

Let's Talk

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Beyond Prisons



Correctional Service
Canada

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Canada

Canada

Let's Talk

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Commissioner's Editorial

Every Day Counts in Our Profession



This editorial is about reintegration and the emphasis we place on safe, timely return of incarcerated offenders to the community as law-abiding citizens.

An analysis of our incarcerated population and the offenders in the community leads us to believe that about half of our offenders should be in an institution and the other half should be managed in the community. At this point, about two-thirds are incarcerated and only one third is under supervision in the community.

There are several reasons to move towards a more balanced distribution between institutions and the community. One is, that the law calls on us to use the least restrictive course of action compatible with public safety. Another reason is that the Auditor General has helped us identify better ways and more systematic ways for us to plan and implement correctional measures for each individual inmate. Thirdly, the Solicitor General has asked me to find a more balanced distribution of the offender population. There are several more reasons, but this is not the place to go into too many details.

The strategy we will follow is to pay attention to every day of the sentence, to cut out wasted or inactive time, and to focus on what we can do to get the inmate (not just his or her case!) ready for a safe return to the community. Once in the community we will do what we can to limit the need for us to return the offender to

custody – especially for technical violations of his or her conditional release. We will **not** ask the National Parole Board to change its policies but we will ask them to help us better meet their requirements on the eligibility dates set out in the *Corrections and Conditional Release Act*.

To reach a 50/50 split by year 2000 will be a professional challenge – but not at all unattainable; a constant focus on **safe, timely** reintegration is required. Every step counts, every day is important.

A handwritten signature in black ink, appearing to read 'Ole Ingstrup', written in a cursive style.

Ole Ingstrup
Commissioner
Correctional Service Canada

News & Notes

- CSC's website is worth a visit. Have a look for yourself at <http://www.csc-scc.gc.ca>.
- Your feedback is important to us! Please send your comments to:
Correctional Service Canada, 340 Laurier Avenue West, Ottawa, Ontario, K1A 0P9

Canada Hosts International “Beyond Prisons” Symposium

by Ms. Louisa Coates,
Communications Sector

In March of this year, Commissioner Ole Ingstrup and the Correctional Service of Canada (CSC), in collaboration with the Canadian International Development Agency (CIDA) and Queen's University, hosted the world at a first-of-its-kind international symposium called “Beyond Prisons” in Kingston, Ontario. Eighty delegates from 35 countries around the world attended the symposium.

The goal of the four-day conference was to address the issue of the global increase in incarceration and discuss alternatives to prison that can lower prison rates and create safer communities.

Two international conferences on rising offender populations have been held this decade, one in Norway and the other in Finland. But the unique aspect of the 1998 Canadian symposium was the decision to highlight the alternatives to incarceration currently being developed around the world. Hence the title, “Beyond Prisons”.

The symposium was organized by CSC's Director of International Affairs, Mr. Peter Cummings, who arranged the program and speakers, with the support of Director General Karen Wiseman and an able team of professionals.

“It was a real success,” declared Ms. Wiseman. “I believe alternatives will be more fully developed as a result of this meeting. The resolution that was passed at the end of the conference is an endorsement of our efforts.” On the last day, a spontaneous and wide-



Symposium organizing committee members

*Back row, from left: Ms. Olivia Nixon, Ms. Carole Binette, Ms. Catherine Cox, Ms. Francine Deschamps, Ms. Carolle Lavallée, Mr. Ron Fairley, Ms. Rita Rouleau, Ms. Bonnie Machabee
Front row: Mr. Moe Royer, Ms. Karen Wiseman, Mr. Peter Cummings*

ly-supported resolution was passed to maintain links made at the symposium through the creation of an “International Association for Correctional Progress”. “This association will make a difference to correctional systems in the future,” said Ms. Wiseman.

The symposium followed a tightly-organized schedule of talks and discussions. Guests arrived at Kingston's Donald Gordon Centre on Sunday, March 15 where they were greeted with welcoming remarks by Commissioner Ingstrup. Monday began the three intense days of discussions; on Tuesday evening, Solicitor General Andy Scott addressed the group with an eloquent and forceful speech dealing with effective corrections and how offenders can be

often better managed by the community. A formal banquet was held Tuesday evening, and on Wednesday the conference findings were summarized in a wrap-up speech by Mr. Ingstrup. A tour of the federal facilities in Kingston was offered to guests on Thursday.

KEYNOTE ADDRESS

Commissioner Ingstrup opened the symposium with a keynote address delivered with his usual blend of warm humour and perceptive insight.

“We are here to learn about the excessive use of incarceration and to explore responses that may be available to us. We are here to look at how to build safer communities and to develop new approaches together. We

are here to move beyond prisons,” he told the group.

His two major themes – that sharing information is vital to helping each other face common challenges, and that governments need to address the issue of rising incarceration through a variety of alternatives to prison – were the *raison d'être* of the conference.

Caring for Each Other

Mr. Ingstrup told delegates that in the spirit of caring and sharing, much can be done. “We share a noble mission, we experience many of the same influences and problems and we share some of the basic ideas in the area of solutions. We can learn from each other and help one another,” he told the group. He referred to the correctional systems of yesteryear, describing officials who worked behind stone walls and kept to themselves. Globalization has created a criminal justice *neighbourhood* and it is now up to us to create a criminal justice *brotherhood* to serve and protect citizens, he said.

Mr. Ingstrup encouraged delegates to maintain and nurture their professional friendships. He said his ancestors wrote poetry about the need to walk the path of friendship regularly, in order to keep the weeds – our differences – from growing high and separating us.

In Canada, we've seen a 13 percent decrease in crime between 1991 and 1996 and at the same time a 21 percent increase in the federal prison population.

“Let us make sure we bear this professional community in mind when we work back at home, dealing with our particular difficulties. Let us make sure that we can help each other when the inevitable setbacks and backlashes occur, and when others argue for more and more incarceration, and less and less programs.”

Rising Incarceration

The Commissioner described the harsh reality in the world of corrections today: the number of people in prison and incarceration rates around the world are rising, even where the crime rate is stable or decreasing. “In Canada, we’ve seen a 13 percent decrease in crime between 1991 and 1996 and at the same time a 21 percent increase in the federal prison population.” He said there is no proven link between incarceration and a safe society, since evidence shows prison has little impact on crime. Lengthy incarceration is no more of a deterrent than a shorter sentence.

Mr. Ingstrup outlined the challenges facing those working in the field of corrections. He said the public’s perception of crime influences political leaders and legislation. But when the public reacts to news of a crime, is it saying it wants longer prison sentences or asking for safer communities? he asked. Probably the latter. The challenge, then, is to convince the public that long and harsh sentences don’t make safer communities.



CSC's Senior Deputy Commissioner Lucie McClung and Commissioner Ole Ingstrup



From left to right: Mr. Paul Henderson, United Kingdom; Ms. Sally Hillsman, United States; Ms. Josine Junger-Tas, the Netherlands; and Mr. Ralph Perry, United Kingdom

The Commissioner also said that while many correctional workers, including symposium participants, share a common mission – to make society safe – interpretations on how to get there may vary, from privatizing prisons to employing boot camps, capital punishment, restorative justice or offender programming.

Mr. Ingstrup said using scarce resources to incarcerate people takes away from efforts that can make a difference, such as offender programs and building support in the community. “We will feel a lot better about ourselves if we act on what we know: that we need to work at lowering the incarceration rate and focus on our common problems and solutions,” he said.

He told participants about this fall’s international conference on Aboriginal approaches to corrections. He said he wanted the symposium to have a positive effect on delegates’ correctional systems at home. “The need is urgent and the time is right,” he said.

CONFERENCE THEMES

Over 30 papers based on two themes were delivered – that incarceration is not the solution to crime and that a variety of alternatives exist at all stages of the correctional continuum. Symposium presenters were from eclectic backgrounds including the law, academia, parole, social work and government. “It was a chance for a whole range of professionals to meet and talk about alternatives to incarceration,” said Mr. Cummings.

The symposium was divided into six subject areas: prison populations, the pre-adjudication or pre-court phase, the adjudication phase, corrections and conditional release, what works and what doesn’t in reducing inmate numbers, and what have we learned and where we go from here.



Commissioner Ole Ingstrup signs Memorandum of Understanding with Mr. Richard Tilt of the United Kingdom, above, and with Mr. Vytautas Pakalniskis of Lithuania, below.



Symposium delegates Mr. Mohamed Zeid and Ms. Loreta Toraborelli, both from Italy

When a society's anxiety level goes down, so does the incarceration rate.

The Extent and Causes of Prison Population Growth

In his presentation, Mr. Roy Walmsley of the United Kingdom's Home Office Research and Statistics Directorate said that in most western countries, as well as most parts of Asia and the Pacific area – with the exception of Japan – the number of people imprisoned for non-violent offences continues to rise. The United States (U.S.) has seen its prison population double in the past 25 years, mostly due to drug charges.

Mr. Walmsley said incarceration is likely higher because increasing crime rates create national anxiety and result in early detention and longer sentences; longer sentences increase the number of inmates (in England, lengthening the average sentence from 21 to 23 months added 4,000 people to the prison population); the media seek out sensational crime stories to sell and are not interested in “good news” about corrections; and legislative changes often reflect public reaction to particular, but rare, crimes. When a society's anxiety level goes down, so does the incarceration rate, he said.

Ms. Julita Lemgruber, Technical Assistant to the Secretary of Justice, said that Latin America is the most violent society in the world. In Brazil, urban poverty has increased petty crime which is dealt with through incarceration. In Rio de Janeiro, a woman stole two boxes of diapers and was imprisoned for two years, at a cost to the taxpayer of US\$120,000.

Mr. John Gorczyk, Commissioner of the Vermont Department of Corrections, said research shows incarceration works only with very violent and high risk offenders while other inmates do worse after being incarcerated. He said in Vermont, police and protection resources far outnumber prevention and treatment.

Mr. Justice E.O. O'Kubasu of the High Court of Kenya said his country's 28,000 offenders dwell in prison space designed for 10,000 and that historically, the concept of imprisonment as a penal measure did not exist in African traditional society.

In Australia, the rising incarceration rate can be attributed to the reduced use of pardons for good behaviour and mandatory minimum sentencing, while in Canada, longer sentences and less use of conditional release have caused an increase.

The Pre-adjudication Phase

A variety of creative alternatives to sentencing were described by presenters.

Mr. Ralph Perry of the Thames Valley Police in England, described his forces' youth project which addresses the causes of youth crime. Working with young offenders on their first offence, police “caution” the offender, using the restorative justice model. Youth are usually remorseful and victims more forgiving using this police-run, conference-based system.

Judge Fred McElrea described the New Zealand model of Family Group Conferencing whose community-based programming has decreased youth offenders by 40 percent.

Mr. Alan Leschied of the London Family Group Court Clinic said that in Ontario, the number of young offenders has doubled – despite a drop in the crime rate over the past five years – and that 80 percent of resources are going to incarceration or poorly-evaluated programs. He said pre-school interventions, such as those offered by his children's mental health centre, can save \$16,000 per child because they lower the number of youth offenders and the services they will need.

Mr. Phil Murray told symposium attendees the Royal Canadian Mounted Police (R.C.M.P.) is now recognising the wisdom of the Native traditional justice system and uses justice community forums to resolve many disputes. Since 1996, some 65 Native and non-Native people have



*Ms. Lenka Ourednickova,
Czech Republic and
Mr. Oto Lobodas,
Slovak Republic*



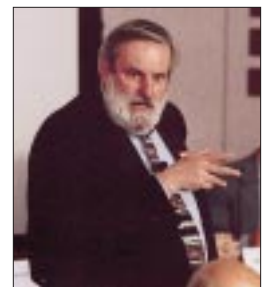
*Mr. Fred McElrea,
New Zealand*



*Mr. Linton Smith,
Canada*



*Mr. Michael Sibbett,
United States*



*Mr. Don Andrews,
Canada*

been spared from court proceedings using the forums.

The Adjudication Phase

Mr. Mark Mauer, Assistant Director, Sentencing Project in the U.S., said sentencing reform is highly difficult in the U.S. because the focus is on punishment versus rehabilitation. He said there are six times the number of offenders in the U.S. today as there were 25 years ago, due mostly to the war on drugs. While politicians say “get tough” and offer few options other than prison to judges, community workers say “try alternatives”.

Justice Paddington Garwe of the High Court of Zimbabwe said the community service orders used in his country are a good move in developing nations because they are a low-cost alternative to probation and follow a tradition of letting the community resolve disputes.

Judge Linton Smith of Saskatchewan described Native-based sentencing circles and calculated how many less people would go to prison if communities could use this face-to-face system of resolution.

Corrections and Conditional Release

Mr. Willie Gibbs, Chair of Canada’s National Parole Board, told delegates that conditional release or “Ticket of

Leave” began in 1898, and today there are 13,000 offenders on provincial and federal parole in Canada. He said prisons are needed, the way hospitals are, and prefers to call them “correctional institutions” which stresses rehabilitation instead of punishment.

Mr. Friedrich Losel of the University of Erlangen in Germany told the group his research shows that programming helps offenders but must be appropriate to each particular case and needs to include after-care, in order to work. Mr. Don Andrews of Carleton University in Ottawa said his research has concluded that appropriate programming for an offender will reduce the risk of re-offending and promote successful reintegration.

Mr. Michael Sibbett, Chair of the State of Utah Board of Pardons and Parole, used an analogy from his childhood days on a ranch and said that if you take a mean dog, tie him up and throw him a bone every two days, he will stay a “mean, no account dog”. But if you take that dog and treat him with respect and involve him in his own rehabilitation, he will become a full partner in the process and increasingly able to lead an independent, responsible life.

What Works and What Doesn’t in Reducing Inmate Populations

Mr. Matti Joutsen of the European Institute for Crime Prevention and

Control in Finland said it is vital to muster political will, get public support for alternatives to prison, make these alternatives available to the legal system, provide financial and professional resources and get the support of those working in the field for alternatives to be adopted.

Mr. Tapio Lappi-Seppala of the National Research Institute of Legal Policy in Finland said the Finnish incarceration rate is down – from 120 offenders per 100,000 people to 80 – because a shift in social ideology emphasizes prevention and uses prison only for serious offenders. Alternatives include the use of day fines and conditional sentences.

