



Correctional Service
Canada

Service correctionnel
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SAFETY, RESPECT
AND DIGNITY
FOR ALL

LA SÉCURITÉ,
LA DIGNITÉ
ET LE RESPECT
POUR TOUS

Ten-Year Status Report on Women's Corrections

1996-2006

Canada

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Commissioner's Foreword

I am pleased to issue the Correctional Service of Canada's (CSC) Ten-Year Status Report on Women's Corrections. This report coincides with the anniversary of the 1996 release of the Honourable Louise Arbour's report, *Commission of Inquiry into Certain Events at Prison for Women in Kingston*. The Arbour Report resulted in pervasive policy change throughout our organization and, more significantly, led us to strengthen our organizational focus on respecting the rule of law and accountability.

What becomes apparent from reading this Status Report, and the updates on a multitude of recommendations, is the sustained work throughout our organization following the release of the Arbour Report. From this document, and from my own experiences and interactions since being appointed Commissioner last year, I can confidently say there is a concerted commitment amongst staff to do good work – work that is consistent with strong corporate values and respect for the rule of law.

The Arbour Report broadly addressed issues such as human rights, segregation, the inmate complaints and grievance process and the investigation process. Given the focus of the Commission, the Arbour Report contained specific proposals with regard to women's corrections. This included the recommendation for the establishment of a Deputy Commissioner for Women (DCW). Under the leadership of the current DCW, Anne Kelly, and the first DCW, Nancy Stableforth, there have been numerous accomplishments that have advanced the implementation of programs and services expressly for women offenders. This Status Report is a report card on the work and progress in this important area of Corrections over the past ten years.

While CSC has come far in addressing the unique needs of women offenders, our work is by no means complete. The nature of what we do in Corrections means that we must continually evolve and change. Our changing offender profile and correctional environment necessitate that we regularly measure, evaluate and improve our approaches to ensure they remain results-focused and demonstrate accountability. Foremost, CSC must evolve to adapt or re-shift its efforts, as appropriate, to most effectively ensure the safety of the public. This requires an approach that actively assists and encourages offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control in institutions, and through effective supervision in our communities.

**Keith Coulter, Commissioner
Correctional Service of Canada**

April 2006

The chances of success for a progressive correctional experiment are highest in women's corrections.

**The Honourable Louise Arbour,
Preface to the Commission of Inquiry, 1996**

Message from the Deputy Commissioner for Women

Much has been accomplished since the report of the Task Force on Federally Sentenced Women, *Creating Choices*, was released in 1990. Most notably, the regional institutions for women, envisioned in *Creating Choices*, have marked, or are approaching, their tenth year of operation. In 1996, the Arbour Report expressed optimism regarding CSC's initiatives toward a new vision for women offenders. The Report put forth recommendations that would further affect our policies and practices for women offenders in key areas such as cross-gender staffing, Aboriginal women offenders, security classification, management of security incidents, programs and community transition. This Ten-Year Status Report addresses the recommendations and change that resulted from the Arbour Report, as well as from the subsequent major reviews of the past decade.

I am proud to say that CSC is recognized as a world leader in women's corrections. This has been affirmed in the correctional literature and by our international counterparts from various correctional jurisdictions, particularly those who visit CSC's women's institutions with a view to learning from our operational model and experiences. This accolade coincides with the transformations in this area over the past decade. As with other examples of progress, the foundation of CSC's accomplishments is based on the combined dedication and efforts of many individuals and organizations over time, including staff, volunteers and representatives from various government and non-government organizations. I gratefully acknowledge all those – and there are many – whose commitment has served to strengthen CSC's work with women offenders. I am also appreciative to the women offenders who, along the way, have shared their experiences with us, and in doing so, have helped shape women's corrections.

The efforts since the Arbour Report underscore CSC's continued commitment to meeting the needs of women offenders and to a just and healthy correctional system. I trust that, together with our criminal justice partners and stakeholders, we will continue in the spirit of innovation and further solidify the success of our progressive endeavours in women's corrections.

**Anne Kelly, Deputy Commissioner for Women
Correctional Service of Canada**

April 2006

Introduction

On April 1, 1996, the Solicitor General of Canada released the Honourable Louise Arbour's report, *Commission of Inquiry into Certain Events at the Prison for Women*. As outlined in the Terms of Reference for the Commission, Louise Arbour, a judge of the Court of Appeal for Ontario at the time, was appointed as a Commissioner to:

...investigate and report on the state and management of that part of the business of the Correctional Service of Canada that pertains to the incidents which occurred at the Prison for Women in Kingston, Ontario, beginning on April 22, 1994, and on the responses of the Correctional Service of Canada thereto... [and] to recommend improvements as may be required, to the policies and practices of the Correctional Service of Canada in relation to such incidents.

The incidents under investigation commenced with a violent confrontation that took place between six women offenders and various correctional staff at the Prison for Women. The investigation addressed this incident as well as the offenders' subsequent lengthy period of segregation, Correctional Service of Canada's (CSC) deployment of a male Emergency Response Team, their role in the strip searches of the women offenders and CSC's response in the aftermath of these events.

The Arbour Report contained 14 main recommendations with over 100 sub-recommendations that focused primarily on women's corrections but had broad policy and management implications throughout CSC. Adherence to the rule of law was at the crux of the Arbour Report. Upon the report's release, the Solicitor General commented that it was "...aimed at establishing a healthier and just environment in women's corrections."

Various committees were convened to examine the findings and develop action plans to address the recommendations of the Arbour Report. Many recommendations were addressed immediately, or in the short-term, while others required multi-year implementation.

Task Force on Federally Sentenced Women

It is important to reiterate that significant change was underway in women's corrections prior to 1996 with the construction and opening of regional institutions for women offenders. The closure of Prison for Women and implementation of new regional institutions were in keeping with the recommendations of the 1990 report of the Task Force on Federally Sentenced Women, *Creating Choices*. This Task Force had been established by CSC in 1989 to develop a comprehensive strategy for the management of women offenders. It was distinct in many ways, including the fact that it was co-chaired by both CSC and the Canadian Association of Elizabeth Fry Societies, and included diverse representation from government, correctional practitioners, community advocates, Aboriginal organizations and women offenders.

Reemphasizing the conclusions of previous Commissions and Task Force reports on women's corrections, *Creating Choices* detailed the framework of a new correctional approach to better address the needs of women offenders. Five underlying principles were identified in *Creating Choices* as the foundation for a correctional strategy for women offenders, principles that continue to serve as the basis for our work: empowerment, meaningful and responsible choices, respect and dignity, supportive environment and shared responsibility.

This unique approach to Corrections was accepted by the Government of Canada in September 1990 and challenged CSC to look at new and innovative ways to assist women offenders in their safe reintegration into the community. The *Creating Choices* consultation process, their report and proposed model marked a significant turning point for CSC in terms of the management of women offenders following a long history of calls for reform.

While operational planning for the new sites was initiated in 1990 upon acceptance of *Creating Choices*, there has been a tendency over time for people to link the opening of the regional institutions to the findings and recommendations of the Arbour Report. This can likely be attributed to the timeframe of the report's release which generally coincided with the opening of three of the new institutions. Additionally, the Prison for Women did not officially close its doors until 2000, four years after the Arbour Report.

A New Structure and Approach - Regional Institutions for Women Offenders

Nova Institution for Women, Okimaw Ohci Healing Lodge and Edmonton Institution for Women all opened in 1995, six months prior to the release of the Arbour Report. Joliette Institution and Grand Valley Institution for Women opened in 1997. A sixth regional women's institution, Fraser Valley Institution, opened in 2004 following the closure of Burnaby Correctional Centre for Women (BCCW). Up to that time, federal women offenders in the Pacific Region had been accommodated at BCCW under an Exchange of Services Agreement with the Province of British Columbia, which enabled these women to remain in their home province. Additionally, Isabel McNeill House, in Kingston, Ontario, was established in 1990 as a minimum security facility for women offenders and remains open to this day.

The existence of regional women's institutions is in itself a significant indication of the progress in the past decade. The opening of regional institutions, rather than maintaining one institution for all federally sentenced women, significantly alleviated a multitude of concerns that had been voiced over the years regarding the experience of incarcerated women. Primarily, there were concerns about most of the women's geographical distance from their families, friends, and communities. As well, there was a lack of programs specific to women's needs, no programs and services for francophone women, little in the way of programs and services to meet the cultural and spiritual needs of Aboriginal offenders and the building and space were inadequate.

Most of the regional women's institutions are designated as multi-level sites and, therefore, accommodate women classified at the minimum, medium and maximum security level. The design of the regional women's institutions is reflective of a community-living environment as recommended in *Creating Choices*:

- Stand-alone houses clustered behind a main building with staff offices, program space, a health care unit and a visiting area; an Enhanced Unit was also included as part of the original design with traditional cells and rooms for reception;
- Each house has communal living space, a kitchen, dining area, bathrooms, a utility/laundry room and access to the grounds; and
- There are up to 10 women per house, responsible for daily living needs: cooking, cleaning and laundry.

The Okimaw Ohci Healing Lodge differs in some respects from the other women's facilities. This Aboriginal Healing Lodge was the first institution of its kind to be developed with First Nations' communities. Its design and operational philosophy are based on Aboriginal teachings, spirituality and traditions. The Healing Lodge accommodates women classified at the minimum and medium security level. Isabel McNeill House differs from the other institutions; it is a smaller, standalone facility that accommodates women classified at the minimum security level.

The original design of the regional women's institutions has been modified over the years to effectively respond to the changing profile and needs of women offenders and to address capacity issues.

A number of serious incidents occurred in late 1995 to early 1996 at Edmonton Institution for Women involving women offenders who were classified at the maximum security level. Following these incidents, CSC made the decision to accommodate maximum security women in separate units at men's institutions until security was enhanced at the regional women's institutions. A unit for maximum security women was opened at Saskatchewan Penitentiary, followed by units at Springhill Institution in Nova Scotia and at the Regional Reception Centre in Quebec. These units remained open until 2003-04.

Commencing in 1996, an Intensive Healing Program for women experiencing difficulties such as self-injurious and assaultive behaviour was designed by CSC and implemented in the Churchill Unit at the Regional Psychiatric Centre (Prairies) in Saskatoon. No similar program had been previously offered in CSC. This 12-bed unit has been operational since September 1996 as an immediate response to various reports suggesting this type of intensive intervention was needed for a small proportion of women. It is a community-accredited mental health facility that treats those inmates/patients who consent to treatment. Since 2004, women with intensive mental health needs may also be referred to the treatment unit for women at Institut Philippe Pinel de Montréal. CSC has a contract with Pinel, a provincial psychiatric facility, to provide designated bed space and services to federal women offenders requiring intensive mental health intervention.

In 1999, CSC developed the Intensive Intervention Strategy (IIS), an accommodation and management strategy, aimed at better addressing the needs and risks of women classified as maximum security and those classified at minimum and medium security that have mental health problems. As part of this Strategy, the Enhanced Units at the regional women's institutions were renovated into Secure Units. These are more traditional accommodation with pods of 4-6 cells, program areas, kitchen and staff offices. Eight-bed Structured Living Environment houses were also built at each institution for the lower security women with mental health problems. Both units have 24-hour supervision and an inter-disciplinary team who receives additional training including specialized mental health training. The Structured Living Environment houses opened in 2001 (Fraser Valley's unit opened in 2004) and the Secure Units opened in 2003-04 (Fraser Valley's unit opened in 2006).

While *Creating Choices* established a new correctional model for women, the Arbour Report's findings and recommendations were markedly influential in terms of infusing reforms within CSC's organizational culture and in terms of our policies. Within this framework of change, the Arbour Report further shaped the policy, management and culture of the new regional women's institutions which had just opened.

Key Reviews on Women's Corrections

Since the release of the Arbour Report, and the subsequent opening of the new institutions, there have been additional major reviews on federal correctional services for women:

- The Cross-Gender Monitoring Project, First Annual Report (1998), Second Annual Report (1999) and Third and Final Report (2000/2001)
- Auditor General Report on the Reintegration of Women Offenders (April 2003)
- 26th Report of the Standing Committee on Public Accounts (November 2003)
- Canadian Human Rights Commission (CHRC), *Protecting Their Rights – A Systemic Review of Human Rights in Correctional Services for Federally Sentenced Women* (December 2003)

These reviews examined systemic correctional issues pertaining to women's corrections and CSC's processes aimed at the reintegration of women offenders, including issues of security classification, case management and programs. While acknowledging the work and advancements by CSC in women's corrections, each report put forth various, often related, recommendations to identify opportunities for improving existing practices. CSC responded to the findings of each report with an Action Plan to address the recommendations.

