the Regional Treatment Centre in Kingston, Ontario many of the sex offender population involved in the programme were also receiving treatment for mental health problems and therefore were not integrated into the prison regime. In other prisons in Canada sex offenders are housed separately while engaged in programmes but are not segregated. A decision should be made concerning which strategy to adopt in this jurisdiction.

Recommendation

Sex offenders should be imprisoned in integrated prisons where the sex offender population is greater than that of the non-sex offender population.



Recommendation

In regional prisons providing sex offender programmes, offenders participating in the programme, although engaging in the normal regime of the prison, should be housed in a separate wing for the duration of the programme. This strategy will facilitate the group to concentrate exclusively on programme assignments and enable them to help and support one another in these tasks.

On programme completion, offenders should be returned to their “home” prison or prison of origin.

The Desire and Need for Information: Many of the respondents in Chapter 3 who were in daily contact with sex offenders (i.e., Prison Management, Teachers and Prison Officers) had a desire for information about how to manage sex offenders, others identified the need for dissemination of information about the management of sex offenders. Spencer (1999) in relation to the UK maintains that “training and support for staff is vital. It can be given in a number of ways and to a number of different groups of staff” (p. 120). The types of training and staff Spencer identified are:

- General awareness training for all staff,
- Specialised training for core staff,
- Generalised training for those identified as part of the pool of potential core staff, (Spencer, 1999).

This should also be the case in Ireland.

Recommendation

In every prison where there is a sex offender population, whether or not the prison provides a sex offender programme, there should be specific training for staff involved with sex offenders. Different training approaches should be provided to meet the specific needs of the three different types of staff requesting it (i.e., Prison Management, Teachers and Prison Officers).

Training in managing sex offenders needs to be accompanied by facilities which allow for interested members of staff to research their own specific questions. During the course of the research, staff in one prison approached the Research Consultant asking what books they might read in order to redress their perceived lack of information on this matter. A library needs to be maintained and regularly updated in order that the body of knowledge on best practice elsewhere is readily available to those interested in keeping their knowledge up to date.



Recommendation

In every prison where there is a sex offender population, there should be a library for staff with books and scholarly journals which they can use to study aspects of sex offending about which they require further information. A librarian should be appointed on a part- or full-time basis to oversee the acquisition of materials and organise the library.

The desire and need for information also needs to be addressed in a more formal way than is presently in operation.

Recommendation

In every prison where there is a sex offender population there should be a suitably qualified person available on a part- or full-time basis to design and provide the recommended staff training, answer specific questions and recommend suitable material for the library. (This person might also be available to provide counselling or therapy for members of staff who consider they are in need of such an intervention.)

The Need for a Therapeutic Environment: Prisons in which there is a population of sex offenders should provide these offenders with a specially tailored therapeutic environment which will be partially addressed by staff training but specific offender issues also need to be addressed.

Recommendation

As part of providing a therapeutic environment, every sex offender should be comprehensively assessed and have a sentence management plan which includes participation in a sex offender programme. Every prison which has a sex offender population should have a suitably qualified person or multi-disciplinary team available to conduct the necessary psychometric, educational and criminogenic tests to help to design this plan.

This is not a new recommendation as it also appears in (Department of Justice, 1993), which recommends:

A comprehensive assessment of each offender is crucial to effective treatment. The approach should be multi-disciplinary, and involve prison staff. Assessment should identify factors that contribute to sexual offending for each offender (p. 27).



Although there is not a history of research and evaluation in Ireland, best practice in other jurisdictions points for the need for ongoing research and evaluation to inform “what works” relative to the management of offenders.

The Department of Justice (1993) also recommended that a “detailed evaluation of the programme should be initiated right from the beginning” (p. 30) and this study concurs and expands this recommendation.

Recommendation

All the above recommendations should be continually evaluated and amended in the light of the evaluation in order to provide an ongoing, well-informed, best practice management of sex offenders.

When an organisation conducts research and evaluation into best practice, the results of this research needs to be disseminated. This dissemination has several roles: (a) of informing staff of developments in best practice, (b) improving morale among staff at all levels and (c) informing the wider community, including the international criminal justice community by contributing to the “what works” (and what does not work) body of knowledge.