Where Do We Go From Here?

Mr. Carl Keane of Queen’s University told the group that alternatives can work, but they need political support, which is based on the public, a group not as punitive as one might think. He said the global profile of an offender may be a member of a minority group, an Aboriginal person, a person of low income or one dealing in drugs.

Mr. Keane summarized two symposium themes, that we can improve the correctional system through bail, parole, probation and community service and that a shift in attitude needs to happen that will embrace major changes, such as using sentencing circles instead of adjudication to resolve crime.



Mr. Vitolds Zahars,
Latvia



Mr. Stephen Carter,
United States



Ms. Julita Lemgruber,
Brazil



Mr. Ko Akatsuka,
Japan



Mr. Edward Zamble,
Canada

Mr. Mark Mauer spoke about the media's enormous power and said they should be educated to ask sensitive questions when researching a crime. Where did the offender get the gun? Were drugs involved in this case? What family relationships exist? Answers to these will avoid sensational and damaging reporting.

Conclusion

International Affairs Director Mr. Peter Cummings said the symposium was a step towards promoting reform and reducing prison population. "We found ways to reduce the cost of incarceration and the conference helped promote CSC's mission and philosophy throughout the world," he said.

Correctional professionals from the four corners of the globe seem keen to

make use of a variety of alternatives to incarcerating offenders. Japan's use of diversion for juvenile cases and suspended sentences for adults, Finland's redefinition of laws regarding theft and drunken driving, the emphasis on mediation in Belgium, the use of fines into the American sentencing system, programming and probation to rehabilitate offenders in New Zealand, Canada's use of offender programs all point to the future direction correctional systems are taking.

Delegates agreed they face the challenge of convincing their governments and the public that alternatives to incarceration make economic sense and do more to support community safety than does incarceration.

In his final speech, Commissioner Ingstrup told his colleagues that we are

in the midst of a changing correctional world and that dialogue is needed.

"I was struck by the fact that we all share the same five or so issues. We must find ways to work together more efficiently and to continue to be culturally sensitive to other systems," he said. He quoted Robert Service, the famous Canadian poet, who wrote:

*Thank God there is a Land of Beyond
For us who are true to the trail
A vision to seek, a beckoning peak
A fairness that never will fail.*

"Let us make our land of beyond be our 'Land of Beyond Prisons' ", he told symposium delegates.

What Delegates Said About the "Beyond Prisons" Symposium

Ms. Loraine Berzins, Canada – I think the issues were discussed very honestly. It's easy to fall back into old traps and it's important we get victims and community members to participate in the process and see for themselves what needs to be addressed.

Mr. Ko Akatsuka, Japan – We have a low incarceration rate but it is all relative because the Japanese public thinks it is high. The conference gave me a wider perspective from which to understand my own country.

Ms. Josine Junger-Tas, the Netherlands – This has been a meeting of people who want similar things. Many are fighting for change and it's supportive to meet with your peers when you are doing this.

Mr. Sanidié Touré, Mali – This has been a well-organized event. Africa has 50 countries and we have to help them technically and in other ways, to find alternatives to incarceration.

Mr. Willie Gibbs, National Parole Board, Canada – There is a common realization, with few exceptions, that over-incarceration is a problem, not only here in Canada. This was an excellent conference.

Mr. Zong-Xian Wu, China – I got many materials and have learned much about other countries, especially regarding reducing the population of prisoners.

Ms. Lenka Ourednickova, Czechoslovakia – The most important thing is not only the information but the "feeling" here, that we are together finding solutions.

Mr. Attila Hevenyi, Hungary – I learned that alternative punishments are very useful. We do that but not enough.

Notes of Thanks – Mr. Paolo Canevelli, Italy – We are convinced that the symposium turned out to be a great success. Its importance has been enhanced by the high standards of the topics selected which reflect many of our concerns.

Mr. Roy Walmsley, England – Thank you very much indeed for inviting me to the excellent symposium in Kingston last week. As you know, it was an enormous success and I do congratulate you on the extensive preparations that you and your staff made.

Mr. David Biles, Australia – Please accept my warmest congratulations on a wonderful conference and also my sincere thanks for arranging for me to be a part of it. The whole event was a great success and a stimulating experience.

A Sharing Between Nations –

The symposium provided an opportunity for Canada to sign historic agreements with two other countries. The Memoranda of Understanding (MOU) signed between Canada and the United Kingdom, and Canada and Lithuania, say the countries will co-operate and work jointly to improve their correctional systems and to promote the sharing of information. Canada has previously signed two other MOU, with the United States and Sweden.

Organizing Team – The enormous job of planning the schedule and contacting international presenters was handled by CSC's Ms. Tanya Gurberg and other key players including Ms. Rita Rouleau, Ms. Catherine Cox and Mr. Moe Royer of National Headquarters, as well as Mr. Ron Fairley of Pittsburgh Institution. A great deal of assistance from outside CSC came from Mr. David Horne, a member of the R.C.M.P. with the Network for Research on Crime and Justice, Mr. David Rushton of CIDA, and Mr. Carl Keane and Mr. Ed Zamble of Queen's University. The smooth functioning and administration of the conference was due to the efforts of Mr. Brian Ham, Ms. Carolle Lavallée, Ms. Francine Deschamps and Ms. Carole Binette.

Solicitor General Andy Scott's Address –

The Honourable Mr. Scott talked about "effective corrections" and stressed community participation in reaching this goal. In March this year, his Ministry launched public consultations on the *Corrections and Conditional Release Act* – the updated legislative framework for federal corrections and conditional release – to get Canadians to tell him what they would like to see done to improve corrections. He told the group that governments spend \$2 billion a year on incarcerating federal and provincial inmates, while community supervision costs a fraction of that price. Mr. Scott stressed that together, governments and communities can create "effective corrections".

Financial Issues – It costs \$50,000 per year to incarcerate a federal inmate in Canada. This compares to \$32,000 for a community correctional centre and \$9,000 to supervise an inmate on parole. In Ontario, where we spend \$11,000 a year per bed per young offender in response to the public's cry to get tough on crime, it will cost us over \$1 million a year for an extra 10 beds. In the U.S., it costs \$50 a day to keep an offender in prison, while probation ranges from \$3 to \$9 a day. The prison population has doubled in the past decade, with a total of \$100 million a day spent on probation, parole and prison services. "The only element that will turn this giant ship around in the U.S. is economics," said Mr. Stephen Carter, of Carter Goble Associates.

CSC's Commissioner's Speeches Are Online

Recent speeches by Commissioner Ole Ingstrup are available on the Internet. Readers wanting to view a speech can visit CSC's website at <http://www.csc-scc.gc.ca>. The latest speeches featured include the Case Management Officers Conference, March 1998; the National Conference on the Management of Infectious Diseases in a Correctional Environment, March 1998; and the Beyond Prisons symposium, March 1998. Speeches are regularly input for our readers.

Planning and Accountability at CSC: An Overview

by Ms. Dena Hendin,
Strategic Planning,
Corporate Development Sector,
NHQ

Why do we need a clear and easily understandable Planning and Accountability Process?

Correctional Service Canada's (CSC) Planning and Accountability Process is a means of ensuring that each and every one of us is focused on, and contributing to, the fulfilment of CSC's mandate and Mission. It is also a means of ensuring that the organization meets its reporting obligations to Parliament and Cabinet, including reports such as the *Report on Plans and Priorities*, the *Business Plan* and the *Performance Report*. It provides a context by which we can be held accountable.

In other words, the Planning and Accountability Process is a way to plan and manage CSC's activities and resources in an effective, efficient and focused manner. It signals CSC's strategic direction and measures our performance.

Is this something new?

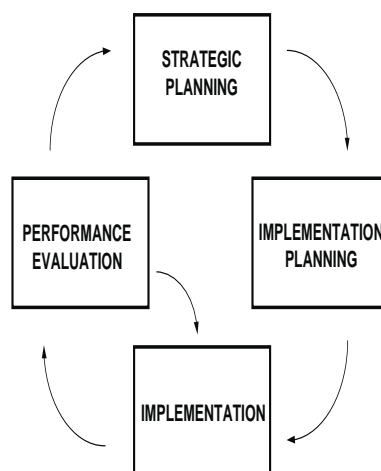
No. We have always had planning and accountability processes. There is, however, growing recognition that: (a) planning and accountability are not separate processes; and (b) that each and every employee in an organization has a role to play in the process and therefore it is critical that everyone has a basic understanding of the process.

What is CSC's Planning and Accountability Process?

CSC's Planning and Accountability Process includes four sets of activities:

- Strategic Planning;
- Implementation Planning;
- Implementation; and
- Performance Evaluation.

This process is continuous and many activities occur simultaneously. The following diagram depicts the relationships between the primary components of this process:



What does all of this mean for each of us?

Regardless of where you work in CSC, you have a role to play in the Planning and Accountability Process.

Strategic Planning: Planners at Regional Headquarters (RHQ) and National Headquarters (NHQ) conduct environmental analysis on an ongoing and continuous basis and collect information from as wide a variety of

sources as possible. If, for example, you read or hear about an interesting article, find a web site that is pertinent or know about a group that is meeting in your community that may be of interest, that information could prove useful. Planners coordinate and analyze the information but to a large extent they rely on others, regardless of where they work or what they do at CSC, to assist them in collecting relevant information. Information should be forwarded to either the Regional Administrator of Planning and Policy at your RHQ (if it is specific to the Region) or to Strategic Planning and Policy Branch at NHQ.

Implementation Planning: Out of the Strategic Planning activities comes a set of priorities established by the Executive Committee. These priorities are reflected in Corporate Objectives, which generally have a one- to three-year time span. Based on those Corporate Objectives, Accountability Contracts and Work Plans are developed. The Work Plans reflect what will be done in each work unit to contribute to each and every Corporate Objective. In some regions or sectors, all members of every work unit assist in the preparation of the Work Plans. If this is not the case where you work, ask for the Work Plan of your unit and familiarize yourself with the commitments that have been made. Ultimately each and every one of us is accountable for the achievement of progress on the priorities that have been set.

Implementation: Implementation of Work Plans could involve anything from increasing daily contact with

offenders to changing processes, policies or tools so that they will better meet the objectives set. Effective implementation has long proven to be one of CSC's biggest challenges; this is true of many organizations. Whether you are directly involved in planning or implementing something new, whether you work in an office, in the institution's dome or in a community-based facility, your commitment to effective implementation of the Work Plans is important.

Performance Evaluation: Progress on the Corporate Objectives is measured on an ongoing basis. Evaluations, audits and investigations all give important information on how we are doing and what we can do to improve. Just as important, however, is each employee's evaluation of how processes, policies or practices are working. We all should periodically

look at our work critically and determine what, if anything, could or should be done in a different way to be more effective or efficient.

By all actively contributing to this process, CSC will be assured:

- informed strategic planning;
- thorough implementation planning;
- effective and efficient implementation of Work Plans; and
- ongoing, meaningful performance evaluation.

How can you get more information?

Strategic Planning and Policy Branch at NHQ, in consultation with other

sectors and the Regions has prepared a document entitled *Planning and Accountability: A Guide for Managers and Employees*. For copies of the Guide, please contact us at (613) 995-4376 or fax us your request at (613) 943-0715.

Policy and Planning contacts:

- Atlantic (506) 851-6305
- Quebec (514) 967-3319
- Ontario (613) 545-8284
- Prairie (306) 975-6991
- Pacific (604) 870-2647

Staff Are Important

*by Ms. Louisa Coates,
Communications Sector*

Mr. Drury Allen, Director of Strategic Planning at CSC says staff may be curious as to why the new publication *Planning and Accountability – A Guide for Managers and Employees* was written at this point in time.

Mr. Allen said that it is critical that CSC effectively report to Parliament. In recent years, CSC realized it wasn't clear on how its different planning and reporting documents related to each other. A team of staff at NHQ wrote the Guide to help CSC employees identify how they could get involved and contribute to the work of

the Service. The Guide was released this spring, which represents the beginning of our corporate focus for the next three years.

"The Guide will give the big picture and show staff how they can get involved in making CSC work effectively," said Mr. Allen. "There is still so much we need to do here at National Headquarters to make our planning relevant to staff. We want employees to know how they can contribute and that their suggestions matter.

"Sometimes we get working in a headquarters kind of world and take for granted that operational staff

understand that they can contribute to the future direction of the Service and its strategic plans. We want staff to know that every day, their work counts, that their efforts are noticed and that they are working as part of the corporate team.

"We've made every effort to make the Guide a document that is useful within CSC and to the various stakeholders, including the general public, with whom we work on a regular basis. This Guide is our effort to demonstrate that we, at CSC, want to be transparent, open and accountable in all that we do."

Correctional Officer Goes to the Hill



Forum for Young Canadians on Parliament Hill, March 1998 (Mr. Don Robinson, top right)

*by Ms. Louisa Coates,
Communications Sector*

What happens when you mix Celtic music, a Correctional Officer and 115 energetic students? You get a unique blend of Gaelic piping, shared information and passionate enthusiasm, all in one short week.

Of course, what led up to the meeting between Correctional Officer Don Robinson and the exuberant high school students didn't happen in a mere seven days, but the results of

that encounter were as magical as its origin.

Mr. Robinson, a Correctional Officer at Atlantic Region's Dorchester Institution, happened to lead a group of students around Parliament Hill after a chance meeting with Forum for Young Canadians' Executive Director Clare Baxter. The two were studying music at the Cape Breton Gaelic College of Performing Arts, Ms. Baxter the fiddle and Mr. Robinson the bagpipes. Always on the lookout for new student leaders, Ms. Baxter noted Mr.

Robinson's gift for putting people at ease and invited him to be a student counsellor – quite an honour, considering 140 people applied for the 36 counsellor positions this year.

This is the first time since it began in 1976 that Forum for Young Canadians – a non-profit organization that hosts high school students around Parliament Hill as they learn about the workings of government – has invited an officer from the Correctional Service of Canada (CSC) to lead the youth on their week-long odyssey through Ottawa.