The Cross-Gender Monitoring Project, launched in response to a recommendation of the Arbour Report, reviewed the specific area of cross-gender staffing in women's institution over a three-year period. The Monitor commenced her work and completed her *First Annual Report* in 1998. The Monitor's *Second Annual Report* was submitted in 1999 and her *Third and Final Annual Report* was submitted in 2001. As indicated in *CSC's Response to Cross-Gender Monitor's Third and Final Report*, the completion of the Monitor's final report coincided with the commencement of the CHRC's extensive review and consultation process that would also include the issue of men as frontline workers. Given the considerable overlap between the recommendations of the CHRC report and those in the Cross-Gender Monitor's final report, the response to the latter was released in conjunction with CSC's Action Plan to the CHRC report.

Reviewing a Decade of Change

Women's corrections in Canada has been chronicled many times since the days of 1835 when three women inmates were first housed in the infirmary of Kingston Penitentiary. The issue has been even more emphatically debated throughout the Prison for Women years, commencing only a few years after its opening in 1934. This Status Report brings us forward in time by focusing on progress in a new era of women's corrections. The tenth anniversary of the release of the Arbour Report, and the completion of subsequent major reviews, is an appropriate juncture at which to review the overall state of affairs in women's corrections to highlight our progress, challenges and future direction. Principal themes will be highlighted such as human rights, cross-gender staffing, Aboriginal women offenders, security classification, management of security incidents, segregation, programs and community transition.

Four supplementary documents are annexed to this report that provide current Action Plan updates on each of the recommendations in the Arbour Report, Auditor General's Report, Public

Accounts Committee Report and the Canadian Human Rights Commission (CHRC) Report. A separate annex is not included for the *Cross-Gender Monitor's Third and Final Annual Report* in this Ten-Year Status Report; CSC's Action Plan Update to the CHRC report in Annex D, largely responds to the recommendations of the Monitor's Report.

The intent of the annexes is to provide the reader with the most current status on the issues by referencing milestones within the last few years; however, it is important to bear in mind that continuous work over many years has brought us to this stage of development. The annexes also serve as CSC's annual update to the Office of the Auditor General and the CHRC. They will receive their specific Action Plan Update as part of the Ten-Year Status Report which will allow them to assess progress against their specific recommendations within the context of the overall ten-year period.

It is clear from this Status Report that the momentum for innovative change that commenced in 1990 with the Task Force on Federally Sentenced Women was maintained in the years that followed and continues today. Women's corrections has been transformed since that time as evidenced by a vastly different operational model, structure and approach within the regional women's institutions and the ongoing development of a continuum of gender- and culturally-informed policies and programs.

This Status Report is an update at this point in time and provides a thorough account of developments and progress at this ten-year milestone. Nevertheless, Corrections is dynamic. Therefore, while CSC considers many of the recommendations from the reviews of the past decade to be complete, there are issues that will always require CSC's sustained efforts to remain effective through future change.

INSTITUTIONAL PROFILES



Nova Institution for Women

- Truro, Nova Scotia
- Opened 1995
- Population: 49



Joliette Institution

- Joliette, Quebec
- Opened 1997
- Population: 75



Grand Valley Institution for Women

- Kitchener, Ontario
- Opened 1997
- Population: 91



Isabel McNeill House

- **Kingston, Ontario**
- **Opened 1990**
- **Population: 5**



Okimaw Ohci Healing Lodge

- **Maple Creek, Saskatchewan**
- **Opened 1995**
- **Population: 21**



Edmonton Institution for Women

- **Edmonton, Alberta**
- **Opened 1995**
- **Population: 99**



Fraser Valley Institution

- **Abbotsford, British Columbia**
- **Opened 2004**
- **Population: 46**

Population is as of March 12, 2006 from Offender Management System and does not include those who are temporarily detained. There are also 12 women offenders incarcerated in the women's unit at Regional Psychiatric Centre (Prairies) and 3 on remand.

PROFILE OF WOMEN OFFENDERS

(Offender Management System as of March 12, 2006)

There are 909 federal women offenders, either incarcerated or on conditional release.

Incarcerated

44% (401) incarcerated women

Age

- 2% are under 20 years of age
- 38% are 21-30
- 34% are 31-40
- 19% are 41-50
- 7% are 51+

Ethnic Origin

- 57% Caucasian
- 31% Aboriginal
- 5% Black
- 4% Other
- 3% Asiatic

Sentence Length

- 51% serving under 4 years
- 19% serving 4-5 years
- 10% serving 6-10 years
- 2% serving 11 years+
- 18% serving life sentences

Security Classification

- 34% - minimum security
- 45% - medium security
- 10% - maximum security
- 11% - Intake Assessment/unclassified

Conditional Release

56% (508) women on conditional release.

Age

- 1% are under 20 years of age
- 24% are 21-30
- 26% are 31-40
- 29% are 41-50
- 20% are 51+

Ethnic Origin

- 61% Caucasian
- 19% Aboriginal
- 10% Black
- 5% Other
- 5% Asiatic

Sentence Length

- 53% serving under 4 years
- 15% serving 4-5 years
- 13% serving 6-10 years
- 3% serving 11 years+
- 16% serving life sentences

PRINCIPAL THEMES: PROGRESS, CHALLENGES AND FUTURE DIRECTION

Phase II of the Arbour Commission of Inquiry was dedicated to policy consultations and roundtable discussions on selected topics in which CSC participated and provided submissions. These submissions included detailed overviews on the work to date in implementing the operational plans for the regional women's institutions, as well as cross-gender staffing issues, Aboriginal Women, gender-informed program development, security classification and crisis management. Phase II also included a site visit by the Commission to the recently opened Okimaw Ohci Healing Lodge. The Arbour recommendations, and those of all the major reviewers on women's corrections that ensued, served to build on what had already commenced and to ensure a vision that would further advance our capacity to safely reintegrate women offenders into their home communities.

CSC accepted the vast majority of the recommendations in the Arbour Report and the reports of the Auditor General, Public Accounts Committee and Canadian Human Rights Commission. To assess the progress of the past ten years, some pertinent questions were generally considered for this Status Report: What changes did CSC implement to address recommendations from the major reviews? What accomplishments have been made? What challenges did we face in doing so? What are the next steps?

A comprehensive examination of the key reviews on women's corrections from 1996-2006 highlight the following principal theme areas: human rights, cross-gender staffing issues, Aboriginal women offenders, security classification, management of security incidents, segregation, programs and community transition. In the following sections, these will be examined to demonstrate the ongoing efforts, evolution of progress and challenges in these areas.

This Status Report focuses on the principal themes that emerged from the referenced reviews of women's corrections. Mental health was not examined as a key area in the reviews and is not discussed as a principal theme in this Status Report, but rather discussed throughout the report in applicable areas. The number of offenders with mental health problems is increasing. For example, one out of four women offenders identified at admission presents mental health problems and this proportion has doubled since 1997, from 13% to 26% (CSC Research Branch, Profiles and Forecasts, 2005). While there have been considerable efforts and progress to date in addressing the mental health needs of women offenders, CSC will be focusing further attention on this important area in the coming years.

HUMAN RIGHTS

The Arbour Report was clear in its findings that CSC did not follow the spirit, nor the letter, of the law at various times over the course of the incidents at Prison for Women in 1994. Further, the Report was explicit in its criticism that CSC's response to the incidents of 1994, particularly at the management level, was an indication of a very serious problem – that the correctional culture reflected a lack of commitment to, and respect for, the rule of law.

Correctional systems are by their nature heavily dependent on rules, not just for the fair and humane treatment of offenders, but for the orderly conduct of a difficult social relationship. The strategic task is to integrate human rights considerations within that rule-bound environment in such a way that their rationale can be readily understood and their requirements intelligently met. This means that the first step towards ensuring the rule of law in human rights matters must be an explicit recognition that the correctional authority holds itself bound by international, constitutional and statutory obligations that have been accepted by the state.

Human Rights and Corrections: A Strategic Model, December 1997

Recommendations were made to address critical areas and guide CSC in developing a culture of rights at all levels of the organization. As an initial step in a progression of change, CSC specifically incorporated the rule of law into its Mission Statement: *The Correctional Service of Canada (CSC), as part of the criminal justice system and respecting the rule of law, contributes to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control.*

Several years later, the Canadian Human Rights Commission (CHRC), conducted its broad-based review on the delivery of correctional services to women, focusing on

CSC's responsiveness to the purpose and objectives of the *Canadian Human Rights Act*. The recommendations proposed by the CHRC further guided CSC in promoting and maintaining a culture that respects its human rights obligations.

Throughout the past decade, several initiatives have been undertaken as part of a strategic model for developing a culture of rights and respect for the rule of law throughout CSC.

In May 1997, a Working Group on Human Rights, chaired by Maxwell Yalden, who was on the United Nations' Human Rights Committee at that time, was mandated to review CSC systems for ensuring compliance with the rule of law in human rights matters; provide a general strategic model for evaluating compliance within any correctional context; and present recommendations concerning the Service's own ability to comply and to effectively communicate such compliance.

One conclusion of the Working Group was that the essential rights of prisoners are adequately reflected in the *CCRA* and *Regulations*. The Working Group also noted that all parties involved in the correctional process must have a clear and common understanding of human rights, the purpose they serve and how they are applied in practical terms. One of the key outcomes from the Working Group was the establishment of a Human Rights Division (1998) based at CSC's National Headquarters whose strategic objectives are to:

- Cultivate and maintain a corporate culture respectful of human rights;
- Identify human rights issues and priorities throughout CSC;

- Increase the profile and purpose of the division within CSC and with human rights partners;
- Increase the knowledge of staff and managers about their human rights obligations and responsibilities;
- Improve CSC response to complaints filed with the Canadian Human Rights Commission.

Prison life, by its very nature, compromises privacy, mobility, assembly and association rights. It removes and separates offenders from society, considerably restricting their contact with family, friends and the outside world. However, apart from the loss of liberty, offenders do not forfeit their right to be treated with dignity and humanity. These rights continue to be protected under the *Charter*. Basic rights to life and security of the person, health care, fair and just treatment and protection from discrimination and maltreatment remain and correctional authorities assume a duty of care and responsibility for ensuring the safety, integrity and welfare of offenders. Correctional authorities must provide for the basic necessities of life, including safe and secure accommodation, clean clothing and bedding, adequate food, drink, sanitation and washing facilities and the opportunity for daily fresh air exercise.

Key Accomplishments

Human Rights

- Since 2000, general information on human rights was put on CSC's intranet system in order to increase staff understanding of human rights.
- CSC human rights specialists regularly visit institutions to make presentations to staff on human rights in Corrections. Similar presentations have been included in the Deputy Warden and Assistant Warden orientation programs.
- A human rights framework for decision-making was implemented in June 2005 in all institutions, including women offender institutions (Can I? May I? Should I? Model).
- Internal audit frameworks have and continue to be adapted to ensure human rights issues are addressed across operational functions.
- A standardized section on Human Rights has been prepared for inclusion in all inmate handbooks early in fiscal year 2006-07.
- CSC and the CHRC are currently developing a Memorandum of Understanding to establish a framework to assist the CHRC and CSC in preventing discrimination and better managing complaints of discrimination.
- CSC is currently developing a human rights monitoring tool. The tool, to be completed in fiscal year 2006-07, will ensure CSC's compliance with domestic and international human rights obligations.

Restorative Justice and Alternative Dispute Resolution (RJDR)

- RJDR Branch actively advises on and coordinates restorative justice and dispute resolution processes for offenders, victims, community members and staff.
- CSC is conducting an Impact Analysis (November 2005-February 2006) of mediation and alternative dispute resolution approaches used by designated mediators to address offender issues, complaints and/or grievances prior to and/or at any stage in the formal grievance process.

Offender Redress

- Regular information bulletins are provided on CSC's intranet to staff to share lessons learned from offender grievances.
- In April 2005, CSC developed a corrective action follow-up system to ensure that direction from the Commissioner's delegate is completed within 30 days.
- Offender Redress monitoring and reporting capacities have been automated and improved and are available on the intranet system. Specifically, the Corporate Reporting System provides detailed historical grievance information relating to women offenders.
- CSC has adopted the Treasury Board policy principles on harassment and is applying them to allegations of harassment made by offenders.
- The *Offender Complaint and Grievance Manual* has been updated to reflect these principles and to identify the appropriate investigative process to be followed when these allegations are made.
- CSC has developed a Grievance Code Dictionary which identifies all relevant legislation and policy related to each grievance code, to improve the response process at all levels.
- The Women Offender Sector conducts an analysis, twice a year, on the issues raised by women offenders via the complaint and grievance process. Key issues that emerge are followed up with the respective Wardens. Findings from the review of the 1st and 2nd Quarter of 2005-2006, note good timeliness in responses to complaints and grievances and the completion of thorough assessment of issues in responses.