Recommendation

Produce an in-house magazine informing staff informally of developments within the criminal justice system in general and in prisons in particular. Additionally, when research and evaluation has matured, establish a more formal journal-type of publication to inform academics and the wider international criminal justice system.

6.3.2 The Management of the Sex Offender Programme

An integral part of this assignment was to design a multi-disciplinary programme for sex offenders that included Prison Officers facilitating sex offender programmes. It became evident that before Prison Officers begin to provide facilitation that decisions have to be made about how they will be recognised and/or remunerated to engage in this task. It will not be possible for Prison Officers to become programme facilitators while at the same time being rostered as they are at present.

Negotiations should be engaged in and decisions made about how Prison Officers will be freed from their traditional roster to facilitate sex offender and other programmes. There are several ways to approach this issue, two of which are:

- Create a Prison Officer Facilitator grade with a nine-to-five, five-day week and financial rewards to compensate them for removal from the roster. Additionally, career opportunities for advancement will need to be incorporated into the new job specification.
- Alternatively, release Prison Officers from the traditional roster in blocks of time to facilitate a complete programme. During the time the programme is in operation, they work a nine-to-five week and receive compensation for not being rostered. On cessation of their facilitation duties they return to Prison Officer duties on the roster.

Recommendation

Create a Prison Officer Facilitator grade with a nine-to-five, five-day week and financial rewards to compensate them for removal from the roster. Additionally, career opportunities for advancement should be incorporated into the new job specification.

The rationale for the above recommendation is that having trained Prison Officers to facilitate programmes, which will be an expensive undertaking, returning them to rostering duties would not make sound economic sense. Additionally, although a sex offender programme operates for three days a week over a ten-month period, Prison Officer Facilitators will require

- Time during each week for (a) preparation for programme delivery, (b) ongoing supervision (the time for engaging in these activities is required by all facilitators),
- Time off for Annual Leave and to study any changes that might have been made to the Treatment Manual and new methods of best practice that may have been added to the Theory Manual.

This strategy is similar to best practice in other jurisdictions, except in the UK.

The Recruitment, Selection and Training of Prison Officer Facilitators: When these issues are decided upon, decisions will have to be made about the recruitment, selection and training requirements of Prison Officer for facilitation duties. Training needs will depend on the selection criteria for recruitment and the level of education of recruited Officers.

Recommendation

A realistic budget should be assigned and personnel appointed to recruit, select and design the syllabus for training Prison Officers.



Fears were expressed by some Prison Officers that if they applied for the post of Prison Officer Facilitator they would become 'locked into' programme facilitation even if it was disruptive to their mental health and/or private lives.

Recommendation

All Prison Officer Facilitators should have mandatory counselling as a 'preventative medicine' approach to the job⁵⁵. Additionally, if they or their supervisor decides that programme facilitation is harmful to them or they are not suitable for the job, there should be an honourable 'escape route' without loss of face or career prospects.

The Overall Management of the Sex Offender Programme: The Sex Offender Programme already in operation in Arbour Hill for the last seven years and in the Curragh Prison since 2000 has matured slowly, using UK manuals. The body of expertise built up during these years by the therapists/facilitators has contributed greatly to our knowledge of what works for sex offenders in Ireland - which is often quite different from that which applies in the UK. During these seven years, the therapists/facilitators have kept detailed notes about everything connected with the programme. These notes have been invaluable in designing the new Treatment Manual which will be used by Irish Facilitators, including Prison Officer Facilitators when selection and training have taken place. This documentation contains a wealth of knowledge of best practice from an Irish perspective based on hands-on experience often not available to many programme designers elsewhere⁵⁶. If this amount of expertise were not available the new Treatment Manual would not have had such a distinct 'Irish flavour' based on sound observation of "what works" in an Irish context.

It is crucial to maintain the extant programme expertise and to develop additional expertise, to

- Ensure the smooth and uninterrupted facilitation of programmes,
- Manage, supervise and support facilitators,
- Provide offender selection, testing, monitoring and evaluation,
- Design and update manuals,
- Design and update new programmes for different types of sex offenders (e.g., those with learning disabilities, etc.),
- Guide programmes through the accreditation process.