“Forum” as it is commonly known, brings four groups of up to 145 students, aged 16 to 19, to the capital each spring for intensive seven-day sessions that allow them to meet Members of Parliament, Senators, judges and Cabinet Ministers. The trip exposes the young people to politics and the process of government and allows them the chance to consider a career in public life.

“The experience is so powerful and so rewarding that it changes the lives of many students. Some of them go on to be leaders in their own right,” said Ms. Baxter, who pointed out that an early participant is today Canada’s ambassador to Peru. Another returned to his riding, became its Liberal Youth member and won a scholarship to attend the London School of Economics. Many are recipients of awards and scholarships. “It’s an experience that lasts a lifetime,” declared Ms. Baxter.

“Sending a Correctional Officer to lead the students around Parliament Hill gave the CSC an opportunity to shine and to show Canadians what the federal prison system is all about,” said Mr. Moe Royer, CSC’s coordinator of international visits.

Ms. Holly Flowers, Acting Project Officer in Career Management at CSC, agrees. She was an official volunteer with Forum in 1995 and says students wanted to know all about the world of corrections. “I’d love to do it again,” she said. “The students were fascinated to learn about the CSC and I think some

were keen to pursue a career in the field after some of our discussions.”

Correctional Officer Robinson says it renewed his pride in being a Canadian. “It was such a positive experience.”



Mr. Don Robinson piping in the Speaker's Chair in the House of Commons (small electronic pipes)

Mr. Robinson was encouraged to take part in Forum by Dorchester Warden Gary Mills and Assistant Warden Hal Davidson, as well as Deputy Commissioner Alphonse Cormier, who knew the Correctional Officer’s combination of musical talent, which is often

requested at public functions held by CSC, and people-skills, would make him the perfect envoy.

Mr. Robinson said spending so much time with the students gave him a chance to dispel some myths held about Canada’s prison system. During action-packed days that began at 8 a.m. and ended at 11 p.m. – organizers later said he was the first counsellor who could sleep standing up – students asked him about his correctional work over the past 27 years. A bond of friendship quickly developed, and students nicknamed him “Ossifer Don” as a symbol of their affection.

“I knew Don would fit in and be a good counsellor. I don’t think the CSC could have provided a finer ambassador,” admitted Ms. Baxter.

The Forum session began in earnest on Saturday March 21. Mr. Robinson met the 115 students and eight other counsellors at Ashbury College in Ottawa. Rooms were assigned and Mr. Robinson was paired up with his group of 11 students. It was an emotional first day, with students greeting each other and counsellors and organizers laying down the ground rules for the week together.

Later, students created a mock Parliament, nominated candidates and got names for Prime Minister of their “New World Parliament”. On Sunday, they gave campaign speeches and elected their leaders. Elections Canada staff came on site and provided

everything – from ballots to poll stations – in order to stage an authentic election. The arena was set for the novice politicians to spend a full week learning the ropes on Parliament Hill.

“I was amazed at the support given by federal staff and the freedom we had on Parliament Hill,” said Mr. Robinson. “It was such a positive experience. The politicians have a real affection for these students. Senators, Members and Cabinet Ministers all wanted to talk to them. Their dynamic energy and enthusiasm made them a hit,” he said.

Mr. Robinson said he discovered elected officials are very approachable. “Prime Minister Jean Chrétien stopped to say hello to the group and apologized for not being able to linger and talk,” he exclaimed.

Mr. Robinson and his team of 11 spent the week involved in a host of activities and meeting politicians. At a dinner held in their honour, the room filled with Members of Parliament and other dignitaries including the Honourable Paul Martin, the President of the Canadian Imperial Bank of Commerce and their own elected deputies. Moncton Member of Parliament Claudette Bradshaw – a fan of Celtic music –

greeted Mr. Robinson with a hug and met her youthful constituents.

Students dove into projects, to get a taste of the speed and intensity of life on the Hill. One project involved learning how a bill gets passed into a law. Possible bill topics included capital punishment and the *Young Offenders Act* (YOA). The Chief Legal Advisor to the House of Commons explained the various steps involved to the students.

Mr. Robinson put a human face on the YOA discussions. He told students he believed every offender was an individual, and that one law could not properly deal with each person’s case. “Sometimes circumstances are such that an event happens that is beyond the offender’s control,” he told the group.

“I tried to distinguish between someone who has committed a random act and someone who deliberately plans one,” he said. “I think many students had the television image of what a correctional officer does at work, and found out we are really just the person next door, and that we work as big brothers, confidantes, policemen, counsellors and social workers. I think these kids had a chance to see that,” he said.

“We were very fortunate to have Don,” said Ms. Baxter. “I would like the tradition of having someone from a prison participating in Forum to continue. It speaks very loudly of CSC’s commitment.”

Mr. Robinson delighted listeners when he sat in the Speaker of the House of Commons’ chair and played a tune on his electronic bagpipes. At the closing banquet, he donned his kilt and pipes and played again, to a delighted audience. This summer, he will play at the Summerside Highland Games in Prince Edward Island and at the Royal Canadian Mounted Police’s Musical Ride in Riverview, New Brunswick, to celebrate its 125th anniversary.

Mr. Moe Royer, coordinator of international visits at the CSC, said it was an honour for CSC to participate in Forum for Young Canadians. “To have a correctional officer up on the Hill just shows the love our staff has for others. For Don to have been here means a lot to CSC and it meant a lot to Forum,” he said. “We’ve never done this before and it has been a wonderful opportunity to be able to use the talents of a correctional officer for the good of our young Canadians.”

Volunteers – A Necessity at CSC

This article was prepared by Ms. Helen Friel, Senior Project Officer, Volunteer Program in collaboration with Ms. Louisa Coates, Communications Officer

National Volunteer Week was held April 19 to 29 this year. The

Correctional Service of Canada (CSC) relies strongly on its volunteers to meet with and encourage offenders, in a variety of ways, and thus help promote its Mission: The Correctional Service of Canada, as part of the criminal justice system and respecting the rule of law, contributes to the protec-

tion of society by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control.

A survey done in 1994 shows there are approximately 10,000 people who



Ms. Helen Friel, Senior Project Officer, Volunteer Program

volunteer for the Correctional Service. Many of these volunteers are one-time only, or periodic, and take part in sporting events, choirs, or visiting during the Christmas holiday season. Another 3,000 provide ongoing services, such as tutoring, participation in Alcoholic or Narcotic Anonymous programs or citizens' escort services. Volunteers are a valuable resource, whether they participate in activities on a regular or an infrequent basis.

Volunteers enhance and support the CSC's services and programs, provide positive role modelling for offenders, become informed communicators in the local community, and give objective feedback on the institution or community parole office.

The current focus of the volunteer program is to:

- recruit more volunteers from multicultural backgrounds, to reflect Canada's multicultural profile;

- develop a stronger volunteer presence in parole offices and community corrections; and
- provide leadership in the use and support of CSC volunteers.

Volunteer Coordinators' Meeting

Since National Headquarters' (NHQ) reorganization, the responsibility for the National Volunteer Program was assigned to the Offender Programs and Reintegration Branch. A focus group, consisting of regional representatives of the volunteer coordinators from each institution and parole office, was established and met in Ottawa March 17 to 19.

Attendees at the meeting included Ms. Helen Friel, Volunteer Programs, NHQ and regional representatives including

Mr. John Tonks, Atlantic Regional Chaplain; Mr. Hans Milis, Ferndale Institution; Mr. Alex MacNair, Pittsburgh Institution; Mr. Michel Burrowes, Rockwood Institution; and Ms. Danielle Hamel, Quebec Regional Headquarters. Also present were Ms. Denise LeBlanc and volunteer Ms. Suzanne Cuff, both of NHQ.

The meeting's objectives were to discuss national volunteer issues, renew a communication network for volunteers, review progress at the local, regional and national levels, and develop strategies to deal with volunteer issues.

Ms. Friel said that both Solicitor General Andy Scott and CSC's Commissioner Ole Ingstrup are strongly committed to public participation in the criminal justice system. The support from senior management and CSC's Mission Document are solid proof that CSC wants an effective partnership with the community in the reintegration process.

The Service has formed key partnerships with individuals and organizations from the community over the years. This involvement is often instrumental in offenders' reintegration. These volunteers have mainly helped in institutional settings and are now being included in parole offices and Community Corrections Centres. The expansion into the community underlines CSC's desire to integrate the public into the correctional agenda.

Local and Regional Issues

Regional representatives provided an update on the volunteer activities in their region. A video prepared by



From left to right: Mr. John Tonks, Mr. Michel Lamoureux, Ms. Helen Friel and Mr. Norm Barton

Mr. Alex MacNair that describes the volunteer program at Pittsburgh Institution and provides insight from staff on the volunteer program was also shown.

National Issues

Regional representatives agreed that standardized and effective training is an essential element of the volunteer program.

Participants reviewed the National Volunteer Training Manual. This manual, produced at NHQ, is based on the Grand Valley Institution Volunteer Training Manual, the Correctional Training Program and the Career Management Program. The objective of the training is to provide volunteers with knowledge of the Service and a description of the expectations, roles, responsibilities and rights of volunteers, and the training required to deal with offenders.

The training allows for site specific information, including a tour of the facility and dealing with emergency situations.

The manual will be distributed in the regions and to other key players for consultations. "Train the trainer" sessions will be undertaken in each region so that a core of persons can deliver the program to volunteers. Training will also be applicable to Citizens' Advisory Committee members and to faith-based groups.

Ms. Sandy Mather, Health Care Services, detailed the information to be given to volunteers regarding infectious diseases. Ms. Mather said CSC welcomes volunteers who can provide support and assistance to physically or mentally disabled offenders, both in institutions or the community. Mr. Steven Francis of CSC's Aboriginal Issues, said Aboriginal people find volunteering difficult due to a lack of funds for transportation and other

cares. In other cases, offenders are unable to make traditional offerings of cloth or tobacco to an Elder who provides spiritual or ceremonial support. Mr. Francis suggested the institution contribute to the recognition of the Elder's service. The Federation of Saskatchewan Indian Nations wishes to become more involved in helping offenders from the Aboriginal communities, he said.

Mr. Norm Barton of CSC's Chaplaincy program met with volunteers across Canada. He said volunteers consistently asked him for more training and that the National Volunteer Training Manual was a positive tool because it reflected many of the operational factors, such as links to the *Corrections and Conditional Release Act*, not normally covered in volunteer training.

Examples of Offender and Regular Citizen Volunteers at CSC

Collins Bay Institution inmates host an annual "Exceptional People's Olympiad" every summer. Its goal is to alleviate the plight of the disabled by sharing an experience with offenders. As well as the many athletes and inmates involved, approximately 60 chaperones and dozens of community volunteers help out each year. This Olympiad "team" works together to create a memorable and enjoyable event for the athletes. All those involved are left with lasting memories and with new respect for each other.

Ferndale Institution has joined with the Mission Literacy Association and other partners to form a program called "Partners in Learning". The program was initiated by an offender, sentenced to life and now on parole, who continues to be a major contributor to the program. It gives lifers on parole the chance to help adolescents who have problems at school and in their personal life. The program has evolved to one where offenders, working with teachers, provide tutoring to students who are in an at-risk situation, due to school or personal problems. All offenders who participate in the program are under the supervision of trained citizen escorts.

Pittsburgh Institution has an extremely busy Community Service

Program which sends inmate volunteers to work on community projects. This spring, 30 offenders are helping clean up the Kingston and Gananoque areas after January's ice storm. The facility's visiting volunteers carry out a range of activities such as giving presentations to lifers groups and escorting offenders to various work sites. There are 100 active volunteers with another 100 participating on a periodic basis. Volunteer hours at Pittsburgh Institution amount to over 600 hours a week, an astounding number and even more impressive if a dollar figure was attached.

Community Chaplaincy volunteers accompany offenders following their release from prison. These volunteers are often willing to invest many hours in "walking with" the offender until he is able to live and work on his own. Many of the volunteers have expertise and a network of persons who can help offenders in areas of housing, health care and financial management. Volunteers from the Sisters of St. Martha of Charlottetown, Prince Edward Island, run Springhouse, a home that offers accommodation to the families of offenders by providing affordable overnight lodging and meals.

CSC's co-sponsorship and participation in an international conference on volunteers in October 1998 was discussed. The conference entitled "Communities, Cooperation and Change" marks the first time in its 26-year history that the International Association of Justice Volunteerism will hold its conference in Canada. The workshops will provide an opportunity for CSC to showcase its volunteer initiatives to Canadians and Americans involved in volunteer programs in their criminal justice system.

Mr. Arden Thurber, Director General, Offender Reintegration, confirmed that Solicitor General Andy Scott is very supportive of public participation and volunteer involvement, as is CSC's Commissioner. He said that building public confidence in CSC is a high priority and volunteerism is one way of doing this.

Mr. Michel Lamoureux, National Coordinator, Millennium Initiative, addressed the group on the importance of recognizing volunteer contributions and discussed proposals for ways of commemorating volunteer action in the Service.

The meeting ended with a plan to continue building on a volunteer communication network. Bimonthly conference calls will ensure information, issues and solutions are shared. The Focus Group will meet in October, in Ottawa, following the International Association of Justice Volunteerism conference.

Ms. Friel concluded the meeting with a passage she delivered at the Canadian Criminal Justice Association Conference: "We, as a Service, must act jointly with our volunteers to demonstrate to the public that in partnership, we can show the leadership and social responsibility necessary to create positive change in our communities."

You Can Get There From Here!

Since the Executive Committee (EXCOM) decided to increase the minimum educational requirements for Parole Officers (formerly Case Management Officers) and other career-managed positions along the Parole Officer career path, a number of employees have expressed frustration with seemingly having their career path cut off.

In eliminating the Public Service Commission University Equivalency Test (PSC 310) as an acceptable alternative, EXCOM re-affirmed that the minimum educational standard would be a university degree in Social Sciences or a related field. The two criteria that were considered as relevant in determining which degree programs would be accepted for the purposes of the new educational standard are:

- i) Focus on acquiring an understanding of human behaviour; and
- ii) Developing analytic abilities as related to human behaviour assessment.