Challenges and Next Steps

Timeliness of grievance responses continues to be a challenge in some regions at the second level and also at the third level. CSC will have eliminated its backlog of grievance responses by May 2006 through temporary staffing strategies. A review of the Offender Redress System was conducted to enhance and streamline the process and improve the timeliness of responses. Special attention was given to issues such as Claims against the Crown and multiple grievors. The review of the Offender Redress System has resulted in recommendations for more sustainable solutions to ensuring quality and timely responses to grievances; the recommendations are currently under consideration.

In terms of harassment cases, there is a lack of trained and certified harassment investigators who meet Treasury Board standards, and at times, this results in non-compliance with investigative requirements. CSC is considering amending the requirements for investigator credentials. Specifically, the proposal is that one member of an investigation team must have completed the Canada School of Public Service training on investigating allegations of harassment, with the remaining members having completed CSC's internal national investigation training.

CROSS-GENDER STAFFING ISSUES

While it may be reasonable to expect a considerable reduction in the personal privacy experienced by prisoners (Conway v. Canada, [1993] 2 S.C.R. 872), privacy is nevertheless part of a legal framework which requires protection of the dignity of individuals, even when they are incarcerated.

Commission of Inquiry into Certain Events at Prison for Women, 1996

There are no simple remedies to resolve the debate on cross-gender staffing issues in women's institutions. It is a debate that has historically led to legal challenges within corrections on questions of personal privacy, dignity, employment rights and *Charter* issues. Offenders, correctional staff and stakeholders have expressed deep convictions as to the role that men should have in the front line positions at women's institutions. These views have at times been at opposing ends of the continuum, yet share a common belief in principles of fairness, dignity and individual rights.

In 1994, CSC decided that recruitment for front line staff at the new regional women's institutions would be open to both men and women. With that decision, staff selection was not to be based on gender, but rather on criteria directly related to duties, a demonstrated sensitivity to, and awareness of, women's issues, professionalism and an ability to work in a women-centred environment. A proactive staffing approach was established which focused on policies, comprehensive women-centred training and adaptations to the physical environment within the institutions. All of these elements contributed to maintaining a correctional environment that was respectful of women offenders' right to personal privacy and dignity.

The Arbour Commission of Inquiry examined the role of men in women's institutions. The report thoroughly considered the concerns and merits involved with employing men as front line workers at the regional women's institutions. It was emphasized that the potential for problems to arise with cross-gender staffing must never be minimized given the very real and devastating consequences that could result from abuse in a carceral setting. The Arbour Report indicated that the success of CSC's cross-gender staffing model would depend on the protocols in place, the quality of the staff selection process and training programs to address critical issues of privacy and dignity.

In response to the concerns expressed in the Arbour Report, CSC implemented a *National Operational Protocol – Front Line Staffing* to address operational issues surrounding the responsibilities of all staff, but particularly front line staff (Primary Workers). The *Protocol* incorporated issues such as staff announcing their presence in the living units and pairing of men and women staff.

The Arbour Report also recommended that one of the new regional institutions staff front line positions solely with women and that an independent monitor oversee CSC's cross-gender staffing practices during the early years at the other institutions. CSC applied for, and received, a three-year exclusion order effective January 1, 1997, to enable the Service to hire only women as front line staff at Edmonton Institution for Women (EIFW). A second exclusion order was approved which expired in December 2001.

The final report of the Cross-Gender Monitor was released in April 2001. Eleven recommendations were put forth – the most significant of which departed from the First and Second Reports and recommended that men not be permitted to work in front line positions in

the regional women's facilities and healing lodge. The Monitor indicated that one of the key reasons for the change in recommendation was CSC's poor compliance with certain elements of the *Protocol* and its lack of adherence to a women-centred selection process and training program.

From April to September 2001, CSC conducted extensive internal and external consultations with regard to the Monitor's main recommendation. Women offenders; staff; provincial, territorial, national, and international correctional jurisdictions; Citizens' Advisory Committees; Canadian Association of Elizabeth Fry Societies; the Office of the Correctional Investigator; Aboriginal and multi-cultural organizations; unions, the National Parole Board; the Department of Justice; the Canadian Human Rights Commission; and universities were consulted. The majority of parties were in favour of maintaining a percentage of men as front line staff in women's institutions. CSC did not apply for a renewal of the exclusion order given the results of its consultation process.

That same year, the Canadian Human Rights Commission (CHRC) commenced its extensive review which would include the issue of cross-gender staffing. As described in its report, the CHRC conducted a human rights analysis, using the three-part test, on the employment of men in front line positions. It concluded that "the Correctional Service of Canada must vigorously pursue other alternatives before impairing the employment rights of men in such a fashion". They acknowledged that the *National Operational Protocol – Front Line Staffing* had "achieved some success in mitigating the negative effects of the presence of male guards on women inmates at risk, but it could be improved." In addition to putting forth recommendations on the Women-Centred Training Program, the CHRC recommended that the *Protocol* be converted to a policy document and endorsed CSC's decision to employ men in front line positions.

CSC accepted the CHRC's recommendation and promulgated *Commissioner's Directive 577, Operational Requirements for Cross-Gender Staffing in Women Offender Institutions* in March 2006. The new policy document is largely based on the 1998 *Protocol* and addresses requirements that must be met where we have men working in a women's institution. The promulgation of *Commissioner's Directive 577* formalizes requirements for staff which will assist in bringing national consistency to these issues. Progress will be monitored through CSC's accountability monitoring tools and in the long-term, an evaluation project.

The current staffing proportion at the regional women's institutions reflects a manageable balance that is respectful of privacy and dignity issues, employment rights and *Charter* issues. As of February 2006, 18.5% of the front line staff (Primary Workers) at all women's institutions are men; 81.5% are women. Generally, the proportion has been relatively consistent since the women's institutions opened. An exception is Edmonton Institution for Women, where there is a higher proportion of women in front line positions (86.4% are women; 13.6% are men), given the exclusion order that was in place for several years. As well, at Okimaw Ohci Healing Lodge and the women's unit at the Regional Psychiatric Centre (Prairies) all front line positions are currently staffed with women.

Allegations of harassment are taken very seriously by CSC with each case investigated in accordance with harassment policy. It is important to note that while there have been cases of harassment that have been brought forth by women offenders against men in front line positions, there have not been cases of sexual harassment.

Key Accomplishments

Policy:

- *National Operational Protocol – Front Line Staffing* was promulgated in 1998.
- The *Protocol* was converted to *Commissioner's Directive 577, Operational Requirements for Cross-Gender Staffing in Women Offender Institutions* and promulgated in March 2006.
- Operational requirements for cross-gender staffing are included in other CSC policies such as searches and management of emergencies.
- CSC's anti-harassment policy is applicable to staff and offenders and covers all types of harassment, including sexual harassment.

Primary Worker Selection Process:

- The Primary Worker Selection Process uses a variety of tools to enable the Selection Board to seek out the best candidates from within, and outside of CSC. Selection standards are directly related to the duties to be performed and assess the candidate's ability to work in a women-centred environment (i.e., strong sensitivity to and awareness of women's issues; professionalism; etc.). The process includes a written examination on which a minimum standard must be met to proceed; an interview and reference checks.
- A revised staff selection process was implemented in 2001 to increase efficiency and to standardize operational practices in hiring Primary Workers; in 2001, an updated Women-Centred Training Program was implemented to ensure continued integrity and adherence to the *National Operational Protocol – Front Line Staffing*.

Staff Training Plan:

- Primary Workers are trained in case management, team work and crisis management.
- All front line staff participate in a ten-day Women-Centred Training Program, as well as refresher training every two years. These courses address a variety of women's issues, including empowerment, communication and problem-solving skills, and the intrinsic issues of respect and dignity related to cross-gender staffing.
- Primary Workers also participate in the Parole Officer Orientation training in order to fulfill their case management duties.
- CSC is currently in the process of reviewing the Women-Centred Training Program to ensure it is updated as appropriate to reflect new aspects of the cross-gender policy.

Related Activities:

- In 2000, CSC endorsed a renewed commitment to cross-gender staffing principles, including selection, training, and operational practices.
- In 2003, CSC established a working group to analyze the operational issues that affect cross-gender staffing in women's institutions to inform policy development.

Challenges and Next Steps

CSC's cross-gender policy, staff training and staff selection processes ensure that sufficient 'checks' are in place to protect the privacy, dignity and safety of women offenders while they are incarcerated. These mechanisms require our ongoing focus to ensure these principles are fully respected. In addition to regular reviews of staff training and staff selection processes, a Management Control Framework tool is currently being developed and will be implemented in the fiscal year 2006-07 to provide a monitoring tool for compliance with the cross-gender policy. In keeping with CSC's commitment to the CHRC, an evaluation of cross-gender staffing practices will be undertaken in 2007-08. These mechanisms will contribute to our overall accountability framework in this critical area of women's corrections.

ABORIGINAL WOMEN OFFENDERS

The opening of Okimaw Ohci Healing Lodge (OOHL) in 1995 was a major milestone towards meeting the healing and reintegration needs of Aboriginal women offenders. OOHL is located on the Nekaneet Reserve in Saskatchewan and the chosen name means "Thunder Hills". OOHL's focus on traditional healing practices in a culturally relevant environment marked a complete shift in correctional approaches for Aboriginal women offenders. The offender population of OOHL includes women classified at the minimum and medium-security level.

Healing for Aboriginal women means the opportunity, through Aboriginal teachings, programs, spirituality and culture, to recover from histories of abuse, regain a sense of self-worth, gain skills and rebuild families. Through healing, Aboriginal women are able to change or release negative behaviours such as addictions and criminal behaviour. Delving deep into issues allows for an intensive healing experience, which improves their ability to re-establish themselves in their community.

Okimaw Ohci Healing Lodge Operational Plan, 2004.

A Healing Lodge in the Prairie Region was envisioned in *Creating Choices* which proposed that the features and design of the facility be developed by CSC in close partnership with Aboriginal people. The Operational Plan and facility design that evolved focused on the importance of nature in Aboriginal culture, the need for privacy in healing, community interaction and Aboriginal specific intervention strategies.

In the years leading up to the opening of OOHL, a vast amount of work had been accomplished under the leadership of a Planning Circle which was comprised of representatives from CSC, Elders and other members of the Aboriginal community. The Planning Circle initiated the development of a comprehensive plan for staff selection, training and program development for the Healing Lodge. The staff selection process emphasized the recruitment of Aboriginal employees and working with Aboriginal communities.

In the other women's institutions, access to Aboriginal forms of healing are facilitated through Elders and Aboriginal Liaison Officers. Staff encourage and support these efforts, recognizing how difficult this personal journey can be for the women. The Regional Psychiatric Centre (Prairies) offers weekly Aboriginal programming to all women in its care.

The Arbour Report acknowledged the opening of the Healing Lodge for Aboriginal women as "...probably one of the most progressive steps ever taken by the Correctional Service." A recommendation put forth in the Report proposed building on this innovation by making the Healing Lodge accessible to all Aboriginal women regardless of their security classification. Subsequently, the report of the Canadian Human Rights Commission (CHRC) made a similar recommendation that CSC base admission to the Healing Lodge on individual assessment rather than having a blanket policy of not allowing maximum security women at the Healing Lodge. In conjunction with this, the CHRC recommended that CSC "reassess the classification of all Aboriginal women currently classified as maximum security using a gender-responsive reclassification tool." CSC did not accept the recommendations pertaining to the accommodation of maximum security women at the Healing Lodge for reasons detailed in Action Plan Updates for the Arbour and CHRC reports (Annex A, recommendation 7 (a) and Annex D, recommendation 2(c)).

Other issues raised in the Arbour Report, and the reports of the Auditor General, Public Accounts Committee and CHRC address access to Elders, Section 81 and 84 Agreements and culturally sensitive staff training.

CSC's responsiveness to Aboriginal women offenders has evolved to encompass a holistic framework for healing. Ten years ago, there were very few programs or services to meet the unique needs of Aboriginal women offenders. Today, a national Aboriginal strategy for women is in place which establishes a continuum of culturally-specific services and community healing programs to rehabilitate and reintegrate these women into their families and communities.