⁵⁵ This strategy is employed for Prison Officer Facilitators in the UK.

⁵⁶ It should be noted that Dr. Pamela Yates of the Correctional Service Canada and Mr. Robert J. McGrath, Clinical Director, Vermont Treatment Program for Sexual Aggressors, Vermont Department of Corrections, respectively have been and are practising sex offender programme therapists/facilitators.

Core Recommendation

An Offending Behaviour Programme Unit, similar to those in existence in Canada, the UK and Vermont should be established as an absolute priority. This unit should be provided with a realistic budget, suitably qualified staff, including support staff and clear mandates for providing all aspects of programme design, delivery, staff training, supervising, monitoring, evaluation and accreditation throughout the Irish Prison Service. The Unit should be provided with adequate physical amenities to enable it to fulfil its mandate. The mandate should initially be for programmes for sex offenders but, in time, its remit could be broadened to encompass programmes for all offenders.

Again, this recommendation is not new. A similar recommendation appears in Department of Justice (1993) concerning the necessity of evaluation of programme integrity, clinical impact and impact on reoffending.

During the course of the interviews, respondents reported difficulties with acquiring facilities and equipment for programmes in the prison.

Recommendation

All prisons providing sex offender programmes should be supplied with an appropriate budget to enable suitable premises to be provided and equipment to be purchased to enable the smooth running of programmes. There should be a firm commitment from Prison Management for the upkeep and maintenance of the premises.

6.3.3 The Criminal Justice System

Best practice in other jurisdictions demonstrates that releasing sex offenders on the last day of their sentence without adequate supports will lead to recidivism. This is a particularly serious issue when sex offenders are released without treatment while in prison and without support in the community. In other jurisdictions particularly in Canada and Vermont, the sex offender is released on parole with special and specific parole conditions which must be complied with. If any major parole violations occur, the offender is returned to prison. Research in both jurisdictions shows that this approach is effective in reducing recidivism. As mentioned earlier, comments from criminal justice experts in both Canada and Vermont about the Irish practice in releasing treated and non-treated sex offenders on the last day of their sentence without parole were scathing in their remarks about the utility of this approach.



Recommendation

Encourage the judiciary, when sentencing sex offenders, to recommend sentence management plans which make participation in a sex offender programme mandatory. If the sex offender agrees to participate in a sentence management plan, the judge could make recommendations for his release on parole after a certain length of time. If the offender refuses to comply with his sentence management plan he will serve his entire sentence to the last day.

At present there is no overall criminal justice database on which offenders can be tracked through the system. This makes it difficult for the different agencies within the system to gain information that would help them monitor, treat or track offenders, particularly sex offenders.

Recommendation

Encourage the development of a criminal justice database with information about offenders which can be used by the various agencies involved in the operation of the criminal justice system in this jurisdiction.

Currently the Parole Board is advisory and can only make recommendations on sentences which are longer than eight years. The sentences of many sex offenders fall short of this length.

Recommendation

Because of the serious nature of sex offending, the Parole Board should be required to include the release on parole of all treated sex offenders in its mandate.

If the community is to accept the release of treated and well-monitored sex offenders on parole, work needs to be done with the media and other sources of public information to prepare the public to accept the treated sex offender back into the community.

Recommendation

Government information agencies should work with the media to prepare the public for the controlled release on parole of treated sex offenders. The types of information that should be included are the results of the "what works" research in other jurisdictions.



On release, many sex offenders have nowhere to go to find accommodation, get a job, etc. In other jurisdictions, notably Canada and Vermont, there are temporary housing provisions and assistance for offenders on parole to find employment. Although currently there are half-way houses for released offenders under construction in Ireland, it is reported that sex offenders would not be welcome, or safe in them.

Recommendation

Establish a network of half-way houses or monitored apartments for paroled sex offenders where they can reside safely until they have made their own accommodation arrangements.

Establish a network of job-centres or volunteers who will assist a paroled sex offenders to seek employment.

The Probation and Welfare Service is currently responsible for offenders on probation and parole. If sex offenders were to be released with strict parole provisions, there would be manpower implications for this agency. Additionally decisions would have to be made about what agency would be responsible for providing community-based sex offender programmes for paroled sex offenders.