Based on these criteria, the following degree programs were identified as acceptable: Psychology, Sociology, Criminology and Social Work. Subsequently, degrees in Educational Psychology and Developmental Studies were also added to this list. It is recognized that universities, nationally and internationally, are increasingly delivering a larger variety of interdisciplinary degree programs that meet these criteria. Their variety makes it impossible to create a single

list of degree programs that can effectively be used in the screening of all candidates.

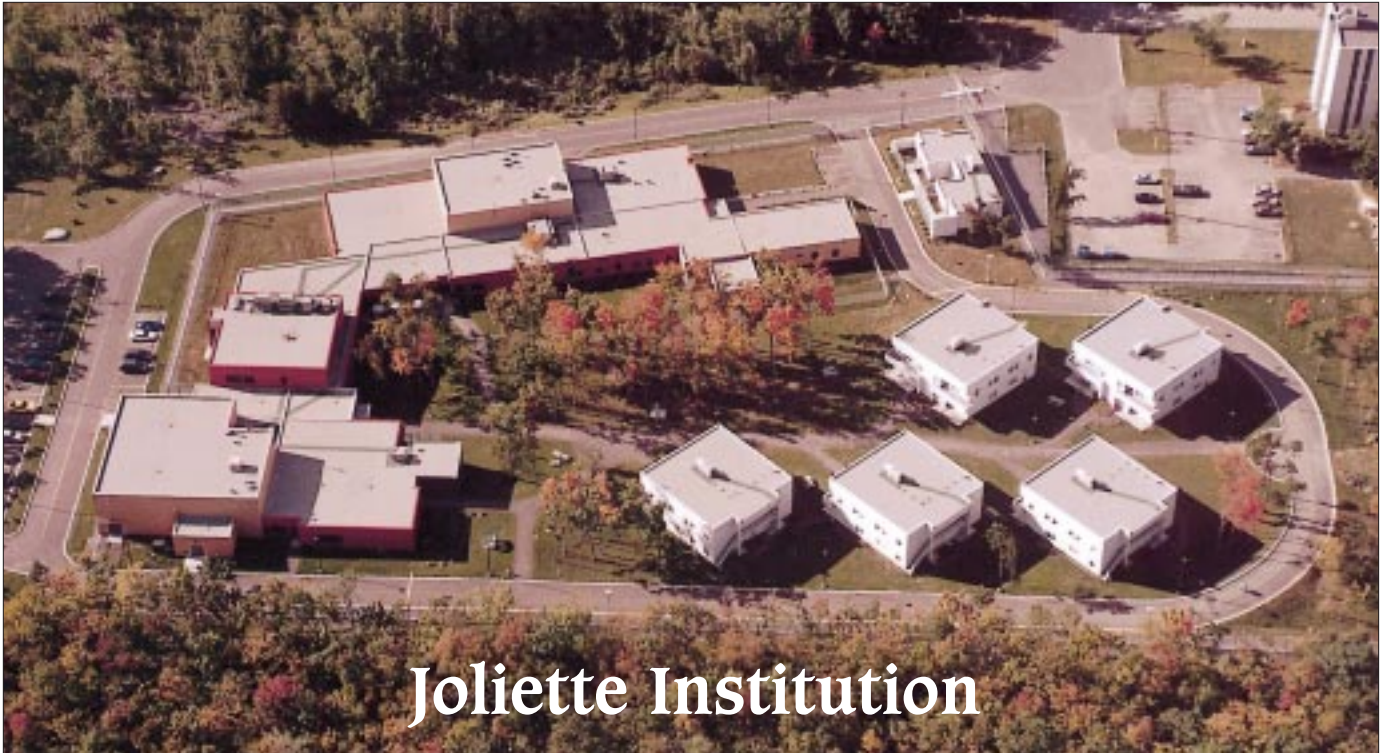
If your career decision is to follow the Parole Officer career path and you don't have a university degree in Social Sciences or a related field, all hope is not lost. There are a number of alternatives open to committed individuals including: education leave, tuition funding, flexible work arrangements to accommodate course loads, and distance learning.

Distance learning involves accreditation through correspondence. A number of recognized educational institutions offer distance learning as an option for a number of programs. Many of these institutions will also give up to one year of credit towards a university degree to graduates of some "Correctional Worker" or "Law and Security" community college programs. There are also colleges and universities that will consider granting credits for experience and/or allowing the challenging of exams for credit towards a university degree.

Depending upon what you have already accomplished in post-secondary studies, you may be able to obtain a university degree in Social Sciences or a related field in a relatively short period through distance learning. If you want to get ahead, you should invest in yourself!

For more information, contact your regional Chief of Staffing.

●●● Sector Reports ●●●



Joliette Institution

Aerial view of the Institution

WOMEN OFFENDER SECTOR

This article was written by Ms. Marie-Andrée Cyrenne, Warden, and Mr. Alain Pelchat, Acting Senior Project Officer, Women Offender Sector, with the help of Mr. Daniel Mérineau, Deputy Warden, Ms. Anne-Marie Chartrand, Reintegration Manager, Ms. Sylvie Patenaude, Team Leader, Joliette Institution, and Ms. Lisa Watson, Senior Project Officer, Women Offender Sector.

What a long way we have come since the announcement on November 24, 1992 that this federal institution for federally sentenced women would be built in Joliette. This initiative has certainly seen a lot, despite its short history.

In addition to going through the public consultation process, the municipal referendum required for the zoning change (which was approved with 74 percent in favour), and the actual construction of the institution, the project was affected by the recommendations of the Arbour Commission and the serious incidents at the Edmonton Institution for Women. All this has resulted in a tightening of security around the perimeter and the opening of a unit at the Regional Reception Centre in Ste-Anne-des-Plaines for women with a maximum security classification.

It is important to stress that an incredible number of people contributed, directly or indirectly, in their own

fields of endeavour to ensure that, in January 1997, Joliette Institution became the twelfth penitentiary in the Quebec Region.

General Information

Women sentenced federally (incarcerated or on conditional release) account for about 3.3 percent (± 653) of all offenders managed by the Correctional Service of Canada, and of this number, 0.7 percent (± 164) reside in the Province of Quebec. Before Joliette Institution opened, these women were either incarcerated for the most part in the provincial prison, Maison Tanguay, under an exchange-of-service agreement or they were on parole.

In January 1997, Joliette Institution admitted a small number of women and the transfers continued until April 1997. At that point, there were 54 offenders in the institution. There are now 63, with a maximum capacity of 95.

The Premises

The main building has, among others, a visiting room, an administrative wing, a reception and release wing, program areas, a school, a personal effects section, a gymnasium, a library, a CORCAN shop and the chapel. There is also an enhanced unit divided into two sectors, one for new admissions and the other, with a maximum capacity of eight offenders, for women in administrative segregation.

Apart from these specialized units, the women live in five semi-detached houses. Each semi-detached unit has eight rooms with a total of ten beds. The houses are fully functional and independent. Using a fixed budget, the women can order food, arrange their menus and cook for small groups. They are also responsible for doing their own washing and maintaining the premises.

Staffing

The institution has approximately 60 employees, mostly women, of whom 30 are Primary Workers (Correction Officer II). The Primary Workers have responsibilities for both case management and the security of the premises. They are assisted and guided in their work by three experienced Team Leaders. There is also a head of programs and a reintegration manager, in addition to administrative support staff. Ms. Marie-Andrée Cyrenne has been the warden since the institution opened. The deputy warden is Mr. Daniel Méryneau. About 40 percent of the staff are bilingual and all contract employees such as nurses, psychologists and chaplains must be

able to provide services in both official languages.

In the fall of 1996, for the first time, six women participated and successfully completed the basic training of the Institutional Emergency Response



Participants of the Mother-Child Program

Team (IERT). These women achieved final marks that were equal to or higher than the average for the group. In addition, one of Joliette Institution's workers, Ms. Ginette Turcotte, is the first woman in Quebec to pass the training for instructors in baton handling. All these women have paved the way for women officers and primary workers in other institutions to qualify for the IERT and since then, other women have successfully qualified and joined this first all-women Emergency Response Team.

Programs

The programs at Joliette Institution are provided in both French and English since 16 percent of the inmates are anglophone.

The main programs offered are: Living Skills, Parenting Skills, Maintaining the Connection Between Mother and

Child, Preparing for Release, Substance Abuse, Anger Management (activity), Altering Your Behaviour, and Survivors of Abuse and Trauma (Part 1 – Awareness). We expect in the next fiscal year to expand the program for Survivors of Abuse and Trauma (2nd and 3rd parts) and the Mother-Child Program (cohabitation of the mother and her child during incarceration).

CORCAN

In this shop, offenders do production work, making cardboard corners for packing of products, which enables the women to develop some basic work skills (punctuality, industriousness, quality and quantity of work, effective personal relations). The target clientele are women with low to medium employment profiles.

However, together with CORCAN we are developing a telemarketing and data entry program. The purpose of this project for the women is to develop basic telemarketing skills. Skills gained in these projects can be transferred to similar jobs in the community.

Reintegration

Joliette Institution is very active in the field of reintegration. With an average occupancy of 54 inmates between February 1, 1997 and January 31, 1998 we had 207 escorted temporary absences, 104 unescorted temporary absences, and 11 work releases. In addition, 24 women were given day parole during the same period.

Community Involvement

The Citizens' Advisory Committee is chaired by Mr. Maurice Lavallée and has a total of eight members, four men and four women. It holds monthly meetings and the institution's administration can always count on its full cooperation. In addition, the institution benefits from the active partici-

pation of volunteers, who currently number about 25.

Internal Newsletter

A number of women got together and created an interesting and amusing internal newsletter under the supervision of an instructor as part of their academic activities. The first edition was published in November 1997.

One writer, an inmate in the institution, stated that "our newspaper is intended

to be an effective means of communication, a stimulating environment that is conducive to exchanges. This monthly provides you with an opportunity to make your point of view known and to dazzle us with your creativity by showing us your talents: what a fine opportunity to get to know each other better so that we can help each other more."

Today and Tomorrow

What is different about Joliette Institution is the day-to-day interac-

tion between the staff and the women; respect between the two groups is emphasized. In general, the clientele has the same criminogenic factors as male offenders, however, staff must also be aware of the impact on the women of the violence that many of them have suffered in the past, the different dependencies that many of the women have developed, as well as their concern for the well-being of their children.

Staffing Appeal Mediation

PERSONNEL AND TRAINING SECTOR

All eyes will be on the Ontario Region of the Correctional Service of Canada (CSC) as they begin the only pilot project of its kind in the federal Public Service. In consultation with the Public Service Commission, the Union of Solicitor General Employees and the Correctional Service of Canada, the Ontario Region has been chosen to pilot mediation services for staffing appeals. The pilot will run from April 1998 to March 1999, after which an evaluation will be conducted.

The mediation services will be offered to CSC's Ontario Region employees who bring appeals under section 21 of the *Public Service Employment Act*. Mediation is part of the Public Service Commission's new vision and approach to recourse. The Commission is of the view that the parties should have a greater ownership of the process and that recourse should be as flexible as possible. The parties will be offered an early opportunity to resolve their differences in a non-adversarial context before having to resort to more formal processes.

What is Mediation and how will it apply to appeals?

Mediation is a dispute resolution process by which the parties – namely the appellant and the department – agree to attempt to resolve their differences through consensus with the guidance of a neutral third party, the mediator. It is completely **voluntary** by both parties and the parties can put an end to the process at any time. It is also important to note that the appellant **will not** lose their appeal rights by participating in mediation.

The Public Service Commission will appoint the mediator. The role of the appeal mediator will be to facilitate the resolution of disputes relating to staffing between the department and the appellant. The mediator will help the parties understand the concerns and interests of the other party and assist them in reaching an agreement by helping them identify the issues and explore and collaborate on possible bases for agreement.

The mediation agreements reached by the parties must comply with the *Public Service Employment Act* and

its regulations. The department cannot, for example, agree to appoint the appellant to the position if a valid eligibility list is in force.

The mediator will ensure that the merit principle and the values of the Public Service Commission are safeguarded in the mediation process. If the mediation process fails to resolve the issues, the appeal will be scheduled for hearing.

The all-staff survey conducted in 1996 indicated that while all survey participants at National Headquarters and in the regions were more approving of Career Management than in 1994, only 28 percent of CSC staff felt there is adequate information at the end of the selection process to understand how merit was determined. It is our expectation that mediation services for staffing appeals will provide more information in a non-adversarial nature to appellants and their representatives on how merit was determined.

For more information, contact Ms. Holly Flowers at (613) 996-9423.

National Elder and Native Liaison Conference

CORRECTIONAL OPERATIONS AND PROGRAMS SECTOR

by Mr. Steven Francis, *Aboriginal Issues*

From March 21 to 24, the Sto:lo Nation, a West Coast First Nation, graciously hosted the 1998 National Elder and Native Liaison Conference. Elders, Native Liaison workers, Correctional Service Canada (CSC) personnel, and aboriginal people working in the field of Aboriginal Corrections assembled at the Tzeachten Community Hall in Chilliwack, British Columbia for the event. The conference participants met to gather strength from one another and share their concerns and aspirations as regards the effective delivery of corrections for aboriginal offenders who are on their individual healing journeys.

For four days the conference participants were treated with the utmost respect by the host Nation and were shown some of the local culture and practices via stories, a drama production, personal narratives, and by exhibitions of particular dances and songs of the West Coast First Nations. In short, the Conference was a tremendous learning experience for all in attendance.

The theme for this year's conference, "Reclaiming Restorative Justice: A West Coast Perspective" sought to reconcile the destructive and often turbulent impact the general criminal justice system has had on aboriginal communities with the emergence of a new approach to Aboriginal Corrections that is premised on the notion of effective partnerships between CSC

and aboriginal people. The Conference marked the beginning of a renewed attitude the Service has towards aboriginal people and their way of doing things, which is more culturally appropriate for the aboriginal offender.

*Teaching
love and kindness
serves as
the basis for
aboriginal
Restorative Justice.*

In terms of Restorative Justice, aboriginal people have always believed that if you pay attention to your traditional teachings and apply them, you are practicing values that are subsumed within the broader movement that is Restorative Justice. Mr. Gordon Oakes, an Elder associated with the Okimaw Ohci Healing Lodge, said to me that "The Creator will care for you all the time, but it is a very good thing to follow your teachings because they are the keys to aboriginal culture and survival."