The active involvement of Aboriginal communities in the correctional process is essential if we are to successfully reintegrate Aboriginal offenders. Sections 81 and 84 of the *Corrections and Conditional Release Act* give Canada's Aboriginal communities the opportunity to become more involved in the care, custody and release of all Aboriginal offenders. CSC is currently working with Aboriginal communities so that they are involved in planning the conditional release of Aboriginal offenders. Restoring harmonious relationships among offenders, victims and communities is a cornerstone to Aboriginal correctional policy.

The number of incarcerated Aboriginal women offenders has increased over the past decade, with Aboriginal women currently representing 31% of the total women offender incarcerated population. The profile of Aboriginal women sentenced to federal custody has not significantly changed over the past decade. These women have multi-faceted needs, including pervasive substance abuse, and have physical and/or sexual abuse histories.

Aboriginal women's disproportionate representation in the justice system is a reflection of long-standing systemic issues that go well beyond the capacity of CSC alone to remedy. Although CSC cannot directly affect the overall rate of incarceration of Aboriginal peoples, it plays a fundamental role in potentially reducing re-incarceration rates. It does so by partnering with other jurisdictions, departments, agencies and diverse Aboriginal groups and communities to develop integrated and targeted approaches which respect different Aboriginal cultures and focus on healing and safe reintegration initiatives.

While considerable work has been undertaken, there remains much work ahead of us to meet the needs of Aboriginal women offenders. CSC will continue to place a high priority on enhancing its capacities to provide effective interventions for Aboriginal women offenders.

Key Accomplishments

- OOHL offers services and programs that reflect Aboriginal culture in a space that incorporates the traditions and beliefs of Aboriginal peoples. As well, OOHL maintains strong links to the local community and women offenders often participate in temporary absences to attend events on the Nekaneet Reserve.
- The Aboriginal Pathways Program has been established at Fraser Valley Institution and is planned for Edmonton Institution for Women. Pathways is a component of CSC's strategy to build a continuum of Aboriginal specific services from intake to release, including a specialized Aboriginal orientation unit and healing units within existing correctional institutions.
- CSC's Security Reclassification Scale for Women was implemented in September 2005 and is valid and reliable for Aboriginal women offenders.

- Cultural and gender-specific programs, Spirit of a Warrior and Circles of Change, are being delivered at regional women's institutions.
- The Women Offender Substance Abuse Program has been successfully implemented in all regional women's institutions. Development of a substance abuse component within the Spirit of a Warrior Program has recently been initiated specifically for Aboriginal women offenders.
- The role of Elders/Aboriginal liaison has been enhanced in the development of Correctional Plans and Criminal Profile Report.
- Ten Aboriginal Community Development Officer positions have been staffed across the country to create links for both men and women offenders with Aboriginal communities, raise Aboriginal community interest in participating in the correctional process, and initiate Section 84 agreements.
- An Aboriginal advisory committee has been established in the Pacific Region to explore Section 81 and 84 agreements for women offenders.
- A Section 84 Conditional Release Planning Kit has been produced and widely distributed throughout CSC and communities to provide a comprehensive guide on this type of release option.
- Each women's institution has identified a staff "Champion" to serve as a promoter of OOHL.
- While CSC did not accept the recommendations pertaining to the accommodation of maximum security women at the Healing Lodge, a Healing Readiness Commitment Process has been designed for these women who wish to work toward reducing their security classification and eventual transfer to OOHL.
- The women's unit at the Regional Psychiatric Centre (Prairies) has developed an intensive treatment service utilized predominantly by Aboriginal women offenders (particularly maximum security). The program incorporates two half-days of Aboriginal programming delivered by Elders and Aboriginal Liaison Officers.
- Community residential accommodation for Aboriginal women has been established with Anderson Lodge in Vancouver.
- CSC's Aboriginal Initiatives Branch now reports directly to the Senior Deputy Commissioner to ensure senior-level leadership.

Challenges and Next Steps

CSC's Aboriginal-specific programs, such as Pathways, are starting to result in increases in movement to lower security levels, fewer incidents and reduced re-offending among those who participate. However, there are gaps in our capacity to meet the needs of urban Aboriginal offenders and those from the North. To make an impact, we need to continue to build community capacity, through strategies such as those discussed above, and expand CSC's understanding and application of Aboriginal approaches in corrections.

Aboriginal women offenders are also more likely to return to custody for a breach of a condition of community supervision. CSC will continue to work at narrowing the gap in the rate of revocations for Aboriginal offenders while they are under supervision in the community. Aboriginal issues continue to be a priority area for CSC.

SECURITY CLASSIFICATION

Throughout the history of women's corrections, numerous concerns related to the classification of women offenders have been identified. More recently, various stakeholders and external reports (in particular the Public Accounts Committee in November 2003 and the Canadian Human Rights Report of January 2004) have recommended that CSC develop an initial security classification scale specifically for women.

Understanding and differentiating offenders based on the risk that they pose to others is essential for both the safety of staff and offenders and for the operation of an efficient correctional system. Being able to distinguish between higher risk and lower risk offenders assists CSC in making decisions on the management of offenders and how to best focus on their program, treatment and reintegration needs while ensuring the safety of the public.

Whether women offenders are classified according to the principles of risk and need or evaluated in terms of their "pathways" to crime, there is consensus on one point: assessment is the cornerstone to effective correctional intervention.

Kelley Blanchette, *Forum*, January 2002, Vol. 14, No. 1, 2002

CSC has been assessing and reassessing offenders in one form or another since its beginning; how and when we undertake this has changed and evolved over the years. Since the *Corrections and Conditional Release Act* and its *Regulations* came into effect in 1992, CSC is required to assign a security classification of minimum, medium, or maximum to each offender and assess the following factors: public safety, escape risk and institutional adjustment.

Research has shown that professional or clinical judgment is best supported by the use of an actuarial instrument. Currently, all offenders are assessed and then assigned a security classification based on a comprehensive and integrated intake assessment process that uses both actuarial and clinical methods. An offender's initial placement decision is determined using the findings of a standardized research-based, actuarial tool called the Custody Rating Scale (CRS), combined with the judgment of experienced and specialized staff and psychological information.

Initial Security Classification

When an offender is first admitted to federal custody, the Intake Assessment process is initiated. During this process, CSC collects all relevant information including police reports, the sentencing judge's comments, victim impact statements, information on the offender's criminal history and social and family background. The CRS assists caseworkers to assign the most appropriate security classification to offenders. The caseworker scores each factor based on the information and documents obtained during the intake assessment process.

This information is analyzed and, based on the results of both the scale and the overall assessment, the offender is given a minimum, medium or maximum security classification. Generally, the caseworker's clinical appraisal will be "anchored" by the actuarial score, but where the actuarial scale results are inconsistent with the clinical appraisal, the overall assessment must provide a rationale to justify the assigned security level. The intake assessment process also assists staff in identifying appropriate programs to address the issues that resulted in an offender's incarceration.

The CRS was developed based on a sample of men offenders but its reliability, validity and practical use has also been assessed favourably with women offenders. In a 2002 study, *The Custody Rating Scale, Initial Security Level Placement and Women Offenders*, CSC validated the CRS for both Aboriginal and non-Aboriginal women offenders. In 2004, the CRS was again validated for women. The results were published in the *Canadian Journal of Criminology*.

Despite this evidence, concerns have been raised that the CRS does not include variables specifically relevant to women such as relationships, abuse, mental health and parenting issues. While many assessment factors are similar for men and women, there are some significant differences and it was felt that the current process could be improved by developing a tool that captures the unique needs of women. As such, CSC has hired external consultants with expertise in research methodologies and women's issues to develop a new gender-informed initial security classification tool. As part of this process, a survey of staff, inmates and stakeholders is being conducted to seek their input on the development of the tool.

In February 2001, CSC modified its policy so that offenders serving a life sentence for first or second degree murder were required to spend at least the first two years of their federal sentence in a maximum-security institution. In exceptional cases, offenders could be granted an exemption and be assigned a medium-security classification initially or within that two-year period with the approval of the Assistant Commissioner, Correctional Operations and Programs. In September 2005, this policy was modified such that the Warden now have the authority to grant the exemption.

Security Reclassification

The Canadian approach to corrections is based on the premise, supported by research, that people can and do change with appropriate programs and interventions. An offender's initial security classification is not static but responds to the progress made during incarceration, so the security classification is reviewed at regular intervals and key points throughout the sentence. Where offenders have demonstrated progress and risk is deemed manageable, the security classification can be reduced. This results in a less restrictive environment that is more conducive to continued progress.

Until implementation of the Security Reclassification Scale for Women (SRSW) in September 2005, CSC used a structured clinical method to reclassify women offenders based on an assessment of public safety, escape risk and institutional adjustment. The SRSW is responsive to both non-Aboriginal and Aboriginal women. The security classification of each women offender is reviewed using the SRSW at least once per year. Women offenders classified at maximum security, because of the restrictive nature of this security level, are reviewed every six months. When the SRSW was implemented, the maximum security Aboriginal women were reviewed on a priority basis.

Women offenders with minimum (34%) and medium (45%) security classifications live in houses that accommodate up to 10 individuals. They are responsible for their daily needs, including cooking, cleaning and laundry and must work together to make the house function. Women classified as maximum security (10%) are housed in Secure Units that have more traditional cell accommodation. High levels of intervention and supervision are provided by staff who have received specialized training to manage offenders' behaviour and risk so that they can return to the open living environment as soon as safely possible. Mental health needs of maximum security women that cannot be managed in a Secure Unit are handled through referrals to the treatment

units for women at the Regional Psychiatric Centre (Prairies) and the Institut Philippe Pinel de Montréal.

Key Accomplishments

- Content guidelines to assist in the intake assessment of women offenders were developed with the intent to address the unique issues related to the intake process and intervention services for women offenders (1995).
- CSC has conducted several studies on the security classification of women offenders including: *The Validity of the Custody Rating Scale for the Initial Security Classification of Aboriginal Women* (2002), *Risk and Need Among Federally Sentenced Female Offenders: A Comparison of Minimum, Medium and Maximum Security Inmates* (1997), *An Examination of Medium- and Maximum-Security Federally-Sentenced Female Offenders* (1997).
- In 1999, CSC developed the Intensive Intervention Strategy to better address the needs and risks of women classified as maximum security (Secure Units) and those classified at minimum and medium security who have mental health problems (accommodated in the Structured Living Environment houses).
- After approximately three years of field testing, the Security Reclassification Scale for Women was implemented in September 2005. It is responsive to both non-Aboriginal and Aboriginal women.
- A series of gender and culturally responsive interview prompts have been added to the Dynamic Factor Identification and Analysis (DFIA). The DFIA, a needs assessment protocol within the Offender Intake Assessment informs an offender's security classification. Field-testing of the DFIA will commence in 2006-07.
- An initial security classification tool specific to women offenders, including Aboriginal women, is being developed. This is a multi-year project given the complexity of instrument development and the need for lengthy field testing to gather sufficient data. Field testing is expected to commence in December 2006. Full implementation is scheduled to take place in September 2009.

Challenges and Next Steps

There is an increase in the number of admissions of Aboriginal women offenders which presents various challenges in terms of interventions and management strategies. Aboriginal women tend to have more prior convictions, be under sentence for more serious offences and have more serious substance abuse problems. These characteristics are well established predictors of institutional adjustment problems, which contribute to a greater proportion of Aboriginal women with a maximum security classification. These characteristics also mean that Aboriginal women offenders may require more intensive treatment interventions such as those offered at the women's unit at the Regional Psychiatric Centre (Prairies).

Future plans include ongoing research to re-examine the reliability and validity of the SRSW for Aboriginal and non-Aboriginal women.

MANAGEMENT OF SECURITY INCIDENTS IN WOMEN'S INSTITUTIONS

A key focus of the Arbour Inquiry and Report was CSC's deployment of an Emergency Response Team comprised of men in response to the incidents at Prison for Women in 1994, and the ensuing strip searches of the women offenders involved in those incidents. Following the 1994 incident at Prison for Women, and prior to the Arbour Inquiry, revised strategies and policies were being developed to ensure effective and humane crisis management for security incidents involving women offenders. New policies to improve our response were in place by the time the first institutions opened in the Fall of 1995, which coincided with the Arbour hearings and remain in place today. In women's institutions, the first response to a situation requiring pre-planned use of force (a plan that is developed should use of force become necessary) is always a women-only team. As well, women's institutions have women-only Emergency Response Teams and no men are permitted to participate or witness a strip search of a woman offender.