Recommendation

Encourage the development of the Probation and Welfare Service to be able to provide the necessary parole supervision for sex offenders. Additionally, as Probation and Welfare Officers are already involved in delivering the sex offender programme in the two prisons where programmes are available, encourage their co-operation with the recommended Offending Behaviour Programme Unit in developing community-based programmes. The Department of Justice, Equality and Law Reform should encourage this initiative by providing adequate budgets to enable this initiative.

Because sex offenders will need considerable parole supervision, new methods of monitoring their parole compliance will need to be developed.

Recommendation

Encourage the establishment of a multi-disciplinary team representing community-based organisations (e.g., the Garda, The Probation and Welfare Service, Community Groups) to develop methods of monitoring paroled sex offenders for parole compliance.



Research has shown that if sex offending by juveniles is treated early then the behaviour can be extinguished before it becomes chronic.

Recommendation

Encourage the development of community-based juvenile sex offender programmes in all Health Board Areas of the country.

6.4 Conclusions

As Irish expertise develops in managing sex offenders in prison and in the community it is hoped that our potential to become world leaders in the humane treatment of offenders will emerge again⁵⁷.



⁵⁷ For more information about Ireland leading and still influencing the world in the treatment of offenders see Hinde (1977)

Five Year Plan

Year	Management of Sex Offenders	Management of Sex Offender Programme	The Criminal Justice System
One	<p>Decide whether sex offenders' incarceration should be segregated or integrated with the general body of offenders.</p> <p>Decide who is responsible for general staff training in the management of sex offenders.</p> <p>Provide general and specific staff training on sex offender management on a regular and ongoing basis.</p> <p>Provide a sex offender information library for all staff with a budget for a part-time librarian and funds for purchasing books and scholarly journals.</p> <p>Develop protocols for evaluating the effectiveness of staff training and library usefulness.</p> <p>Develop an in-house magazine within the Irish Prison Service.</p>	<p>Decide the protocol under which Prison Officers are selected, trained to become Sex Offender Programme Facilitators.</p> <p>Identify training requirements.</p> <p>Decide amount of training budget.</p> <p>Design training syllabus including level of and length of training, course content, location, etc.</p> <p>Select, and train Prison Officer Facilitators.</p> <p>Decide the protocols required for the establishment of an Offending Behaviour Programmes Unit. Matters which require decisions include budget, material resources (e.g., office space, furniture, computers, telephones, etc.), staffing and secretarial support.</p>	<p>Encourage the development of release on parole for treated sex offenders whose risk of re-offending has been reduced by their adherence to their sentence management plans.</p> <p>Encourage the development of a criminal justice database for use in the entire criminal justice system.</p> <p>Work with the media and local communities to develop acceptable protocols for the release of paroled sex offenders.</p> <p>Encourage decisions about what agency will be responsible for paroled sex offenders. Provide adequate budget and facilities for its development.</p> <p>Encourage the development of community-based juvenile sex offender programmes.</p>





Year	Management of Sex Offenders	Management of Sex Offender Programme	The Criminal Justice System
Two	<p>Arrange protocols for developing sentence management plans with every sex offender. This should include decisions about:</p> <p>Who will be responsible for this development, including:</p> <p>How the sentence management plan will be developed (i.e., what tests/ evaluations of offender's need will be included);</p> <p>How the sentence management will be implemented, including what needs should be addressed first;</p> <p>How sentence management will be monitored throughout the offenders' sentence.</p>	<p>Establish an Offending Behaviour Programmes Unit with a budget and clear mandates for:</p> <p>Design of Manuals</p> <p>Programme Design</p> <p>Programme Accreditation</p> <p>Continuous and ongoing programme monitoring and evaluation</p> <p>Identifying and updating facilitator training protocols</p> <p>Providing facilitator supervision and support</p> <p>Offender testing, monitoring and evaluation</p> <p>Provide adequate physical amenities for the Sex Offender Programme within the prisons with an appropriate budget, equipment and commitment from Prison Management for its upkeep and maintenance.</p>	<p>Develop methods of monitoring and ensuring that sex offenders comply with their parole conditions.</p> <p>Develop half-way houses where paroled sex offenders can live while finding employment and their own accommodation.</p> <p>Develop community sex offender programmes which are mandatory for paroled sex offenders.</p> <p>Develop methods for monitoring and evaluating the operation of the parole system for sex offenders.</p>