Moreover, the aboriginal perspective of Restorative Justice is about loving people and loving creation more generally. This lesson or teaching was conveyed to the conference participants by Ms. Isabelle Daniels, an Elder working at the Edmonton Institution. She said that as Elders, "We teach love and kindness." Teaching love and kindness serves as the basis for aboriginal Restorative Justice or more specifically as the foundation for the aboriginal offender who is undergoing the healing process.

In trying to love people and in trying to love all facets of Creation you still deal with the tenets on which Restorative Justice from a non-aboriginal perspective is based: encounter, reparation, reintegration, and participation. This sentiment was confirmed by Commissioner Ingstrup in his address to the conference participants, wherein he remarked that, "...aboriginal people are not the only people that can benefit from restorative justice. We need to build a rich tradition of restorative justice in this country, one that shares similar principles but also recognizes and adjusts for difference. The support for such a movement is growing, not just in corrections, but also in many other departments of government, and in society as a whole, as we see more and more emphasis on alternate dispute resolution, mediation, reconciliation, and restoration."

Restorative Justice practiced in the aboriginal sense is capable of contributing to the Service's primary goal of safe reintegration. This message was supported by Mr. Ovide Mercredi, former National Chief of the Assembly of First Nations when he stated, "Canada can be more secure by restoring and respecting aboriginal ways of healing and reintegrating offenders into aboriginal communities." He further remarked, "We need to lift each other up" and work together to curb the rates of incarceration of aboriginal people. According to Mr. Mercredi, Restorative Justice is a "way of life" or a "code of conduct" and is "good medicine".

Mr. Eric Robinson, member of the Legislative Assembly of Manitoba, also

addressed the conference participants. He spoke of his continuing involvement with the Helen Betty Osborne incident, one impetus for the Aboriginal Justice Inquiry of Manitoba (this 19-year-old First Nations woman was abducted and brutally murdered near The Pas, Manitoba on November 13, 1977). He shared with the conference delegates the healing efforts that the Osborne family is undertaking to deal with this tragedy and with the reconciliation efforts they have undertaken with one of the parties involved in the incident. This particular situation is making use of an aboriginal Healing Circle.

Another example of an aboriginal intervention was brought forward at the conference by Justice Cunliffe Barnet, formerly of the British Columbia Provincial Court. Mr. Barnet told the story of a young aboriginal man who appeared before him a number of years ago. In this particular case, he supported the innovative sentence recommended by the local aboriginal community that saw the young man banished to an uninhabited neighbouring island. While

servicing his time or healing himself, the young man refocused his life and then publicly repented his bad behaviour. He committed himself to working in a proactive way with youth and other aboriginal people to prevent them from breaking the law. Mr. Barnet's courage to do something different at the time is commendable and should be replicated many more times over. Mr. Barnet remarked that judges do not take enough opportunity to see where aboriginal people live nor to understand their views, and until they do the criminal justice system and corrections will be bad places for aboriginal people.

The Native Liaison workers urged the Service to hire more aboriginal people to work within the institutions. Doing so would enable the Native Liaisons to better help the offenders deal with their identified needs and prepare them for reintegration into society, the basis of good corrections.

The Native Liaisons were emphatic, as were the Elders, that their services not be viewed as Aboriginal Programs. They

proclaimed that the work they undertake is directed at the offenders who are willing to move forward with their lives and are serious about incorporating traditional teachings into their lives. They encouraged the development of "real" aboriginal programs designed by aboriginal people and delivered by aboriginal program facilitators.

Another plea the Elders and Native Liaisons had was that their written reports be treated with respect and be acknowledged by the relevant authorities. They also requested stricter compliance with Commissioner's Directive 702: Aboriginal Programming, especially as regards the inspection of "Medicine Bundles" and, more generally, with its accompanying Guidelines.

Aboriginal people are keepers of knowledge that needs to be tapped more often than it is. As a way of showing our commitment to the service of aboriginal peoples, this conference was a move in the right direction.

CSC and CORCAN: Working Together

*by Ms. Ann Marie Sahagian
Chief Executive Officer, CORCAN*

Welcome to the new CORCAN section of *Let's Talk*. Each issue, we'll use this space to share news about CORCAN, a special operating agency of Correctional Service Canada (CSC).

CORCAN runs a variety of industries in CSC's institutions, grouped under five business lines: agribusiness, con-

struction, manufacturing, services and textiles. Our programs are just one part of CSC's wide range of initiatives to help offenders succeed in their reintegration efforts.

CORCAN created nearly 2,000 offender training positions in 1996-97 – an increase of nearly 20 percent. Almost 5,000 inmates had the opportunity to learn the skills, attitudes and behaviours they will need to find and keep a job on the outside, and to

become productive members of a community.

Because CORCAN has a long history of helping offenders cope after leaving correctional institutions, we are looking forward to working closely with other parts of CSC to help make the new community reintegration strategy a success.

CORCAN is an integral part of CSC. There are many ways we can learn from each other by sharing our expe-

riences. For example, our work site program, which supports ex-offenders in the workplace, may serve as a model for other programs in CSC. CORCAN works on a cost-recovery basis, but we are not in business primarily to make profits – we are in business to help rehabilitate offenders. Our research has shown that recidivism drops among offenders who have worked for CORCAN.

Every purchase that CSC makes from CORCAN helps us fulfill our mission. When you need a product or service that CORCAN supplies, we encourage you to call a CORCAN sales representative to find out how we can serve you. By buying from CORCAN, you will receive high-quality products and services, and you will help offenders gain valuable work experience. Everyone wins.

To find out more about CORCAN and its programs, why not take a look at our new video or our annual report? I've provided highlights from the annual report elsewhere in this issue of *Let's Talk*. To get a copy of the video or the annual report, please contact Ms. Jackie Hayes at (613) 947-0500.

New CEO Takes the Helm at CORCAN

Excerpted from *CORCAN Express*

Ms. Ann Marie Sahagian became CORCAN's Chief Executive Officer (CEO) on December 15, 1997 and is already a strong supporter of the organization. "CORCAN is doing a lot of good work," she says.

To attract business, Ms. Sahagian believes that CORCAN must publicize itself and its goals. Increasing business will help CORCAN meet its primary mandate, which is to contribute to the safe reintegration of offenders by providing them with meaningful employment and training opportunities. CORCAN must deliver quality products and services, provide value for money, ensure timely service, and focus on customer satisfaction.

Her previous positions have given her a broad understanding of policy, programs and operations across government. They have also given her a strong network of colleagues who could be potential supporters of CORCAN. Before coming to CORCAN, Ms. Sahagian was the Director of the Justice and Solicitor General portfolios at Treasury Board Secretariat. In that position, she worked on budget and policy issues with Correctional Service

Canada (CSC), the Royal Canadian Mounted Police, the Canadian Security Intelligence Service and the National Parole Board, among other organizations. "It was a very interesting introduction to the whole field of corrections," says Ms. Sahagian, who has also worked at Environment Canada, the National Archives, Indian and Northern Affairs Canada, and the National Museums of Canada, as well as in the private sector.

The CEO's position appealed to Ms. Sahagian because CORCAN combines both business and social objectives. "CORCAN has a corporate responsibility that goes beyond the bottom line," she says, adding that she has always found it important to work somewhere where she feels she is making a contribution to broader social goals.

She is enthusiastic about CORCAN's recent successes, such as moving out of a deficit position in 1996-97 and successfully achieving ISO 9002 certification in several facilities, which ensures processes in shops meet international quality standards. But most of all, she believes the organization's strength lies in its people. Ms. Sahagian has already begun to

travel extensively to meet as many CORCAN and CSC employees as she can over the coming months.

"There's a tremendous group of people here," she says. "I consider myself to be really fortunate to work in an organization where people are so dedicated."

Put on Your Thinking Caps!

Think you could beat those contestants on *Jeopardy!* any day? Then try your hand at these brain teasers about CORCAN. Look for the answers in the next issue of *Let's Talk*.

If you took all the bread baked at the Leclerc Institution in Quebec each year, how many sandwiches could you make?

Which institution has found an unusual niche making mattresses for cows?

Offenders employed by CORCAN for more than six months are less likely to re-offend. How much less likely are they?

Highlights from the 1996-1997 CORCAN Annual Report

Offender Training

- Over 1,900 full-time equivalent positions employing nearly 4,000 participating offenders
- Over 2.3 million hours of employment within institutions
- Increase in offender productivity from \$23,200 per inmate in 1995-96 to \$25,700

Financial

- Total revenue of \$67.2 million
- Cost reductions of over \$700,000 for indirect costs and over \$400,000 for financing costs
- Net income of nearly \$200,000 – an improvement of \$2.7 million over 1995-96

Costs

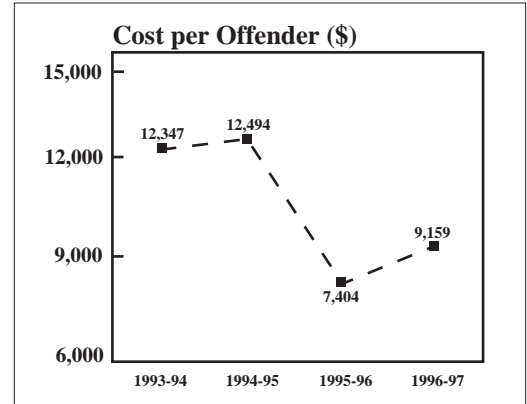
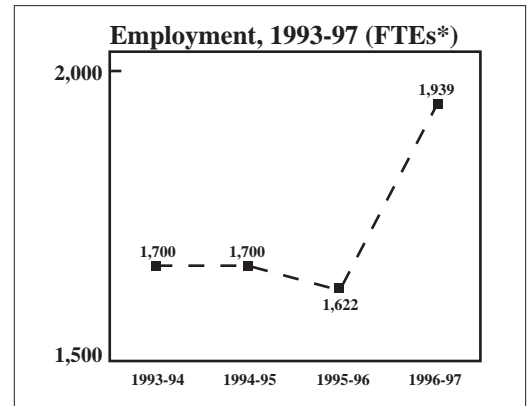
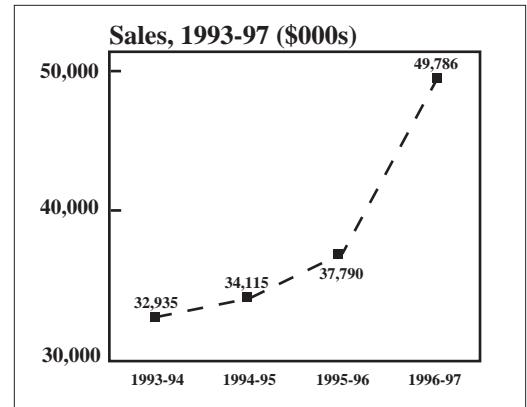
- Indirect expenses reduced by five percent to \$17.1 million

Sales

- Overall increase of 31 percent, to \$49.8 million
- Increases in sales in four of five business lines
- Increase in construction revenue from \$6 million to \$14.7 million

Initiatives

- Instructors at nine CORCAN sites receive training in leadership skills
- New joint ventures established which import work from outside Canada
- Data collection for long-term research on the impact of CORCAN on employment patterns and recidivism completed



* FTEs - full-time equivalents

Quiz Results

The quiz on Ethnocultural Diversity that we published in the December issue of "Let's Talk" generated wide interest among staff. The contest was open to CSC employees who had to answer 75 percent of questions correctly in order to win.

The lucky winners are Ms. Helen Friel, Volunteer Program, National Headquarters and Mr. Jean-Noël Laplante, Drummond Institution in Quebec. The two successful quiz-takers were presented with a book on culture to enjoy.

Congratulations to our two colleagues and thank you to all who tried our questionnaire.

●●● Regional News ●●●

Atlantic

Springhill Inmates Go to the Fair... An Information Fair

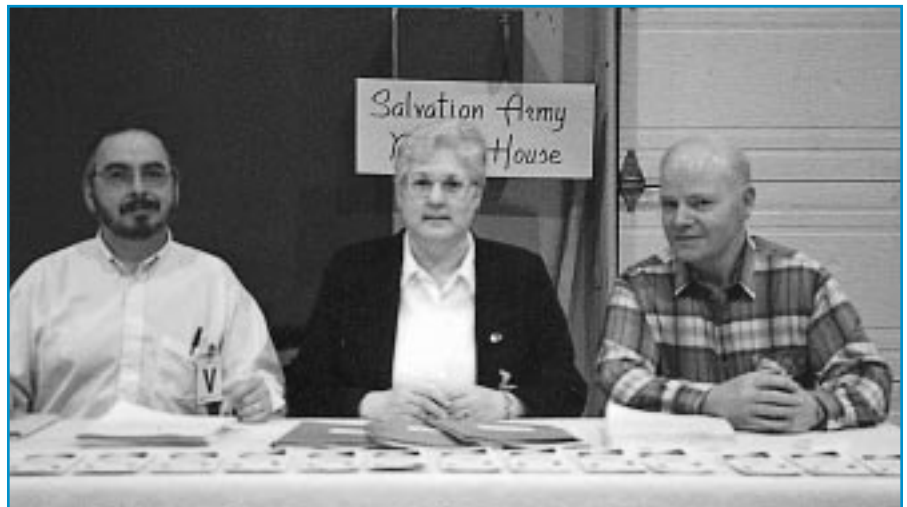
by Ms. Claudine Daigle,
Regional Administrator
Communications and Executive
Services

On Thursday, March 12, the John Howard Society of Halifax and the Correctional Service of Canada joined their efforts to present Springhill Institution inmates with the first pre-release fair to be held in Atlantic Canada.

A total of 29 agencies from the Metro Halifax area set up information displays to facilitate the reintegration of those who will be released in their community after a period of incarceration. As Ms. Rhonda Crawford, the representative of the Elizabeth Fry Society in Nova Scotia, explained: "We are here to meet with the offenders from the women's unit, but we will also meet with the male offenders who know women at risk in the community, and do not know where to get help."



Mr. Terry Hatcher (right), newly appointed warden of Springhill Institution, and Mr. Stu Murray (left), Chief, Personal Development and the coordinator of the event, at the St. Leonards Society booth, where Mr. Jean-Guy Bourque, Regional Administrator, Correctional Programs scans some of the materials.