All procedures related to this policy shall be carried out in order to promote a safe and secure environment, while respecting the rule of law.

CSC Commissioner's Directive 567,
Management of Security Incidents

Crisis management and use of force are issues of particular concern with respect to fairness, dignity and human rights. A society is often judged by the way it treats its prisoners. Section 4 of the *Corrections and Conditional Release Act (CCRA, 1992)* legislates the principles that govern the use of force by CSC. These principles include: that the protection of society be the paramount consideration in the corrections process; and that the Service use the least restrictive measures

consistent with the protection of the public, staff members and offenders.

It is crucial to manage crises in a way that respects individual dignity of staff and offenders, maintains the safety of staff and offenders, uses appropriate levels of response, provides staff and offenders with the appropriate post-incident support, and ensures accountability.

Crisis management generally describes a formal process for dealing with security incidents, including planning in the event that force might be used. All institutions must develop Contingency Plans in order to be prepared for any kind of major crisis, be it offender-driven or a natural disaster (earthquake, fire, ice storm) or related occurrence. The purpose of these plans is to prepare for and guide emergency response action. They also include established procedures and memoranda of understanding/protocols for external assistance from local police (limited to perimeter security and isolation and containment of the situation), hospitals and fire departments or other CSC institutions should they be required. In preparation for the opening of the regional women's institutions, and over the past decade, CSC developed and continues to refine strategies and policies to ensure an effective response to crises.

Crisis management has several inter-related components. Since 1999, planned interventions are guided by the Situation Management Model which is described in CSC policy and addressed in staff training. This model provides for increasing levels of intervention, but also includes the very important element of allowing crisis managers and the Emergency Response Team (ERT) to step back and reassess if a situation changes mid-stream. The ERT is a highly trained group of staff that is called upon when a situation requires an emergency intervention to respond to an incident in the safest manner for staff and offenders. Prior to an ERT intervention

taking place, a detailed plan, including a back-up plan, is developed so all team members are well prepared.

The focus of the regional institutions, and more particularly the staff training, is to ensure that staff have the knowledge about the individual woman with whom they are working (through both experience and specialized, mandatory training), and the necessary skills to recognize and respond appropriately to defuse potentially difficult situations before they escalate into a serious incident (generally referred to as non-violent crisis intervention). In the event that staff arrive on the scene when a situation has already escalated, they must also have the knowledge and skills to be able to intervene quickly and appropriately, ensuring both their own safety and that of the offenders involved.

Incident responses and procedures need to be effective while adhering to the philosophy inherent in *Creating Choices*. A graduated approach, using increased interventions as the situation warrants, is the goal. This approach is supported with monitoring and accountability mechanisms. Most crises in women's institutions involve one offender and entail a cell extraction, i.e., moving her from one area to another. Throughout the intervention, staff speak to the woman using her first name, rather than surname. After isolating and containing a situation (so no one can be hurt), verbal intervention and support, and later more formal negotiations with trained crisis negotiators, are used as the first response. This continues for as long as the situation remains contained and the offender is safe, as time does not drive the process.

Following the negotiation stage, a women-only ERT may be called upon to physically intervene. At that time, the ERT will provide clear verbal direction to the offender as to how the team will proceed. There will be an opportunity for the offender to do what is requested of her *on her own* (allowing her a choice), prior to them entering the cell/area and bringing the situation to a conclusion. For example, in pre-planned use of force situations, an offender will be advised that she will be sprayed with a chemical agent if she does not comply with orders; subsequently, she is given an opportunity to comply.

In women's institutions, the majority of front line staff (Primary Workers) are women, though there is a small percentage that are men. CSC policy mandates that: a first response in a pre-planned use of force must be a women-only team; men cannot frisk search (pat-down) women offenders; and, men cannot participate in or witness a strip search. This latter policy, in fact, goes further than both the recommendation in the *Arbour Report* and the *CCRA*, which both specified that men could conduct a strip search in the event of an emergency. However, if a spontaneous incident occurs, men can physically intervene with offenders to stop an incident, but then women staff will assume responsibility for the physical interventions as soon as possible.

Every pre-planned use of force or ERT intervention is videotaped, usually including the lengthy negotiation. This provides context for the situation in which the use of force is eventually used. Videotaping is done in order to have a visual record to ensure both offender and staff safety and policy compliance with forceful interventions and cross-gender issues. These recordings, and all reports accompanying a use of force or ERT intervention, are then reviewed by the Warden (or designate), as well as staff at the regional and national levels. Interventions with women are reviewed by staff in the office of the Deputy Commissioner for Women. Interventions in treatment centres or involving health issues are reviewed by staff in the office of the Director General, Health Services.

Key Accomplishments

- In 1994, an interim policy was implemented that no men could participate in or witness strip searches of women even in an emergency situation. This policy goes further than what both Justice Arbour recommends and the law indicates.
- In 1995, a new Crisis Management Course was developed and offered to staff across the country. Updated versions are offered and the course is now part of the National Training Standards which outlines mandatory training.
- In 1995, all operational policies were reviewed to determine requirements for the women's institutions and a women-specific policy on use of force and crisis interventions was developed.
- In 1995, non-violent crisis intervention training was introduced. The course focused on learning to identify the various stages of a crisis and using stage-appropriate interventions to de-escalate the situation; and, deconstructing a situation after it is over (lessons learned for staff and to help offenders understand their patterns). These elements have since been incorporated into various other CSC approaches: the Situation Management Model used to respond to incidents; use of force policy; ERT training and interventions; and post-incident stress management debriefings (for both staff and offenders).
- In 1995, Contingency Plans were developed and put in place prior to the opening of the first women's institution, and are reviewed annually. They detailed how help would occur from outside agencies or men's institutions if it was required. All Contingency Plans were in place by the time the other institutions opened.
- By 1996, women-only ERT's were in place for regional women's institutions.
- In 1997, training on *CSC and the Law* (developed by Legal Services) commenced nationally. It has since been incorporated into the Correctional Training Program for new Correctional Officer recruits as well as the New Employee Orientation Program (for non-Correctional Officer recruits).
- In 1997, the CAPRA decision-making model was implemented. The acronym refers to: client; acquiring and analyzing; partnership; response; and, assessment. The CAPRA model facilitates the acquisition and analysis of client and situational information, and the consideration, through partners, of response strategies. Continual assessment of the effectiveness of the response is an integral aspect of the CAPRA process.
- In 1999, the Situation Management Model was implemented to assist staff in determining the best response options for managing security situations the purpose of which is to exercise the least intrusive measures while protecting public safety.
- Detailed directions were provided to the women's institutions in July 2003, and were updated in July 2005, specific to use of force interventions with pregnant offenders. Health Services and Psychology staff are consulted and involved in the decision-making process in these cases.

Challenges and Next Steps

Monitoring of the management of security incidents is ongoing to ensure interventions are carried out in a manner that respects fairness, dignity and human rights. CSC will continue to improve crisis management interventions and skills through training, video review of incidents and specialized interventions. The goal is to decrease the frequency, duration and seriousness of incidents, increase effectiveness of interventions and ensure staff, offender and public safety.

ADMINISTRATIVE SEGREGATION

The findings in the Arbour Report indicated that CSC did not fully understand nor comply with existing CSC policy and/or the law in dealing with the women offenders in segregation during the incidents at Prison for Women in 1994. The Report also concluded that segregation was used in a punitive fashion because although many of the interventions were said to be based on "security", it was reasonable to suggest that few were needed to ensure security and, in fact, may have escalated some of the situations.

In its 2004 report, the Canadian Human Rights Commission, focused on follow-up from the Arbour Report and the recommendations of the Task Force on Administrative Segregation (1997), namely, the impact of segregation on women, the length of time a few women were spending in segregation and the use of segregation for Aboriginal and/or visible minority women, who spent longer time in segregation than non-Aboriginal women.

Administrative segregation is the most restrictive measure described in the *Corrections and Conditional Release Act (CCRA)* (1992). There are two types: *involuntary* segregation and *voluntary* segregation.

To ensure that inmates who must be kept from associating with other inmates for a limited period of time are segregated in a safe and humane fashion, subject to the least restraint necessary, in accordance with a fair and reasonable decision-making process, and are returned to the general inmate population, in the institution, or in another institution, at the earliest appropriate time.

CSC Commissioner's Directive 590, Administrative Segregation

Involuntary segregation: the institutional head may confine an inmate in involuntary administrative segregation if the institutional head believes on reasonable grounds that: the inmate has acted, has attempted to act or intends to act in a manner that jeopardizes the security of the institution or the safety of an individual, and that his or her continued presence in the general inmate population would jeopardize the security of the institution or the safety of any person; the continued presence of the inmate in the

general inmate population would interfere with the investigation of a criminal or serious disciplinary offence; the inmate would be in danger in the general inmate population and the inmate does not request segregation.

Voluntary segregation: The institutional head may order that an inmate be confined in administrative segregation if he/she believes on reasonable grounds that the inmate would be in danger in the general inmate population and the inmate requests segregation.

In law, segregation is considered a status, not a location. That being said, institutions have specific areas called segregation units given that placing all offenders on segregation status in one area, ensures their daily activities and/or restrictions are managed more effectively. Often staff are assigned to this unit for a period of time so that they become very familiar with the offenders in this unit. The women in segregation are often in crisis and at risk of self-harm, therefore, staff assigned to this unit must demonstrate strong interpersonal skills to de-escalate situations.

Offenders in segregation are permitted to have their personal effects with them and participate in programs; however, these activities may be limited at times depending on the reasons for the segregation placement. For example, the Warden may have to restrict access to certain

personal effects if an offender is at risk of using an item in a dangerous manner. For offenders who endanger others, there is also a need for temporary isolation from, or protection for, other inmates and staff.

The segregation capacity in a women's institution is 3-4 cells. The cell utilities (sink, toilet with a privacy screen) are stainless steel, the doors have food slots and the furniture is secured to the floor. There is also a small exercise yard.

Administrative segregation is not a measure that is used lightly. There are legislative reasons and very clear processes for admission to, and discharge from, segregation, regular reviews of the inmate's status as well as very strict accountability mechanisms. All this ensures that an inmate's legal and human rights are respected. For example: inmates are informed of their right to legal counsel and they must be given reasonable opportunity to retain and instruct counsel without delay (within 24 hours); staff use logs to ensure all rights and privileges are respected; it is mandatory for staff to document various aspects of the placement; formal reviews of the status are done at 1 day, 5 days, 30 days and 60 days and then Regional Headquarters reviews individual cases of inmates who are in segregation longer than 60 days. Additional monitoring is also done through national audits and Management Control Frameworks, which are tools for institutional management to assess compliance. Both Regional Headquarters and National Headquarters have managers assigned to monitor and advise on segregation issues. Extensive training on law and policy commenced in early 1997 and is ongoing.

Management Protocol

Segregation tends to have a significant impact on women offenders. Generally speaking, women are linked to each other through relationships and the isolation of segregation, combined with the crisis or stress the woman is experiencing, can take its toll, particularly for those who spend long periods in segregation. For the most part, women who are placed in segregation, spend no more than a few days there.

There is a very small group of women who may spend more time in segregation. These are women who have intentionally hurt others. Currently, there are four (4) women (less than 1% of the incarcerated population) who have spent a longer period of time in segregation because they have seriously assaulted staff or taken staff or inmates hostage. Their actions all resulted in outside criminal charges.

Given their small number, our preferred approach to manage the risks *and* needs is to use the *Management Protocol*. It is a detailed framework, based on legislation and CSC's segregation and transfer policies, to keep staff, other inmates, the public and the inmate herself safe. Safe reintegration into the general population is the other element of the Protocol, but can be a very gradual process, which may have an impact on the woman because of the length of time she is in segregation. Women on the Protocol have their situation reviewed weekly and have regular and daily access to various staff (Primary Workers, Behavioural Counsellors, Team Leaders, Psychologists, Elders, etc.). As soon as is safely possible, they also have access to programming and eventually other inmates and regular activities.