Year	Management of Sex Offenders	Management of Sex Offender Programme	The Criminal Justice System
Three	Develop a sentence management plan with every sex offender.	After the accreditation of the Sex Offender Programme, develop new programmes to meet identified criminogenic needs of offenders (from their sentence management plans.)	Implement the release of the first parolees. Stringently monitor and evaluate their performance.
Four	Review the operation of general staff training. Review the overall operation of the sentence management plans for sex offenders. Develop a Journal of current research and evaluation within the Criminal Justice System.	Gain accreditation for other programmes which have been developed to address other criminogenic needs.	Seek accreditation for the community sex offender programme. Develop a Journal of current research and evaluation within the Irish criminal justice system and to disseminate information to criminal justice experts worldwide.
Five	Redesign general staff training in the light of findings over the last four years.	Redesign Sex Offender Programme in the light of results of evaluations over the last four years and the results of research and best practice in other jurisdictions.	Review the operation of the parole system for sex offenders. Initial recidivism data should be available at this stage for analysis which, with research and best practice from other jurisdictions will assist the identification of areas which may need greater input or change.



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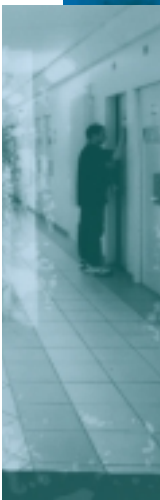
APPENDICES





APPENDIX A

Description of the Emic Technique





A DESCRIPTION OF THE EMIC TECHNIQUE

'Emic' and its opposite 'Etic' both come from the field of linguistics. Emic is a foreshortened version of the grammatical term phonemic, signifying meaning, as opposed to Etic, from phonetic, denoting structure.

The Emic Technique is a research method developed by anthropologists and used more recently by phenomenological sociologists and ethno-psychologists (Gregersen, 1977; Pike, 1954). Researchers using the Emic technique attempt to shed personal biases and those derived from their culture to view the world through the eyes of the group or individual being interviewed. The philosophy behind this technique is that the description of the form and meaning of a culture or subculture will necessarily differ from the description and interpretation of that culture by outside observers whose own culture or subculture has imparted a different set of values. Other forms of research (e.g., those using questionnaires and structured interviews), may depict a subculture quite differently from the way its members view it, possibly placing great importance on items that the members would normally ignore, while overlooking items that the members would never omit (Clifton, 1968). In other words, the Emic interview does not impose categories on the topic under investigation, but allows the cultural system to generate its own. The interviewer at all times tries to be a neutral vehicle for the expression of the system (for fuller descriptions of Emic techniques, see Berlin, 1970; Goodenough, 1970; Hoebel & Frost, 1976; Pike, 1967).

In this type of interview, the researcher asks the respondent to tell him/her about her/his [the respondent's] particular world. In this research the initial request for respondents within the Irish Prison Service was 'Design for me your ideal sex offender programme'. Based on the reply and using only the respondent's words and concepts as keywords for further exploration, the interviewer continues: 'You mentioned [keyword]; can you tell me a little more about that'? The interviewer persists with this technique until all keywords have been investigated. This strategy potentially offers a culturally unbiased worldview of an individual's frame of reference.

In the modified version of this technique the researcher uses a series of carefully selected prompts in order to keep the narrative focused on the topic being researched. For example, in this study the Research Consultant used the following prompt:

What would you put in place to make the sex offender programme different and better?

This prompt generated a rich and nuanced picture of the aspirations of respondents in this study which may not have been accessed by the more traditional research methods.