Community Residential Centres were represented at the fair. From left to right, Mr. Bob Demont, Ms. Pauline Friar and Mr. Art Millen from the Salvation Army's Railton House.

One of the most popular booths was that of Nova Drug Dependency. The reason provided by one inmate as to why is probably typical: "I've done federal time six times. A lot of my problems were directly related to alcohol." He believes that many individuals would take a different path if they knew where they can get help. "It's also very important to know that someone out there cares," he added.

The provincial Community Services Department's and Human Resources Development Canada's booths were also well visited by the 400 participants with many questions about services available to women and their children, while their partners are incarcerated. The availability of jobs once they are released is also of great concern to the inmates.

Many of the halfway houses were represented. For Ms. Pauline Friar, Executive Director of the Salvation Army's Railton House, where many inmates are released from Springhill Institution, many benefits will be reaped from the contacts made during the fair. "When the individuals know what to expect, the adjustment to the residential facility is much easier. With the rules and regulations ahead of time, the inmates can prepare for their release."

The real benefits of the pre-release fair will become obvious as the offenders reintegrate into the community, but there was a sense of optimism in the large institutional gymnasium as community agencies told the inmate population they were waiting for them on the outside and were prepared to help them. Mr. Paul Gallagher, Executive Director of the John Howard Society in Halifax and the architect of the pre-release fair, was extremely pleased with the outcome: "This is an excellent initiative for the John Howard Society and the Correctional Service of Canada working together in the community," he said. The coordinator of

the project at the institutional level was Mr. Stu Murray, Chief, Personal Development.

Atlantic Institution Hosts Provincial Officers

*by Mr. Brian Richard, Chief
Administration and Materiel
Management*

A Crisis Management Training session was offered at the Atlantic Institution

from February 3 to 5 to a number of provincial corrections officials. Mr. John Harris, Unit Manager at the facility, delivered the three-day course for Crisis Managers to some 15 participants.

There were several provincial correctional facility Superintendents, Deputy Superintendents, and other supervisory staff, as well as one instructor from the New Brunswick Community College Dieppe Campus, and two members of the Miramichi City Police.

All participants thoroughly enjoyed the program and expressed a great deal of appreciation as well as interest in having more of their staff take the course. This is the first training of this nature that any of them has received and they felt that it was very valuable.

Everyone received a certificate at the end of the course. Staff Training



Back row, left to right: Mr. Richard Doucet, Mr. Roland Tremblay, Mr. Brian Brown, Mr. Bruce Kingston, Mr. Michael W. Johnston, Mr. Tom Weir, Mr. René Martin

Middle row: Cpl R. Merritt, Cpl W.D. Davis, Mr. Kirk Ruest, Mr. Harold Steers, Mr. John Harris

Seated: Mr. Don Brown, Ms. Heather Harrison, Ms. Patricia LeClair, Mr. Paul Stewart

Officer Brian Damson also informed the participants about future training initiatives, and an open invitation was made to share more such opportunities.

Lunch was provided by the Institution to the participants, who were also given an excellent tour of the facility by Coordinator, Correctional Operations Jim Allison as part of the training experience.

Atlantic Region Praises EAP Volunteers

This article was written by Ms. Claudine Daigle, Regional Administrator, Communications and Executive Services and by Mr. Charles Léger, Regional Coordinator, EAP.

An Employee Assistance Program (EAP) Symposium was held at the Memramcook Institute from January 6 to 8, 1998. The closing banquet provided an opportunity to recognize and honour the people involved in the program. Correctional Service Canada (CSC) managers, Union of Solicitor General Employees (USGE) executives and EAP referral agents were treated to an emotionally moving musical play on "Family Life".

In 1996-1997, family problems represented the heaviest usage of EAP services, with 100 contacts. The "Working on Family Issues" sessions conducted in the Region in 1997-1998 were very effective in offering all CSC employees essential tools for dealing with today's family issues. Appropriately, the play showed the importance of working out family difficulties to achieve wellness both at home and at work.

Mr. Charles Léger, EAP Coordinator for the Atlantic Region, emphatically praised all those who have been a part of the EAP. "You are the ones who lead what, in many people's mind, is the greatest Employee Assistance Program in existence today," he told members of the Regional Management Team and USGE representatives. "You provide the leadership and the resources that have made our EAP the envy of most other organizations," he continued.

Mr. Léger stated the local EAP Coordinators and members are the ones who implement and promote the EAP locally. "And you have shown that collectively, as a team, we can provide genuine assistance to employees and their families. Volunteer EAP referral agents are the ones who have led the way in helping others in life's most difficult days," said Mr. Léger. "You are the ones who lead the way in situations filled with challenge and emotion. I know many colleagues are met outside the office (to discuss their problems), and if met during business hours, you usually bring work at home to make up for that time. I cannot believe how busy you have been." The number of persons being referred to EAP resources grew to 356 referrals in 1996-1997, an increase of 40 percent over the previous year. "Thank you for the giving of your time and of yourself to help others," said Mr. Léger.

Atlantic Region's Deputy Commissioner Alphonse Cormier and USGE Regional Vice-President Bill Brian then proudly presented achievement certificates to the referral agents who had completed the three-day EAP Symposium training. They respectively commended all the EAP volunteers and highly praised the referral agents for their individual contributions and dedication in assisting fellow colleagues and their family members.



EAP Person of the Year, Mr. Offa Gaudet

To demonstrate management and the USGE's recognition of outstanding performance and devotion to EAP, an awards program was established in 1995 for deserving individuals. The award goes to the person who best demonstrates such accomplishments. This year's award has gone to an individual nominated by management. Last year, the award went to a person nominated by the USGE, Mr. Tom Laurette from Spinghill Institution. Next year, the award will go to an outside resource nominee.

The recipient receives an award certificate, a commemorative Memento from USGE, and a plaque kept in the workplace for a year.

This year's EAP Person of the Year award has gone to a person who has been a pioneer participant of the EAP at Westmorland Institution and in the Atlantic Region: psychologist Offa Gaudet.

Mr. Gaudet has been a Referral Agent for over 17 years. He realized early on the importance and value of the program to the employees and the organization. He has long been an advocate of the program, quietly, discreetly and steadily demonstrating the essential elements required to have a program in which staff have developed knowledge and awareness of its purpose and confidentiality. He epitomizes the requisite characteristics of a referral agent. He has been a role model for other referral agents, displaying tact and discretion at all times, maintaining his own continuous learning approach in the evolution of the EAP program. He has been a mentor to other referral agents over the years and has willingly shared his ideas and experiences with those involved in EAP initiatives in the Region.

"EAP members got together yesterday to propose activities for 1998-1999," Mr. Léger said. He indicated some of the activities proposed include bringing in other living skills speakers, an EAP week, an EAP icon on the Intranet, an EAP newsletter, and activities that would increase visibility of the program at home, which he says is an essential part of getting the client to go for help.

Mr. Léger concluded by stating that CSC's Employment Assistance Program is one of the top programs in Canada. The peer referral concept combines extraordinary employees and exceptional professionals to help

colleagues solve their own personal and work-related challenges, and to move on.

Quebec

Parole Officer Development Seminar

by Ms. Louise Quimper, Mr. Richard Beaudry and Mr. Raymond Lebeau

For the second consecutive year, the clinical committee of the East/West Quebec District, with the help of several esteemed collaborators, organized a two-day development seminar. The event took place between November 25 and 27, 1997 at the Collège des Jésuites in Lafontaine, near St-Jérôme, Quebec. The opening session featured addresses by Mr. Jean-Claude Perron, then Deputy Commissioner, Quebec Region; Mr. Normand Granger, Director, East/West Quebec District; Mr. Pierre-Paul Laporte, union representative; and Mr. Réjean Arsenaault, Laval Area Manager.

In an atmosphere conducive to contemplation and building bridges, two main themes were explored: substance abuse and values/attitudes. This exploration was an opportunity for learning, reflection and exchanges.

In terms of substance abuse, participants learned of the latest developments in visual detection and were familiarized with the Proshaska approach (described later) regarding the law of effect and the stages of change in the treatment of substance abusers.

Visual detection of consumption: a new work tool?

In his presentation on visual detection of consumption, Mr. Jacques Blais, a Trois-Rivières district prosecutor, provided us with a wealth of information on the various categories of intoxicants: their effects on the organism, their period of effectiveness, the tolerance and/or dependency (physical or psychological) that they create in individuals who use them.

Anyone consuming a drug has symptoms of impaired faculties that can be measured and observed for each of the categories, from either a corporal, behavioural or psychological standpoint. The information and tips provided by Mr. Blais were of practical, concrete benefit in the work we do with our clients. Did you know that:

- an individual who is staggering could be under the influence of alcohol or an hallucinogen, depending on whether he is walking with his head down to avoid tripping or with his head raised skyward in an imaginary world?
- someone who consumes large quantities of cocaine will lose weight, whereas a person who uses a great deal of cannabis will gain weight?
- people under the influence of PCP (phencyclidine) will experience its effects for about six hours and will have 45-minute cycles during which they may be aggressive, depressive or in a state of hallucination? This inexpensive drug seems to be the most dangerous, for the individuals themselves and for those around them.



Opening session. From left to right: Mr. Réjean Arseneault (Laval Area Manager), Mr. Jean-Claude Perron (then Deputy Commissioner, Quebec Region), Mr. Normand Granger (Director, Eastern/Western Quebec District), Mr. Pierre-Paul Laporte (union representative)



Seminar closing, with parole officers, area managers and guest speakers

This workshop was very helpful from a practical viewpoint, and could prove to be a worthwhile activity – and just as effective as urine tests – in detecting the consumption of intoxicants.

The law of effect and the stages of change according to the Proshaska approach

Mr. Réjean Wilson, in charge of rehabilitation and programming at the

Substance Abuse Rehabilitation Centre, Centre hospitalier de Jonquière, led this workshop. The approach in question examines the following three factors: the product consumed, the subjects themselves and the situation in which they find themselves. Mr. Wilson stressed the importance of properly identifying and evaluating all three factors, as well as seeing change in an individual as a very gradual process, occurring in stages, particularly with regard to recognizing the problem and being motivated to act. Role-playing was also used in his presentation.

The workshop closed with a series of exchanges on our mutual concerns among Mr. Serge Lavallée, Regional Vice-Chairperson of the National Parole Board; Mr. Jean-Pierre Beauchesne, Commissioner; Mr. Gilles Lachance, Commissioner; and the participants.

The exchanges brought out the importance of always carrying out an offender risk/needs assessment so as to be able to propose a correctional plan that is suited to the offender's dynamic. Our professional judgement must never be dependent on the political or social environment.

The theme for the last day was essentially "The impact of our values and

attitudes on supervision and the organization". Mr. André Corriveau, Regional Administrator, Offender Reintegration, presented excerpts from the report of the working group on values and ethics in the Public Service along with his personal thoughts on the subject, putting in perspective the fact that our values – ideal, source of inspiration – do not always conform to our attitudes and behaviours. As for our attitudes, he said they are determining and conditioning our way of viewing life and managing the events that arise.

Ms. Renée Soucy, Quebec Area clinical manager, then presented the results of the November 1996 national survey of Correctional Service of Canada (CSC) staff. The data she presented had been selected with the day's theme in mind and were aimed in particular at the district's parole officers. These results would later serve as food for thought for the ensuing workshops. Indeed, the following four points were elaborated on and discussed in the workshops:

- our level of commitment towards CSC versus relative pride in belonging to CSC;
- our level of empathy versus support for a punitive environment;
- CSC's drug strategy versus our personal values;
- our role as agents of change versus the feeling of powerlessness to influence the organization.

While a feeling of being drained and powerless was identified, it also emerged that people believe in the CSC's Mission – but not always in the means used. Social and political pressure has led to the use of increasingly controlling and cumbersome means, leaving little room for assessment and professional judgement. Thus, it is becoming imperative that we regain our professional identity, become creative and not give in to outside pressure and overwork, which sometimes

threaten to rob us of the perspective we need to establish our true priorities.

As the seminar came to a close, there was clear desire on the part of all the participants to maintain a high level of professionalism and involvement with our clients. In closing, the Director of the East/West Quebec District, Mr. Normand Granger, invited the participants to regain control of our clinical tools and consider them as means and not ends. We must maintain the trust in and importance attached to professional judgement and avoid the imposition of special conditions that have no direct link with the crime issues involving offenders, while recalling that the *Corrections and Conditional Release Act* stipulates the least restrictive measure.



by Ms. Jocelyne Simon and Mr. Jules Bourque, Correctional Service Canada, and Ms. Constance Bennett, Criminologist and Professor at Collège Maisonneuve

Ms. Jocelyne Simon, a records clerk at the Lafontaine Parole Office, and Mr. Jules Bourque, a parole officer at the Ville-Marie Parole Office, accompanied a group of "Delinquency Intervention Techniques" students from Montreal's Collège Maisonneuve on a three-week practicum in Haiti.

The practicum, which ran from January 3 to 24, was designed to introduce these future youth workers

to the harsh day-to-day reality facing homeless youth.

Background

The Haitian prison system has undergone many changes. In 1801, the Haitian Constitution provided for detention centres for citizens placed under arrest. The colonial prisons of Port-au-Prince, Jacmel, Cap-Haïtien and St-Marc were restored, and other prisons were gradually built in Port-au-Prince, Ouanaminthe, Jérémie and Pétion-Ville.

In 1846, the penal law recognized the need for a prison for adult offenders. Emperor Soulouque ordered the construction in 1847 of the central correctional facility now known as the National Penitentiary.

Women and men were separated in 1907. Men were housed in inadequate buildings, women at the chapel dedicated to Notre-Dame-de-la-Salette.

On December 16, 1918, President Sudre Dartiguenave passed a law governing the control and administration of prisons. Under the law, the prison system became the responsibility of the police. The law also called for the government to assume responsibility for prisoners. Under the government of Sténio Vincent, a retraining centre for minors as young as seven was opened in Port-au-Prince.