Key Accomplishments

- CSC established the joint Task Force on Administrative Segregation, involving both CSC and external partners. The report, *Task Force Report on Administrative Segregation - Commitment to Legal Compliance, Fair Decisions and Effective Results* was submitted in March 1997 (available on the CSC website: www.csc-scc.gc.ca). As a result, national segregation policies were reviewed and updated and accountabilities were added; a Segregation Handbook was developed; institutional Standing Orders were updated to ensure that roles and responsibilities of key institutional managers with respect to segregation were clear; the Offender Management System was revamped and made consistent with the segregation review process; a national audit framework and tool was developed and implemented for segregation and the elements of this tool are now in the Management Control Framework; a three-day training course was developed by Legal Services (CSC and the Law) which included aspects of segregation and was delivered to managers throughout CSC.
- A national Population Management Committee has been established, the mandate of which is to take a strategic role on population management concerns, including more problematic segregation cases, and inter-regional transfer options.
- A joint committee with CSC managers and the Union of Canadian Correctional Officers (UCCO-SACC-CSN) has been established to refine the *Management Protocol* used with women offenders, increase effectiveness to ensure staff and inmate safety and enhance reintegration possibilities.

Challenges and Next Steps

Creative alternatives to segregation, without having to transfer women to other regional institutions at a distance from their families and community support, are an ongoing challenge. As per CSC's Action Plan on the CHRC report, a Segregation Advisory Committee (CSC and external members) is being implemented as a two-year pilot project at Edmonton Institution for Women starting in fiscal year 2005-06. At the end of the pilot, the results will be reviewed and evaluated for broader application of the project. For those women offenders who spend a longer period of time in segregation, CSC is committed to examining approaches that will increase opportunities for out-of-cell activities and interaction with others while maintaining the safety of all concerned.

PROGRAM STRATEGY FOR WOMEN OFFENDERS

When we reflect on earlier eras of women's corrections, there is no doubt that there has been a transformation in correctional programs for women offenders. Historically, the major critique in this area has been that CSC's programs for women offenders mirrored those for male offenders without factoring in the specific need areas for women offenders and gender differences underlying their criminal behaviour. The recommendations of the past decade were directed at the need for programs with a gender focus and made recommendations pertaining to an employment strategy, substance abuse programs, Section 81 and 84 options and continuity between institutional and community programs.

...Program categories that fail to address the unique reasons why women commit crimes will penalize women inmates by impairing both their chances of being released at the earliest possible date and their chances of successful reintegration.

Protecting Their Rights, Canadian Human Rights Commission, 2003

A concerted effort to improve programs commenced following acceptance of the 1990 report of the Task Force on Federally Sentenced Women, *Creating Choices* and with the implementation of the *Corrections and Conditional Release Act* (1992). Section 77 mandates program development specifically for women. In response to the short-term recommendations of the Task Force, CSC undertook to enhance programs at Prison for Women, including the provision of increased therapeutic services to address abuse histories and addiction issues and enhanced Elder services for

Aboriginal women offenders. In planning for the new regional women's institutions, the *Correctional Program Strategy for Federally Sentenced Women* (1994) was structured to respect women's gender, ethnic, cultural, spiritual and linguistic differences and provide direction for effective programming for women offenders.

Although some basic elements of effective correctional programming may apply to both men and women offenders, there are some elements that differentiate the two. Gender-specific programming must reflect an understanding of the psychological development of women. There is also international support for providing correctional programs that are gender-informed. In the past decade, CSC has set standards of practice that are based on research that is sensitive to the unique situation of women offenders. Consequently, the practice of delivering non-gender specific programs to women offenders is dissipating.

While women offenders are accountable for their behaviour, interventions must take into account the social, political, economic and cultural context unique to women in society. CSC's reintegration efforts are designed to offer an increased number of pro-social choices to help women become law-abiding citizens. Approximately 56% of women offenders under federal jurisdiction are on conditional release in the community at any given time. While the figure varies from region to region, overall, women offenders generally have a high reintegration potential; a high level of motivation to take charge of their lives; they are active participants in the correctional planning process; and, are receptive to the forms of assistance they are being offered.

Ongoing research and development in correctional programming (substance abuse, violence prevention, sexual offending), mental health intervention (treatment programs in the specialized units for women, Dialectical Behaviour Therapy and Psychosocial Rehabilitation), education and employability programs, and social programs, prompted the need to update the 1994 strategy.

The revised *Program Strategy for Women Offenders* (2004) provides a framework for program development and program implementation for women offenders to help women maintain their high rate of success to reintegrate safely into the community at the earliest possible time. It outlines the distinctions between correctional programs, mental health interventions and other programs (e.g., Education, Employability and Social programs). Although there are distinctions, all programs are integrated, have a mutually reinforcing effect and most importantly, all interventions support CSC's reintegration efforts with offenders. The intent of the *Program Strategy* is to provide CSC staff, the women themselves, and other stakeholders with a scope of the reintegration programs available to women, to provide guidelines for the delivery of those programs, and the rationale for each type of intervention in relation to CSC's reintegration efforts.

Studies based on women offenders highlight the range and density of presenting difficulties. Not all difficulties are criminogenic though, and while it is recognized that to be effective, institutional and community interventions must focus on factors that contribute directly to offending for women offenders, there are important responsivity issues to take into consideration (e.g., victimization experiences). Programs must use an approach that addresses the multi-faceted needs of women. Women need to address emotion regulation issues which may underlie other needs such as cognitive functioning and/or substance abuse. Dialectical Behaviour Therapy (DBT) and the Women Offender Substance Abuse Program (WOSAP) are approaches that address these multiple issues.

Spirit of a Warrior is a program that also addresses the multi-faceted needs of Aboriginal women. Referrals to programs such as DBT, WOSAP and Spirit of a Warrior allow the main risk factors to be targeted within a holistic framework for healing. Voluntary participation in Survivors of Abuse and Trauma Programs helps women who wish to address past issues of victimization.

In 1997, CSC published the *Mental Health Strategy for Women Offenders*; this strategy was updated in 2002. The strategy provides the framework for a continuum of care from assessment services on intake to warrant expiry, through intermediate care using DBT in the Structured Living Environments, to intensive care in the special units for women at the Regional Psychiatric Centre (Prairies) in Saskatoon, and Institut Philippe Pinel de Montréal.

The Regional Psychiatric Centre (Prairies) is a community-accredited mental health facility with a unit exclusively devoted to the mental health needs of women offenders. The Churchill Unit manages women with some of the most severe mental health needs in the women offender population. Over the years, program approaches in this 12-bed unit have undergone many changes. Treatment options are broadly based and include DBT, psychotherapy, Aboriginal healing and services that include Elders and Aboriginal liaison officers, as well as gender-informed psycho-educational and behavioural interventions.

In May 2003, in cooperation with the Institut Philippe Pinel de Montréal, CSC opened a second intensive mental health unit for women. While similar in scope to the RPC unit, the women's unit at Pinel provides treatment in both official languages and helps to keep those women from eastern Canada closer to home.

Education, Employability and Social Programs

While correctional programs and mental health interventions focus on the individual and the factors that directly contribute to criminal behaviour, education and employability programs and social programs are interventions that focus on the safe integration of offenders into society. Education has shown to reduce recidivism and prepare offenders to participate in other programs. Employability programs focus directly on increasing job readiness of offenders.

Social programs such as Community Integration, Leisure Education, Parenting Skills, and Canine Programs help offenders to adopt pro-social lifestyles, to choose activities that will integrate them as productive, law-abiding members of society. Social programs allow for transfer of skills learned in correctional programs, teach participants healthy ways of living and introduce pro-social choices. Even though they do not directly target wellness or criminal behaviour, social programs support correctional and mental health programs and play an essential role in CSC's safe reintegration efforts.

CSC has demonstrated a commitment to developing and providing gender-informed programs based on up-to-date research about the unique needs and risks of women offenders and correctional programs continue to be refined based on new research and approaches. CSC's focus has also been on addressing concerns that hinder effective program delivery and the potential for timely reintegration. These issues include minimizing delays in correctional planning, ensuring accessibility to programs, addressing program delivery issues and ensuring program effectiveness through research-based evaluations.

Key Accomplishments

- Implementation of a *Program Strategy for Women Offenders* outlining a range of gender-informed programs, including substance abuse programs, mental health interventions, Aboriginal programs, sex offender therapy for women, anger and emotion management, reasoning and rehabilitation and social programs. The *Strategy* will be updated periodically to reflect the implications of new research.
- Improvements to program delivery: establishment of a flexible entry system so that women offenders may commence program participation as soon as possible following admission; and changes to minimum group size to reduce waiting times to commence programs.
- Regular inclusion of representatives from women's organizations, the research/academic field and other organizations with expertise in the consultation on programs for women offenders.
- Initiation of an overall program strategy to better meet the needs of Aboriginal women offenders.
- Implementation of culturally specific programs for Aboriginal women offenders – Spirit of a Warrior and Circles of Change.

- Development of a *Mental Health Strategy for Women Offenders*, the goal of which is to develop and maintain a coordinated continuum of care that addresses the varied mental health needs of women offenders in order to maximize well-being and to promote effective reintegration.
- Development of two intensive treatment environments for maximum security and other women at the Regional Psychiatric Centre (Prairies) and Institut Philippe Pinel de Montréal.
- Implementation of Structured Living Environment Units at each regional women's institution.
- The Mother-Child Program is implemented at all regional institutions. This program enables children to stay with their mothers while incarcerated provided that participation is considered to be in the best interest of the *child* and is subject to approval by the local ministry of social/children's services.
- Successful pilot of employability skills training in women's institutions with implementation to continue.
- A "Back to Basics" training session for employment supervisors within correctional institutions is being implemented in 2006-07 to refresh their knowledge and refocus attention on basic safety and security aspects of their role.
- Completion of National Employment Needs Survey and a draft National Employment Strategy specific to women offenders.
- Establishment of innovative programs and work release opportunities that foster links between the institution and community.

Challenges and Next Steps

It is critical that women offenders complete required programs in a timely manner in order to prepare them for release at the earliest eligibility dates. With the trend towards the imposition of shorter sentences and the accompanying earlier eligibility for release, there are increased challenges to ensure offenders complete required programs that address need areas. National and site specific program delivery issues are reviewed in order to best resolve delivery issues and facilitate the timely and safe release of women offenders.

All correctional programs for women are designed with a built-in evaluation component to assess at a minimum: recidivism, reintegration of participants, assessment of change against program targets, participant satisfaction, rates of participation and attrition and influence of participant responsibility on outcome. Program evaluations are ongoing to assess and refine the effectiveness of interventions for women offenders and ensure continual improvement.

COMMUNITY TRANSITION

The Arbour Report recommended that the first priority for the Deputy Commissioner for Women be the release and reintegration of women in custody. Some of the primary concerns raised in other reviews of the past decade regarding the community transition of women offenders included the need for CSC to develop alternative accommodation for women, to ensure plans are funded appropriately and to expand links to the community in order to facilitate the safe and timely reintegration of women in keeping with their individualized needs.

Offenders' success in starting afresh depends partly on their own efforts and partly on the opportunities the community at large provides.

Protecting Society through Community Corrections,
1995

Research has shown that a gradual supervised release supported by the community is the safest correctional strategy for public safety. The case management process involves continuous assessment of individual needs and risk, consideration of gains and adjustments to the Correctional Plan as necessary to prepare a timely safe release in each case. This process, aimed at a smooth transition experience, requires

communication between institutional and community case managers, and results in an individualized Community Strategy prepared by the community receiving the individual.

CSC is aware that a number of factors impact on the successful community reintegration of women. Women's needs are different in the extent, aetiology, manifestation and types of interventions required to address them. Women require gender-responsive strategies which take into account the realities of their lives.

The context within which these gender-responsive strategies are to be implemented are shaped by factors such as the relatively small number of women and their geographic dispersion upon release. Women offenders constitute only 4% of the entire federal offender population resulting in very few numbers in many community locations upon release. Under these circumstances, ensuring a continuum of services across the release threshold presents a challenge. There is a need to work closely with a network of local service providers for needed services in areas important to women's realities, including safe and affordable housing, child care, medical services, addiction services, mental health, financial and social support and employment.

Key areas that present challenges include residential services, mental health services and program delivery.

Structured and supportive community residential services are critical to the gradual release process for women and an integral component of early release on Day Parole. Alternative residential models such as private home placements (PHP's) have been useful on a small scale in communities where demand for services is low.

With reference to mental health, one out of four women offenders admitted to federal custody in 2004 was identified as having a current mental health diagnosis compared to one in ten for men. This is a trend that is steadily increasing for the women offender population currently or soon to be released. Reintegration efforts must attend to this area of special need for a significant and growing proportion of women. CSC continues to work with community partners to increase the capacity to accommodate women with special needs and expand the opportunities for more women to be safely released.