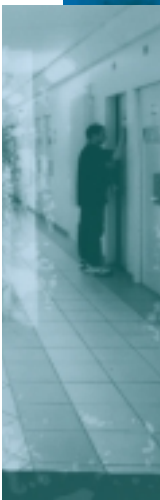
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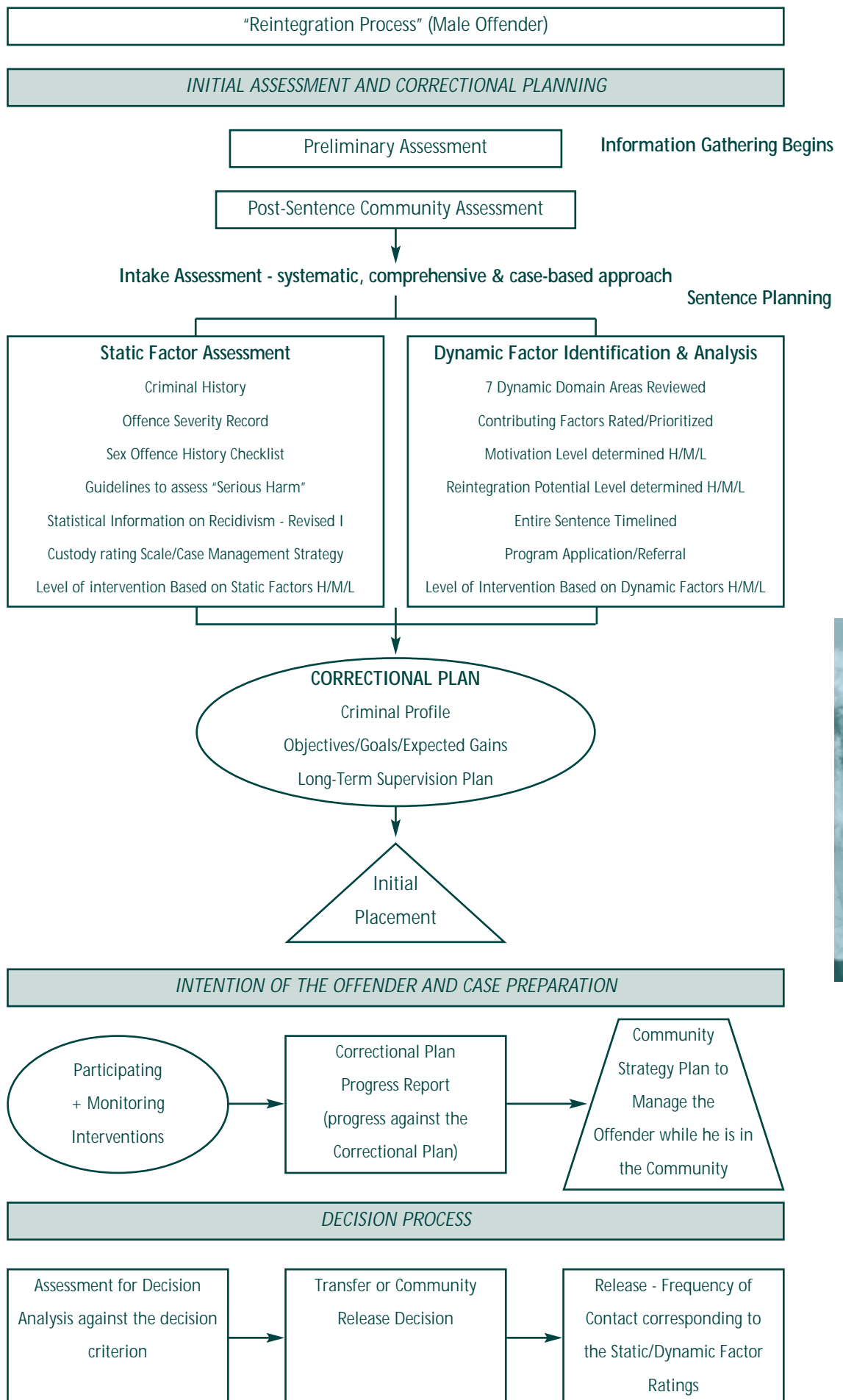


APPENDIX B

The Canadian Process of Assessment and Sentence Planning









APPENDIX C

A List of the Psychometric Tests Used with Sex Offenders In the Regional Treatment Centre, Kingston, Ontario