Haiti's national penitentiary administration (APENA) was created on September 19, 1989, by order of the Prosper Avril government. According to the order, APENA was to be an independent body operating under the auspices of the Ministry of Justice. The administration became a reality in June 1995 under the Aristide government. APENA's role is to enforce, in accordance with the public prosecutor, all court decisions including an order of placement in custody or preventive detention.



Fort National, a prison for male and female minors aged 10 and above, and for women.

Observations

It is impossible to analyse prison conditions in Haiti without taking into account the political, economic and social context. Considering that the majority of the population lives in poor sanitary conditions, the prison situation is a reflection of general living conditions. The following are some of the students' observations:

- there are 18 correctional institutions scattered throughout the country;
- those institutions serve as custodial facilities for convicted criminals as well as offenders awaiting trial;
- in the provinces, women and minors are incarcerated in the same premises as men;
- inmates are not aware of their rights and have limited means for stating their case;

- legal aid is not always available;
- all correctional facilities are overcrowded;
- minors, boys as well as girls, do not have access to school or psychological or social services;
- pregnant women do not receive dietary supplements;
- although the law states that children are to be tried by children's judges, that provision is not always applied.

Conclusion

Their visit to Haiti made it clear to all the students that, like a number of other countries around the world, Haiti has serious problems with overburdened courts and overcrowded prisons and that only innovative and economic solutions can ensure sound administration of justice.

Ontario

The Correctional Service of Canada Museum

by Mr. Dave St. Onge, Curator

For thirty years, the Correctional Service of Canada (CSC) Museum has been educating the public about the history of penitentiaries in Canada. The original concept dates back to circa 1966, when Mr. Murray Millar, then Superintendent of the Correctional Staff College in Ontario, began to consider the establishment of a central penitentiary museum as a Centennial project for the following year. The museum officially opened its doors in 1969. Throughout the 1970s, the museum operated under his direction, with the cooperation and assistance of a number of retired officers.

The building is considered the largest artifact in the collection.

In 1985, Kingston Penitentiary marked its 150th year of operation as Canada's first penitentiary. As part of this event, the museum moved to its present location in the former Warden's residence of that facility and was renamed "The Kingston Penitentiary Museum". The limestone building, known as Cedarhedge during the 19th century, is considered a fitting place for the museum since it was entirely constructed by convict labour

during the 1870s on the birthplace of Canadian corrections. In fact, the building is considered the largest artifact in the collection, and is constructed of native Kingston limestone.

Another significant year in the history of the museum was 1992, when an open house was held on July 6 in recognition of the "Canada 125" celebrations, commemorating the birth of Canada's Confederation 125 years ago. To further mark this occasion, the museum was again renamed, this time as the Correctional Service of Canada Museum, recognizing it as the central museum for the entire Service, a goal that had been set some 26 years earlier.

The museum was originally based upon a large collection of contraband that was started around 1952 by Mr. Walter Johnstone, Coordinator of Custodial Staff Training at the Ontario Region's Correctional Staff College and Mr. Art Jarvis, the Assistant Superintendent of the Staff College. Both men later became Wardens of Kingston Penitentiary. In the 1970s, negotiations took place that resulted in the acquisition of a portion of a second large collection gathered by Mr. Byron Duffy, of Dorchester Penitentiary. Recently, a third significant collection has been obtained from the Quinte Detention Centre Museum of the Ontario Ministry of the Solicitor General and Correctional Services. This collection had been gathered and managed by Lt. Rick Dupuis, and was transferred to the Correctional Service of Canada Museum in December 1996.

The collection of the CSC Museum is unique in many ways: it represents an aspect of our history that is often ignored, and contains a diverse range of donated artifacts. For example, hobby-craft items illustrate the talented work of inmate artisans; contraband items represent the resourcefulness and ingenuity prompted by con-



Display of artifacts depicting inmate employment over the years



Contraband items confiscated from inmates at various institutions through the years

finement and isolation; and antique punishment and restraint equipment demonstrate the extent to which our forebears attempted to reform those in conflict with the law. The archival collection explains how and why Correctional Service Canada has evolved to its present philosophy, and its status as a world leader in correctional treatment.

The museum can be considered a testimonial to the human condition.

In many ways, the museum can be considered a testimonial to the human condition, through the emotions represented in the artifacts and documents. Many visitors are prompted to pause and consider an aspect of life that is remote to many, and all too familiar to others. Sociopolitical questions are often raised, leading to lengthy and intellectual discussions between visitors who were absolute strangers upon entering the museum.

Canadian inmates never wore the black and white striped uniforms.

The museum staff consists of Curator David St.Onge, who joined CSC as a summer student in 1984, and a crew of loyal retired officers from a number of Kingston area penitentiaries including Ms. Joan Peeling; Mr. Gord Woods, and Mr. Gerry St.Onge, the Curator's father. These volunteers take great pride in their past careers with CSC, and have gone to great lengths to enhance public understanding and support of it. This is increasingly

important in an age when the primary contact that the public has with correctional facilities usually comes in the form of negative media coverage, and Hollywood movies that propagate the many myths that surround us. For example, Canadian inmates never wore the black and white striped uniforms that are constantly portrayed in cartoons and movies, and capital executions were the responsibility of the provincial jails, with very few exceptions which were carried out in federal facilities in Western Canada.

The museum allows visitors to form their own opinions about our correctional history.

Through its displays, the information provided by its interpreters, and its archival records, the museum is attempting to dispel these myths and to state the facts related to incarceration from the viewpoints of both staff and inmates. In the words of Mr. St.Onge, "The museum is not here to condemn or to condone the actions of the Service or its predecessors. Its primary function is to simply state the facts and to allow visitors to form their own opinions about our correctional history."

Today, the museum is reaching another milestone. Efforts are currently under way to form a non-profit corporation, to be called the *Friends of the Correctional Service of Canada Museum*. This group will support the museum physically as well as financially. Ongoing efforts will be made to increase the educational function of the museum and to expand it in order to reach its full potential as one of the most unique historic sites in Canada.

Correctional Service of Canada Museum Prepares to Open New Exhibit

In May, the CSC Museum opened a new exhibit that takes a look at daily life in Canada's oldest federal penitentiary.

The focal point of the exhibit is two full-scale reconstructions of cells. The first is an accurate portrayal of a standard cell from the 1870s, and the other utilizes the prototype furniture that was developed for the recently completed retrofit of Kingston Penitentiary.

A small selection of inmate uniforms from the Canadian federal and provincial systems, as well as from the United States is also included, along with a display of standard personal items issued by the institution, as well as a few contraband items which were manufactured by inmates for use in their cells.

The museum's summer hours are as follows:

Saturday and Sunday:
10 a.m. to 4 p.m.
Wednesday to Friday:
9 a.m. to 4 p.m.

The museum is closed Mondays and Tuesdays for the duration of the summer. For more information, please call (613) 530-3122.

Prison Is Where I Want to Be

*Reprinted with permission of the
Spiritan Missionary News,
a Toronto-based Catholic publication*

"Some of the inmates come to my office to talk things over; others, I suspect, are more interested in my coffee than my advice." Pat Callaghan, a Spiritan priest and Catholic chaplain at Warkworth penitentiary, sits in his office at the Chaplaincy Centre inside the prison's barbed wire fence. "My door here is never closed unless I am talking privately to someone. The coffee? It's a starting point."

Warkworth is a federal medium security prison in east central Ontario under the jurisdiction of Correctional Service Canada. Prisons are classified as minimum, medium or maximum security depending on the likelihood of the prisoners attempting to escape. On a damp and dreary winter day a visitor suspects a connection between the weather and life in such an institution. Prior to the visit a clearance form had been submitted and duly approved, permission had been granted to carry in a camera and a pocket tape recorder. It only remained to sign in at security and enter through two electronically operated gates.

*The men I meet here
are in a sense the
poorest of the poor.*

The Chaplaincy Centre is reached through a long open-sided walkway. "When I first came down that open breezeway," Pat says, "my immediate reaction was, 'This is where I belong and where I want to be.' My own experiences with people over the years and our Spiritan charisma played a big role in that feeling. My wish is to remain a chaplain until I retire. The men I meet here are in a sense the poorest of the poor. Ontario society seems to have little sympathy for them. They are very marginalized."

A Catholic and two Protestant chaplains share a Fellowship Hall, two offices and a chapel. There is also a sweat lodge and tepee for First Nations prisoners. Buddhist, Hindu, Sikh, Moslem and Jehovah Witness ceremonies are held on a regular basis. Pat works in close collaboration with the other chaplains.

*Our advocacy
on behalf of
the prisoners
is respected.*

A counter voice

Most of his day is spent in formal and informal counselling. "My qualification is in pastoral counselling and it was my involvement in the clinical Pastoral Education programme at Toronto's Queen Street Mental Health Centre that drew me to prison chaplaincy," he says. "The security people and the prison officers have a good rapport with many of the prisoners, but when things get out of hand we can allow the inmates to vent their anger without feeling they'll be written up or charged. Because life here is so regimented, frustration builds up from time to time. Every day the inmates are told when to get up, when to eat, when to start and stop work-

ing, when to be present for roll call – and there's no escape, no getting way for a while. If a rule is broken there are always consequences. And running through everything is that sense of being confined. It's pretty tough in prison. As chaplains we can be a counter voice to the institutional voice. Our advocacy on behalf of the prisoners is respected. I hope we're a bit of a prophetic voice in here."

A young man appears at Pat's door. He asks Pat to sign a form to say he has returned all material he had borrowed from the chaplain's centre. "You're off home to Ottawa soon," says Pat. "Yeah, in another couple of days." Pat wishes him all the best for his new life outside: "Most of the men in Warkworth are serving long sentences so it is great to see departures."

Turning lives around

Are prisoners rehabilitated while incarcerated? "Yes," says Pat, "Many prisoners turn their lives around. Some of them have lived a criminal lifestyle for so long that they say, 'I've had enough of this; I need a change.' And they do change. But society outside doesn't make it easy for them. The general feeling is: these people are criminals, punish them."

"I know they have done some bad things but there is a whole sense of humanity to them that we must not overlook. They are human beings before they are anything else. Yes, they have committed crimes, they are guilty, but many of them in here sincerely say, 'I wish I could go and say I'm sorry, I wish I could relive my life, I know that wouldn't happen again.'" A murderer's chances of doing well outside are much greater than those of a bank robber or fraud artist.

A tour of the prison with the chaplain, through the cells (the older smoking ones and the new, more "attractive" non-smoking area), the school, the

trade shops and the administration dining room emphasizes how well-known, how respected and how much at home Pat is in Warkworth. He knows his “parishioners” by name and they know him well enough to joke with him or to discuss the latest fundraising project they are working on. They raised over \$500 sponsoring the Terry Fox Run, and several hundred dollars for the Manitoba Flood Relief which would go to a Winnipeg school for children with special needs; this school had lost many books, supplies and equipment to the flood waters. One prisoner made a personal donation to Spiritan work in Haiti.

No criminal class

What had his three years in prison taught this chaplain? “When I first joined the Prison Service I was under the impression that jail inmates were basically different from the rest of society. Nothing could be further from the truth. While most have come from abusive and dysfunctional families, and many have had difficulties in school due to learning disabilities, as a group they are little different from those outside the wire.”

Trained teachers aim to give all inmates a Grade 10 education by the time they leave.

Pat does not believe there is a criminal class in society. Rather the experiences of a whole life – ongoing frustration, abuse of one kind or another (physical, emotional, sexual), poverty, anger, addictions – build up to a pattern of criminal behaviour. Others, ordinarily upright citizens, on one occasion “lose it”, assault somebody or commit murder. Their moment of rage has passed, but they are still paying for it.

This chaplain is particularly impressed with the educational system functioning within the prison. Trained teachers aim to give all inmates a Grade 10 education by the time they leave. There is both an academic and a trade component to their schooling. A prisoner can get a certificate in welding, barbering, auto mechanics and small appliance repairs. Pat recalls the day a prisoner came into his office all excited. “When I was a kid I hated school, I didn’t get anywhere and I quit,” he said. “Now I’m in Grade 10 and I’m getting 80s and 90s. By the time I leave here I intend to get Grade 12.” It’s often the uneducated people who become criminals. As children they acted up in class, couldn’t take the school discipline, never really learned to read. “Student teachers should come here and see what happens to the failures of the educational system,” says Pat, himself a former high school chaplain.

Respect Works reads the button on the chaplain’s sweater. Respect among staff and between inmates and staff. Respect, Rehabilitation, Restoration to society – the three Rs that guide this Spiritan’s approach to his time in prison.

The Prairies

Promoting Positive Interaction

*by Mr. Dan Erickson
Deputy Warden, Edmonton
Institution*

Who resolves problems, settles disputes, and teaches people to live with each other in your area? We all learn from different sources the life skills and socially acceptable ways required to live in our society. Having good “teachers” and being shown examples of successful ways to resolve issues provides good direction on a path that helps us in our lives. In Corrections there are many people who provide guidance and help others to resolve issues. At Edmonton Institution there is a focal point in this area. In the main corridor between the Psychology department and the Chapel is an office occupied by the Redress Coordinator. At present the Redress Officer is Correctional Supervisor Alex Forbes.

Achieving a win-win situation involves getting people to compromise and understand different points of view.

The main job of the Redress Officer is to help the institution run with as little conflict as possible. This extremely difficult task requires cooperation and support from every single person in the institution. The strong support from the management team at Edmonton Institution helps to ensure the goals of this office are achieved.

Mr. Forbes’ main duties include informal interventions focused on problem solving without resorting to the for-

mal redress system or charges. This is accomplished with the assistance of Inmate Redress Peer Counselors.

There are several components to the success of this office. Basic principles of confidentiality, responding in a timely manner, impartiality, fairness, and teaching others how to communicate in an effective way, assist in resolving problems.

There is frustration and entrenched value systems that make the job difficult at times. Achieving a win-win situation involves getting people to compromise and understand different points of view. The Redress Coordinator and Peer Counselors are involved with bringing people together to resolve issues or at the very least to discuss them so that future interactions will be more positive.

A key to this process is the Redress Officer's emic view and understanding of the institutional culture, and his skills and leadership. The training of the Peer Counselors is also an important element in this process. Training takes place on sight with both staff and inmates participating. Peer Counselors are considered paraprofessionals upon completion of their training and placement. They are often able to help do things that professionals alone either could not do as quickly or could not do at all.