Substance abuse is an area of persistent concern with women offenders, and has been identified as a significant factor in revocations without offence. As a response to this need area, the Women Offender Substance Abuse Program (WOSAP), introduced nationally in FY 2004-05, is offered to women in the community on a continuous entry basis (no delay) and with a capacity to be delivered one-to-one where groups are not possible.

There has been a significant increase in the number of Aboriginal women in the population over the past eight years. Upon return to the community, Aboriginal women share many of the challenges of non-Aboriginal women, only their needs are even more pronounced and require attention within a cultural context.

While women offenders are incarcerated, there is a capacity to address their needs through group programming and other services, and to create an environment of support with other women. Upon release, the capacity to maintain services for individual women on a continuum that matches the pre-release context is difficult in practical terms. This transition experience can result in feelings of isolation and a sense of reduced support at a critical period of community re-entry which itself brings increased challenges.

Within these parameters, meeting the community reintegration needs of women requires strong pre-release preparation in terms of targeted programs and interventions, a highly integrated planning process with destination communities prior to release, and initiative to work collaboratively with resources within communities to ensure access to a wide range of services responsive to women's needs.

A national strategic approach to the reintegration of women offenders is important to ensure that this relatively small population dispersed across many communities is not marginalized and that their special needs are consistently addressed; however, flexibility and initiative at the local level must be accommodated to work within an inter-jurisdictional context involving both governmental and non-governmental partners in various locations.

Research dedicated to gaining a better understanding of women's needs and effective interventions is important to the development of effective policies, programs and practices.

Key Accomplishments

- In recognition of the unique types of challenges involved, a national *Community Strategy for Women* was developed and finalized in 2002. It serves as a framework for approaches to be taken with respect to women offenders on release in the community in areas such as residential services, programs, mental health needs and others. Each region has identified a representative to work in support of a national strategy to maintain a viable network of residential services for women in each region. This monitoring, planning and sharing of good practices is ongoing.
- Progress has been made in strengthening a residential service network for women including the creation of facilities exclusively for women in the Atlantic Region, an exemplary model of Private Home Placements in the Edmonton area and the expansion of specialized beds in the Pacific Region including residential services for Aboriginal women.

- A new national funding framework for community residential services was introduced in FY 2002-03 that is designed to address the vulnerability of smaller traditional halfway houses (typically those for women) in periods of inconsistent referrals and to thereby assist in their sustainability.
- CSC has consulted with community-based organizations and committed to providing staff of these facilities with mental health training during FY 2006-07. This is aimed at increasing their capacity to accommodate women with special needs and expand the opportunities for more women to safely be released. Additionally, creative measures have been developed to enhance the capacity to accommodate women with special needs through additional funding for enhanced measures (e.g., temporary staff increases).
- Considerable research has been conducted which has served to inform CSC in the development of programs and practices. Also, a series of national and regional consultations have occurred with community stakeholders about women's needs for successful reintegration.
- The formation of specialized supervision units in major cities, (e.g., Montreal, Toronto, Edmonton, Calgary and Vancouver) in the past ten years has proven a good means of concentrating knowledge of community-based services and establishing inter-jurisdictional relationships within the community to better serve the needs of women.

Challenges and Next Steps

There are many components and challenges with regard to supporting an effective transition process for women offenders. These include a stable base of transitional housing to support a gradual release process, interventions targeting key areas such as substance abuse and mental health concerns and access to a range of community services that support the special needs of women in becoming self-sufficient and crime-free upon re-entry. While progress has been made in many of these areas as noted above, a sustained effort is needed in certain areas of persistent concern and several new initiatives are planned.

A new pre-release program, Social Integration Program, is currently under development with staff training planned for 2006. It will be delivered to women who are close to being released and concentrate on very practical aspects of community re-entry, encouraging realistic expectations as well as the application of personal skills to use in the transition experience. It will engage community resources in the delivery process.

Further research through CSC's Research Branch is planned for FY 2006-07 to gain an increased understanding of factors contributing to revocation of release for women, particularly in the area of substance abuse relapse and to identify factors that enhance the chances of success.

A national employment strategy for women offenders is being developed this year based on research results and in partnership with various sectors of CSC. This will provide direction on employment issues which is one area that impacts on women's chances of success upon return to the community.

The increase in the number of Aboriginal women admitted to the federal correctional system is an area of significant concern. Reintegration strategies require a highly integrated collaborative approach with other governmental and non-governmental partners and the engagement of Aboriginal communities. Measures designed specifically to support the needs of Aboriginal women are discussed under the section on Aboriginal Women Offenders. It is expected, however, that the successful reintegration of this population will represent a significant challenge for CSC and partners engaged in reintegration strategies for the foreseeable future.

LIST OF ACRONYMS

ACDO:	Aboriginal Community Development Officers
AG:	Auditor General of Canada
CCRA:	<i>Corrections and Conditional Release Act (1992)</i>
CCRR:	<i>Corrections and Conditional Release Regulations (1992)</i>
CD:	Commissioner's Directive
CHRC:	Canadian Human Rights Commission
CRS:	Custody Rating Scale
CSC:	Correctional Service of Canada
CTP:	Correctional Training Program
DCW:	Deputy Commissioner for Women
DFIA:	Dynamic Factor Identification and Analysis
EEP:	Employment and Employability Program
ERT:	Institutional Emergency Response Team
FY:	Fiscal Year
MCF:	Management Control Frameworks
NTS:	National Training Standards
OCI:	Office of the Correctional Investigator
OOHL:	Okimaw Ohci Healing Lodge
PAC:	Public Accounts Committee
PHP:	Private Home Placement
PSEPC:	Public Safety and Emergency Preparedness Canada
PW:	Primary Workers
SLE:	Structured Living Environment
SRSW:	Security Reclassification Scale for Women
WCTP:	Women-Centred Training Program
WOSAP:	Women Offender Substance Abuse Program



Correctional Service
Canada

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Annex A

CSC Action Plan Update – March 2006

**Commission of Inquiry into Certain Events at the Prison
for Women in Kingston,
The Honourable Louise Arbour, Commissioner
April 1996**

**Annex A – Action Plan Update - Commission of Inquiry into Certain Events at the Prison for Women in Kingston, April 1996
CSC Ten-Year Status Report on Women’s Corrections, April 2006**

Arbour Recommendations

Action

1. I recommend that this report be made public.

ACCEPTED. (COMPLETE)

The report was released by the Minister on April 1, 1996 and widely distributed at that time. It is also available via internet on the Public Safety and Emergency Preparedness Canada (PSEPC) website (www.psepc-sppcc.gc.ca). A hard copy may be accessed on loan from the PSEPC Library.

2. I recommend that the videotape of the IERT intervention at the Prison for Women on April 26/27, 1994, which has been attached as an exhibit to the original of this report, be made available by the Secretariat of the Ministry of the Solicitor General, on request, free of charge.

ACCEPTED. (COMPLETE)

The principle of making the video accessible for serious study was accepted. Requests for the videotape are reviewed and processed in accordance with the relevant provisions of the *Access to Information Act* and *Privacy Act*.

3. I recommend that a copy of that videotape be attached to any copy of this report which will be preserved in Archives.

ACCEPTED. (COMPLETE)

A copy of the Commission’s Report and the videotape are in the collection stored at Library and Archives Canada.

With respect to issues specific to women’s corrections, I recommend:

ACCEPTED. (COMPLETE)

4(a) that the position of Deputy Commissioner for Women be created within the Correctional Service of Canada, at a rank equivalent to that of Regional Deputy Commissioner;

Nancy Stableforth was appointed as the Deputy Commissioner for Women (DCW) in June 1996 at a rank equivalent to that of a Regional Deputy Commissioner. She served as the DCW until July 2004 when the current DCW, Anne Kelly, was appointed. The DCW is responsible for the effective policy and program development for women offenders as well as oversight/monitoring of service delivery for women offenders.

**Annex A – Action Plan Update - Commission of Inquiry into Certain Events at the Prison for Women in Kingston, April 1996
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Arbour Recommendations

Action

4(b) that the Deputy Commissioner for Women be a person sensitized to women’s issues and, preferably, with experience in other branches of the criminal justice system;

ACCEPTED IN PRINCIPLE. (COMPLETE)

The statement of qualifications for the position of DCW references these elements among others required for a senior manager position in the public service. CSC is required by law to staff this position using the public service staffing process for executives and within this framework, will continue to seek out the best qualified candidate.

The current DCW, Anne Kelly, started her career with CSC in 1983 as a Case Management Officer. Over the years she has had a variety of assignments at the institutional, community, regional and national levels, and has worked in the Ontario and Pacific Regions. At the institution level, she worked with women offenders at Prison for Women as a case management supervisor. Prior to being appointed as the DCW, Ms. Kelly gained extensive managerial and policy experience both as Director General, Offender Programs and Reintegration and as the Assistant Commissioner, Correctional Operations and Programs. In those capacities, she was responsible for the interface with the Women Offender Sector on institutional and community corrections, with particular focus on program development, case management and security issues.

4(c) that the federally sentenced women’s facilities be grouped under a reporting structure independent of the Region, with the Wardens reporting directly to the Deputy Commissioner for Women;

NOT ACCEPTED.

CSC recognizes that there is a need for a strong and effective governance structure to ensure that women offender issues receive the required corporate attention given that women offenders represent only approximately 4% of the total federal corrections population. However, after extensive discussion and review, CSC believes that a strong functional, rather than a line authority, model is the most effective governance structure balancing corporate attention and visibility with efficient use of resources. The functional model allows for a greater proportion of available resources to be directed at field operations by eliminating the need for duplication and overlap with existing administrative functions.

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Arbour Recommendations

Action

Under line authority, the DCW would be required to provide the services currently provided by regional and national headquarters managers and staff, such as direct supervision to the Wardens of the women’s institutions. Line authority could potentially isolate women’s corrections and could reduce the potential for ongoing administrative, program and management support available from the other corporate areas.

CSC works continuously to ensure that the needs and interests of women offenders are not marginalized by bringing to this portfolio the dedication and leadership not simply from one person, but from all members of the Executive Committee and the senior managers in the Service.

As a visible functional authority, the DCW is recognized by the Service as the senior manager accountable for the continued evolution of women’s corrections across all regions and functions, including measures to ensure program integrity. As a senior manager and member of CSC’s Executive Committee, the DCW carries a corporate responsibility which requires her input and sign-off on all correctional and departmental matters ranging from CSC’s National Training Standards (mandatory training) to the annual Report on Plans and Priorities.

While not a line authority, the DCW does have a direct relationship with the field units, in collaboration with the Regional Deputy Commissioners. The DCW is involved in the management of the women’s facilities through various internal governance structures such as the Assistant Deputy Commissioners Committee as well as the Women’s Wardens Committee which she chairs. Her staff directly monitor operational activities, especially in sensitive areas such as use of force and cross-gender staffing, for compliance with policy as well as for national consistency among the women offender institutions. As well, she collaborates with other NHQ functional areas with respect to women offender areas, including security, programs, human resources, policy and research.

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Arbour Recommendations

Action

4(d) that the Deputy Commissioner for Women take over the responsibility for the remaining phase of the implementation of the Federally Sentenced Women initiative with respect to the new facilities;

ACCEPTED. (COMPLETE)

Upon her appointment in June 1996, the DCW immediately took over responsibility for the implementation of the regional women’s institutions. While the implementation phase is complete, ongoing operations present various challenges. The focus of the current DCW is to ensure operations remain true to the principles of *Creating Choices* and the operational philosophy reflected in Phase II of the Arbour Report while also ensuring that women’s corrections continues to evolve in light of new research and socio-economic changes. Thus, the DCW’s functional authority is focused on responsive and effective operations through policy, program and performance reviews, targeted development of new correctional programs and tools and the development of partnerships.

4(e) that research and development on issues related to women’s corrections be placed under the jurisdiction of the Deputy Commissioner for Women, with appropriate budgetary allocations;

ACCEPTED IN PRINCIPLE. (COMPLETE)

The DCW does not have a separate group of research staff directly reporting to her. However, she does have the required resources to independently initiate projects, such as statistical trend analysis used to highlight potential issues requiring further attention, as well as to co-fund projects with the Research Branch or other functional areas such as the Programs Branch. The DCW also provides input into the Annual Research Plan.

Since the Arbour Report, the CSC Research Branch has established in-house expertise focused in the position of the Director Women Offender Research. The Director Women Offender Research works closely with the DCW to ensure research projects are identified and included in CSC’s Annual Research Plan. For example, several initiatives to explore factors that support or inhibit successful reintegration of women upon release are being proposed for the fiscal year 2006-07 Research Plan.