REGIONAL TREATMENT CENTRE KINGSTON, ONTARIO SEX OFFENDER PROGRAM

Core Tests

Criminal Sentiments Scale

Balanced Inventory

Cognitive Distortions Child Molester Scale

Miller Intimacy Scale

Buss Durkee Hostility Inventory

Cognitive Distortions Rapist Scale

(R.S.Q)

Empathy Questionnaire (adult version)

U.C.L.A. Loneliness Scale

Drug Abuse Screening Test

Empathy Questionnaire (child version)

High Risk Situations Test

Michigan Alcohol Screening Test

Relapse Prevention Evaluation Test

Multi-Phasic Sex Inventory

Millon Clinical Multiaxial Inventory (3) (as requested)

Adult Self Expression Scale

Research Questionnaires

I.R.I.

M.P.S.

Toronto Alexithymia Scale

Beck Depression Inventory

Psychological Inventory of Criminal Thinking Styles

Readiness for Treatment Scale

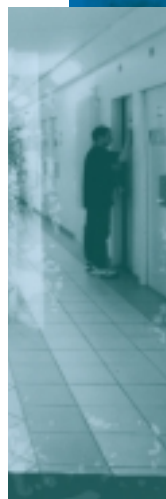
SCCS

* Tests that are in bold print represent the short version of the psychometric battery that is given to clients who have limited reading skills.



APPENDIX D

The Names of the UK Joint Prison and Probation Panel Members
and
The International Expert Panel Members in Canada





The UK Joint Prison/Probation Accreditation Panel

Chair

Sir Duncal Nichol, non-executive director of the Prison Service Board and former Chief Executive of the National Health Service in England.

Appointed Members

Mrs. Hilary Eldridge, Director, Lucy Faithfull Foundation

Dr. Dawn Fisher, Consultant Forensic Clinical Psychologist, Llanarth Court Psychiatric Hospital

Prof. Don Grubin, Professor of Forensic Psychiatry, University of Newcastle upon Tyne/Newcastle City Health Trust

Dr. Moira Hamlin, formerly Head of Psychology Services, United Bristol NHS Trust

Dr. Doug Lipton, Retired Senior Research Fellow, National Development and Research Institutes Inc., New York

Prof. Mike Maguire, Professor of Criminology & Criminal Justice, Cardiff University

Dr. Janice Marques, Chief of Programme Development & Evaluation, California Dept. of Mental Health

Dr. William Murphy, Professor of Psychiatry, University of Tennessee

Dr. Frank Porporino, Senior Partner, T3 Associates Training & Consulting, Ottawa, Ontario

Prof. Peter Raynor, Professor of Applied Social Studies, University of Wales, Swansea

Mr. Simon Shepherd, Forensic psychologist and Chief Executive of the European Association for the Treatment of Addiction

Nominated Members

Mr. Danny Clark (HM Prison Service - Research Manager)

Mr. Chris Lewis (Home Office - Head of Offenders and Corrections Unit Research, Development and Statistics Directorate)

Mr. David Perry (Home Office - Probation Unit)

Ms. Lorraine Rogerson (Home Office - Probation Unit)

Sir Graham Smith (HM Chief Inspector of Probation)

Dr. David Thornton (HM Prison Service - Head of Offending Behaviour Programmes Unit, Directorate of Regimes)

Mr. Andrew Underdown (Asst. Chief Probation Officer, Gtr Manchester Probation Service - representing the Association of Chief Officers of Probation)

Secretariat

Mr. Gabriel Denvir (HM Prison Service)

Mr. Mark Slater (Home Office - Probation Unit)



Members of the International Expert Panel Canada

Ed Wozniak, Scottish Prison Service

Gerry Gaes, Federal Bureau of Prisons, USA

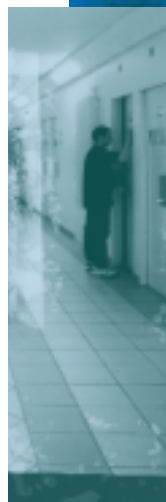
Dr. Beth Grothe Nielsen, Professor of Criminology, Denmark

Dr. Edward Zamble, Professor of Psychology, Queen's University, Consultant Aboriginal Treatment Programs, Alberta

Larry Solomon, National Institute of Corrections, USA

Danny Clark, HM Prison Service, UK.







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