Success of this program cannot be gauged by empirical data alone. The fact that Edmonton Institution has the fewest grievances and complaints of almost all institutions is significant, but there are many intangible and valuable benefits to the work done by the Redress Officer and the Peer Counselors. The values and attitudes that are changed are significant in achieving our Mission and working towards the goal of reintegration.

Prairie Region Staff College and CORCAN Working Together

*by Mr. Tim Krause, Regional
Communications Officer*

In December 1996, the Regional Correctional Staff College moved to new quarters at Hanselman Place in Saskatoon, where Regional Headquarters is located. Due to limited space, a classroom and furnishings were required which would accommodate traditional as well as computer-based training. A review of available furnishings failed to find a desk that would accommodate both purposes in a single piece of furniture. As a result, the Director and staff determined that the only solution would be to design a desk that would meet the specific needs.

*Staff College
Informatics Officer
Brian Hryniuk proudly
displays his innovative
desk.*



Necessity being the mother of invention, Staff College Informatics Officer Brian Hryniuk took the initiative to design a multi-purpose desk and to construct a prototype in his father's workshop. The Deputy Commissioner reviewed the prototype and agreed that this multi-purpose desk could be designed and constructed with the assistance of the CORCAN shop at Saskatchewan Penitentiary. By September 1997, twenty-one desks had been constructed at Saskatchewan Penitentiary and these are now in use in the Staff College Training Center.

The desks are multi-purpose and allow the computer monitor to retract into the unit to transform the desk into a flat top table. They are fitted with a keyboard tray containing a keyboard and mouse pad, as well as a Central Processing Unit slot and a cable tray which allows for placement of the equipment and power supply. Thus the training participant may use the desk in a conventional manner to write or read upon or use a computer for particular types of training. The desks are 122 cm wide, 84 cm deep and 76 cm high, and are on lockable rollers. The modular design of the desk allows various configurations to suit the class requirements.

We wish to thank Mr. Hryniuk for his innovation and CORCAN for making this vision a reality.

The Pacific

PEP Exercise – “The Eruption of Mt. Baker”

*by Mr. Neil Brewer
Operations Manager, CORCAN
Kent and Mountain institutions*

On January 28, I attended the Provincial Emergency Program (PEP) exercise ‘Thunderbird III’ in Agassiz, British Columbia. I was asked to attend as the representative of Kent Institution, but I also represented the interests of the local volunteer Search and Rescue team (Kent Harrison SAR). I set up SAR’s communications equipment at 7:00 a.m., with the exercise commencing at 8:00 a.m.

Mr. Wally McGuire, PEP Emergency Coordinator for Agassiz/Harrison, was the exercise facilitator, with Staff Sgt. John Veldman appointed as the Incident Commander. Two staff members were also present from Mountain Institution.

The exercise was based on the hypothetical eruption of Mt. Baker in Washington State. Because of its proximity and the prevailing weather pat-

terns, the eruption of Mt. Baker could have a significant impact on this area. Apart from minor earthquakes, the most significant threat is ashfall. Although seemingly harmless, ashfall has a disabling effect on many services from vehicle engines to sewage systems.

*Having facilities
such as
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Events in the exercise were run on real time, with a large binder containing fictitious (though potential) events at specified times occurring throughout the central and upper Fraser Valley. Scenarios affecting Correctional Service Canada (CSC) were relatively few, with the focus being on availability of staff due to transportation difficulties and personal commitments, such as family and personal safety. Because the institutions are largely self-sufficient, it became obvious that Kent and Mountain could easily become potential places of refuge for the community. The only other self-contained facility in this area is the Harrison Hotel. We can only surmise what the first choice would be! CSC could review their ability to assist the community in terms of a place of refuge for the public. The potential problems in doing this could obviously cause serious security concerns.

Having facilities such as Kent and Mountain demonstrated the need for

backup systems for the community; there is much discussion surrounding what would occur in a community disaster, but virtually no action to resolve identified deficiencies. Agassiz is particularly vulnerable to several disaster scenarios due to the lack of a community water supply – no power, no water, no sanitation, no cooking.

Of particular irony is the facility chosen as the emergency operations centre (EOC). The Centennial Centre is adjacent to the Municipal Hall in Agassiz and is conveniently located in the town centre. However, it has no backup power supply – a minor detail that was glossed over in the exercise. The Centennial Centre has only one telephone set, despite plans over a year ago to install parallel lines and more handsets. Volunteer Search and Rescue was able to bring in cellular and VHF stations into the room, along with auxiliary power from a small (5.5Kva) generator in their command vehicle.

Staff Sgt. Veldman was particularly frustrated with the telephone system, and at the end of the day he stated that he would not be prepared to use this facility as an EOC until power and communications issues were resolved. The RCMP detachment has auxiliary power and communications, but does not have quite as much floor space. The exercise continued on the following day, however, I was only able to attend for the first hour.

In summary, CSC looks extremely well prepared compared to the local community. It is hoped that the community’s decision-makers will realize that these hypothetical situations might become reality someday and that they will put in place a strategy to provide a coordinated response to disaster scenarios, so that the residents of Agassiz and Harrison won’t have to fend completely for themselves.

Community Forum Deemed a Success

by Mr. Robert E. Brown
Area Director, Vancouver Island Parole Office

A community forum on adult community corrections entitled "What Works: Where are the Gaps?" was held at Camosun College in Victoria on March 28. Over 100 participants from the Greater Victoria community attended and contributed to the day long proceedings. The forum was one of a series of community activities across Canada sponsored by Correctional Service Canada (CSC) and jointly coordinated by local Citizens' Advisory Committees (CAC), John Howard Society (JHS) and CSC. Both the CAC of Victoria Parole and William Head Institution were represented on the Planning Committee along with John Howard Society of Victoria and British Columbia, the Vancouver Island Parole Office, and the Criminal Justice Program at Camosun College.

The day was moderated by Mr. Bill Snowdon, former Chief Constable Victoria Police, current member of the National Parole Board and former Chair of the Victoria CAC. The day was kicked off with welcoming remarks from Mayor Frank Leonard of Saanich, followed by an overview and challenge to the participants about community participation in community corrections by Mr. R.E. Brown, Vancouver Island Parole.

Presentations on substance abuse programming, sex offender programming

and the potential for Circles of Support and Accountability for Greater Victoria were supplemented by a pre- and post-participant survey, and eight facilitated discussion groups. The groups provided feedback concerning both gaps and solutions. The communities' input and a more in-depth overview of the day will be incorporated into a "legacy" report that is currently in progress. This workshop resulted in the appearance of Vancouver Island Parole staff Dr. Bruce Monkhouse and myself, accompanied by Mr. Barry Murphy of the John Howard Society Bridge Substance Abuse Program, on the Shaw Cable television show entitled "Perspectives", which aired on April 1. Further discussions have occurred with Shaw Cable concerning the presentation of a series of one-hour shows on Restorative Justice to be aired in June.

On May 1, the Planning Committee met to finalize the content for the legacy document which will include the following four recommendations:

1. Community corrections forums should take place in other communities in British Columbia.
2. There should be an annual community corrections forum in Greater Victoria.
3. The Planning Committee, with representation from CSC, JHS, and CACs, in support of Recommendation 2, should continue with expanded membership from B.C. Corrections, the police and the British Columbia Criminal Justice Association.
4. CSC continue to fund an annual community corrections forum in Greater Victoria and that the Planning Committee seek additional sources of funding.

Elbow Lake Graduation

by Ms. Jane Whiting, Correctional Officer II

Elbow Lake Institution is a minimum security facility that is Aboriginal-focused. On April 8, we had the pleasure of having a joint graduation ceremony for two programs that had just completed: the Balance Lifestyle program which is an Aboriginal Cognitive Skills program, and the Native Family Violence program. The graduation was attended by approximately 50 people including offenders and outside guests. It took place outdoors and started with a traditional pipe ceremony lead by Elders George Isbister and Tom Macallum. Our Warden Ron Wiebe and guest Deputy Commissioner Pieter de Vink were asked to participate with some of the offenders in this part of the ceremony. The rest of the guests sat in a traditional circle, to represent the Medicine Wheel. The offenders all spoke in the circle about the lessons which these programs had offered to them and the tools that they would now use in their lives. Each graduate was given an eagle feather, a symbol used by Aboriginal people to show that an individual has gained knowledge.

They were also presented with a medicine bag that contained a stone. Many gifts were given to the guests and the Elders, which is also a traditional custom. After the graduation ceremony everyone enjoyed a barbecue feast held in our park area. The day was enjoyed by offenders and visitors alike.

UNDERSTANDING CORRECTIONS

#4

Managing Risks, Balancing Rights

Risk management is the focus of work for the Correctional Service of Canada (CSC). The management of the offender's risk commences the day the offender receives a federal sentence and remains to the day the warrant expires.

Risk management in the community involves services that provide continuity of the risk management plan developed in the institution. It is critical that the assessment and plan for reintegration is taken into consideration while assisting the offender to become re-established in the community.

In doing its work, CSC must take the safety concerns and human rights of many groups into account. These include: the general public, crime victims, CSC staff and even offenders themselves. All these groups have specific needs and rights that must be balanced. Offenders have a right to humane treatment, therefore the *Corrections and Conditional Release Act* directs CSC not to use measures more restrictive than

necessary in administering an offender's sentence.

As soon as a sentence is imposed, CSC begins assessing risk and preparing for the day the offender will be released.

At the same time, other groups must be protected from any safety threats that offenders might pose. Key to achieving the balance is assessing and managing risk. Some offenders are more of a potential danger than others; moreover, an offender's risk potential may change over time and in different situations. Many factors must be weighed in evaluating risk, for example, the offender's criminal record, attitudes,

social problems such as substance abuse or family violence, and motivation to change.

As soon as a sentence is imposed, CSC begins assessing risk and preparing for the day the offender will be released. Community staff gather information about the offender from many different sources – family, police, court, victims and other members of the public. Information gathering continues throughout the incarceration term and during conditional release. Such information helps CSC manage offenders while they are in custody, determine readiness for conditional release, and monitor and support those who are back in the community.

Staff draw on a large body of research on offenders and sophisticated analytical tools in measuring risk. These tools, along with information files and staff professional experience and judgement, all come into play. All help in determining how likely it is that an individual can return to the community safely and successfully.

Release

Temporary Release

Under the *Corrections and Conditional Release Act* there are three types of temporary absences from correctional institutions: escorted temporary absences, unescorted temporary absences and work release. Temporary absences may be granted where it is considered that the inmate will not, by re-offending, present an undue risk to society during the absence. The temporary absence must also fit within the framework of the offender's correctional plan.

- **Escorted temporary absence:** Is a situation where an offender, either alone or as a member of a group, leaves the institution accompanied by one or several escorting officers.
- **Unescorted temporary absence:** Is a release, of a limited duration, for medical, administrative, community service, family contact, personal development for rehabilitative purposes, or compassionate reasons, including parental responsibilities.
- **Work release:** Is a structured program of release established for a specified period of time involving work or community service outside the institution. This type of program is supervised by a staff member or

other person or organization authorized by the Warden.

Conditional Release

The National Parole Board has exclusive authority to grant two other forms of release – day parole and full parole – based on information and assessments prepared by Correctional Service Canada (CSC) institutional and community staff. Before granting such releases, Board members must be satisfied that the offender will not pose undue risk to the community and will fulfill specific conditions.

The following types of conditional release from correctional institutions are used in Canada:

- **Day Parole**
Provides offenders with the opportunity to participate in ongoing community-based activities. Ordinarily, the offender resides at a correctional institution or community residence. Offenders are also granted day parole in order to prepare for full parole or statutory release.
- **Full Parole**
A form of conditional release, which allows an offender to serve part of a prison sentence in the community. The offender is placed under supervision and is required to abide by conditions designed to reduce the risk of re-offending and to foster reintegration of the inmate into

the community. Under full parole, the person does not have to return nightly to an institution, but must report regularly to a parole supervisor, and in certain cases, to the police.

- **Statutory Release**
Requires that federally sentenced offenders serve the final third of their sentence in the community under supervision and under conditions of release similar to those imposed on offenders released on full parole. Offenders serving life or indeterminate sentences are not eligible.

Offenders on statutory release are therefore inmates who either did not apply for release on parole, or who were denied release on full parole. Statutory release can be denied if a detention hearing determines that the offender will likely commit an offence causing harm or death, a sexual offence involving a child or a serious drug offence.

- **Release on Expiry of Sentence**
This is not a conditional release but the full release required when someone has served the entire sentence. It applies to offenders who were considered too dangerous to return to the community under statutory release. In addition, some offenders eligible for conditional release choose to stay in prison until the end of their sentences.

Correctional Service Canada

Corporate Objectives, Actions and Success Measures (1998/99 – 2000/01)

<i>Priority</i>	<i>Objective</i>
SAFE, SECURE INSTITUTIONS	Implement security standards and practices that will provide a safe environment for staff/offender interaction and for reintegration efforts.
SAFE REINTEGRATION	Substantially increase the number of offenders safely and effectively reintegrated at or soon after eligibility.
ABORIGINAL OFFENDERS	Significantly increase the number of aboriginal offenders safely and successfully reintegrated.
MAXIMUM SECURITY AND SPECIAL NEEDS WOMEN OFFENDERS	Develop and implement appropriate strategies for the care and custody of women offenders with maximum security and/or special needs.
HEALTHY ENVIRONMENT	Foster an environment that contributes to the physical and psychological health of offenders, staff, the general public and the protection of the environment.
ORGANIZATIONAL CAPACITY AND RENEWAL	Implement human resource strategies that promote a continuous learning environment and ensure the development of CSC's workforce.
PARTNERSHIPS AND CONSULTATION	Expand partnerships and promote consultations as a means to achieve our objectives more effectively and influence the development of, and public support for, criminal justice policy.
COMMUNICATION	Enhance understanding of CSC's role in protecting the public through effective reintegration.
MISSION AND MANDATE <i>Policy</i> <i>Accountability</i> <i>Technology</i>	Pursue our Mission and Mandate with excellence.

Pull out: keep for reference