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Arbour Recommendations

Action

As well, the Director Women Offender Research provides advice on methodology for analytical projects undertaken by DCW staff, such as the development of a specific initial security classification instrument for women offenders and a gender-informed security reclassification tool (refer to Recommendation 4.45, Auditor General Report; Recommendation 2(a), Public Accounts Committee; and 2(a), CHRC Report).

Reports on completed research and development projects can be found on the CSC website (www.csc-scc.gc.ca). Examples of research on women over the last few years include:

- Development and Field Test of a Gender-Informed Security Reclassification Scale for Women Offenders, CSC Research Report No. R-167 2005.
- A Needs Assessment of Federal Aboriginal Women Offenders, CSC Research Report No. R-156 2004.
- Federally Sentenced Women in Administrative Segregation: A Descriptive Analysis, CSC Research Report No. R-158 2004.
- Preliminary Evaluation of Dialectical Behaviour Therapy within a Women’s Structured Living Environment, CSC Research Report No. R-145 2004.
- Mental Health Needs of Women Offenders: Needs Analysis for the Development of the Intensive Intervention Strategy, Forum on Corrections Research, Vol. 14, No. 2, 05/2002.
- Classifying Female Offenders for Effective Intervention: Application of the Case-Based Principles of Risk and Need. Forum on Corrections Research, Vol. 14, No.1, 01/2002.

The DCW also has a collaborative arrangement with the CSC Programs Branch that ensures there is a senior manager responsible specifically for women offender programs.

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Arbour Recommendations

Action

4(f) that the Deputy Commissioner for Women initiate a revision of the law and policies applicable to the women’s institutions with a view to simplifying the rules and ensuring that administrative directives comply with the law. More specifically, the Deputy Commissioner should consider by-passing the level of “Regional Instructions” and operating exclusively through Commissioner’s Directives and Standing Orders pertinent to the local conditions of a given institution;

ACCEPTED IN PRINCIPLE. (COMPLETE)

Refer to Recommendation 4(a).

In August 1996, CSC initiated a comprehensive review and revision of policy to ensure clear, concise, and consistent direction to employees. The Task Force on Policy Review submitted its report in November 1996, recommending a significant reduction of policy instruments overall. Since that time, the national policy instruments have been reviewed to ensure that they are consistent with CSC’s governing legislation – the *Corrections and Conditional Release Act*. The number of Regional Instructions and Standing Orders has been reduced significantly and all have been reviewed for consistency with national policy as set out in the Commissioner’s Directives.

Work to strengthen and renew the national policy framework is an ongoing endeavour. Recent process enhancements include:

- the establishment of an Issues Analysis and Policy Committee to identify emerging national policy issues to provide a forum to discuss the issue in depth and determine whether it is policy or, for example, staff training or implementation adjustments, that is required; and to prepare a comprehensive preliminary analysis prior to launching the development of a Commissioner’s Directive;
- the establishment of an internal process, the Management Control Framework Program (MCF), to enable managers to consistently and regularly self-monitor their compliance with policy. Each major policy has an associated MCF that focuses on the critical compliance elements; and
- the establishment of revised guidelines for the development of national CSC policy and policy instruments.

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CSC’s national policies are available to staff electronically. When policies are updated, a communiqué is sent to all staff announcing the change and the reasons for the change with a hyperlink to the policy document in question. CSC continues to use information technology to enhance staff access to the policy information that they need to do their work effectively and efficiently.

As a member of CSC’s Executive Committee, the Deputy Commissioner for Women’s sign-off is required on all new policies or amendments to ensure that specific needs and risks of women offenders are considered and, where applicable, articulated.

4(g) that the Deputy Commissioner for Women explore with each province and territory the desirability of cooperation in program delivery, transfers, joint staff training, and the like, with a view to achieving an administrative, if not legislative, unification of all correctional services for women offenders across the country. Failing that, Exchange of Services Agreements should be used to pursue that integration to the fullest possible level with each province interested in the enterprise;

ACCEPTED IN PRINCIPLE. (ONGOING)

The DCW continues to explore the possibilities for shared accommodation, programs and other joint initiatives with provincial authorities.

There is a federal/provincial/territorial Heads of Corrections’ Female Offender Sub-Committee. The Sub-Committee currently has members from all jurisdictions with the exception of one. One of the current co-chairs of this Sub-Committee is the Director General, Women Offender Sector, CSC. The Sub-Committee has developed a proposed work plan, based on their discussions at their November 2005 meeting and December 2005 conference call, which will facilitate the exploration of joint initiatives among the various jurisdictions. The issue of programs for women offenders and accommodation issues for women offenders in the community are standing agenda items for information-sharing within the Sub-Committee, with action items outlined in their proposed work plan. In terms of community-based programming, the Sub-Committee will, for example, focus on opportunities for bi-jurisdictional partnerships for mental health programs and services, programs for Aboriginal women and substance abuse programs for women.

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There are Exchange of Service Agreements with the majority of provinces and territories which provide the enabling mechanism to transfer women offenders between jurisdictions. These agreements also include enabling provisions for collaboration in

such areas as programs; research and staff training. However, administrative unification of correctional services across the country is unlikely given that the majority of provincial women offenders serve sentences from a few days to a few months while federal women offenders serve from two years to life. Thus, the operational frames for provincial/territorial and federal corrections differ significantly.

While the DCW will continue to explore joint options with interested provinces and territories as opportunities arise, such potential arrangements will be carefully scrutinized to ensure any agreement is based on a long-term commitment to the correctional philosophy of research-based and results driven interventions which respect the legislative parameters for federal offenders. It must be recognized that even comprehensive administrative arrangements, such as the previously existing Burnaby Agreement with British Columbia, may have a shorter life-cycle than originally envisaged due to changes in one segment of the target population whether federal or provincial.

There have been several opportunities for smaller collaborative projects such as the arrangement with the Manitoba Department of Corrections. This arrangement allows CSC the opportunity to train staff and deliver the Circles of Change Program (developed by Manitoba Corrections) to the women offenders within CSC’s jurisdiction.

Discussions are currently underway between CSC and the Manitoba Department of Corrections to negotiate 20-25 beds for federal women offenders at a provincial facility. This would address the need for women offenders from Manitoba to be accommodated closer to their home area, rather than transferring to Edmonton Institution for Women.

CSC has a contract with Institut Philippe-Pinel de Montréal, a provincial psychiatric facility in Quebec, to provide designated bed space and services to federal women offenders requiring intensive mental health intervention.

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4(h) that the Deputy Commissioner for Women consult with women’s groups, in particular those that have participated in these proceedings, with a view to developing appropriate programs for women offenders, pursuant to s.77 of the CCRA;

ACCEPTED. (ONGOING)

Since 1998, there have been several national and regional stakeholders meetings which include representatives from a large number and range of organizations working on women’s issues from a variety of perspectives. Some of these have been of a formal nature, e.g., national consultations in each year since 2003, and regional ones throughout that time period. Others have been of a less formal nature such as workshops/meetings in regions (e.g., Atlantic Community Residential Fair, November 2005; and Community Strategic Planning Committee, Ontario, January 2006) with CSC regional and national representatives meeting with advocacy groups. The exchange of ideas and input to policy development is considered important to continue on an ongoing basis.

In October 2004, the DCW hosted the consultation on CSC’s Response to the Canadian Human Rights Commission (CHRC) Report on women offender issues which included CSC representatives and the organizations who signed the original complaint, as well as representatives from the CHRC, National Parole Board, Office of the Correctional Investigator, Status of Women, the Women’s Sub-Committee of the Citizens’ Advisory Committee and the National Aboriginal Advisory Board. The discussions at this three-day consultation were used to finalize CSC’s Action Plan in response to the CHRC report recommendations.

In September 2005, CSC convened a consultation meeting with national stakeholders, including women’s organizations, as part of the inspection process at Nova and Grand Valley Institution for Women by Her Majesty’s Inspectorate of Prisons for England and Wales (refer to CHRC Recommendation 19). This provided an opportunity for stakeholders to discuss the inspection process with Her Majesty’s Chief Inspector of Prisons, Anne Owers, and to input on the assessment process in key areas including programs and reintegration.

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The DCW is also engaged in regular bilateral meetings with the Canadian Association of Elizabeth Fry Societies, Native Women’s Association of Canada and the Office of the Correctional Investigator and other groups and agencies with respect to program development and other issues.

For the development of the approach and content of specific correctional programs, such as the Women Offender Substance Abuse Program, a subject-matter advisory committee is established and consultation is undertaken.

In 2004, the *Program Strategy for Women Offenders* was updated to reflect the new research findings and new programs established since the publication of the first Program Strategy in 1994. The revised and updated *Program Strategy* was the subject of broad consultation with community partners and academics before it was finalized and published. It is available on the CSC website www.csc-scc.gc.ca.

The Wardens of the women’s institutions also meet regularly with the local Citizens’ Advisory Committee, Elizabeth Fry Society, and other volunteer and community partners that are active in their institutions, including key Aboriginal stakeholders.

4(i) that in programming, priority be given to the development of work programs that

- i) have a vocational training component,
- ii) provide a pay incentive; or
- iii) constitute a meaningful occupation.

ACCEPTED IN PRINCIPLE. (ONGOING)

CORCAN, a Special Operating Agency within CSC, is a key part of reintegration. CORCAN contributes to safe communities by providing employment training and employability skills to offenders in federal correctional institutions. During 2005-06 (to February 12, 2006), 380 vocational certificates were earned by women offenders in the following areas: food safety, WHMIS, first aid, forklift safety, traffic control, employability skills, computer training construction safety, construction framing, and fundamental shop skills (compared to 361 certificates earned in 2004-05). Designated CORCAN employment positions in the institution provide a pay incentive.

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CSC has committed to a series of actions to further address the employment need area for women offenders in the institution and in the community.

Employability Skills Program Pilot:

A gender-informed version of the national Employability Skills Program was developed by CORCAN in January 2005 and delivered at Joliette Institution and Fraser Valley Institution as part of a pilot project, the results of which were positive. Modifications were made to the program based on the feedback from staff and the participants, as well as a review of literature on women offenders and employability. Full implementation of the National Employability Skills Program in women offender institutions was approved and will be ongoing.

Employment Needs Survey:

CSC’s Research Branch completed an employment needs survey for both incarcerated women and women on conditional release: *Employment Needs, Interests, and Programming for Women Offenders*, Report #R-166, which will be posted on the CSC website www.csc-scc.gc.ca. Some of the findings are as follows:

Institution:

- The majority of incarcerated women (57%) present some need for improvement in the employment domain.
- Women offenders have high educational needs (66% do not have a high school diploma).
- 58% of incarcerated women offenders do not have a skill, trade or profession to help them find a meaningful job.
- An overwhelming 72% of women were unemployed at the time of their arrest and almost half (47%) were unemployed 90% or more of the time.

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Community:

- The majority of women in the community (65%) report that their current jobs were related to their work experience prior to incarceration and there is little association between their current employment and past institutional training.
- Women in the community report that no employment services are offered or available to them and that they would be interested in accessing employment services such as those that provide links to employers, résumé writing, interview skills, job-search techniques.

National Employment Strategy for Women Offenders:

The information derived from the above-noted survey served as the basis for CSC’s development of a National Employment Strategy Framework for women offenders. Consultation will commence in April 2006.

4(j) that the first priority for the Deputy Commissioner for Women be the release and reintegration of women in custody. The Deputy Commissioner should immediately ensure the elimination of delays in case management which result in paperwork not being ready at the earliest opportunity for review by the Parole Board; that generous access be provided to community programs and that initiatives be pursued for placements pursuant to s.81 of the *CCRA*; and that other links to the community be cultivated so as to facilitate reintegration;

ACCEPTED. (ONGOING)

CSC’s priority is ensuring the safety of the public through the safe release and reintegration of offenders. The DCW, in collaboration with the Regional Deputy Commissioners, is the lead senior manager regarding issues of release and reintegration of women offenders.

Elimination of delays in case management:

CSC monitors certain areas that could have an impact on case management delays, e.g., timely completion of Correctional Plans and timely program referrals in relation to release eligibility dates. CSC is examining the Intake Assessment Process for offenders serving short sentences to ensure that casework is done in a timely manner.

As well, CSC’s automated corporate information system includes access to “RADAR”, which provides staff with offender case information, data and the ability to more efficiently monitor timeliness on case management reports in relation to release eligibility dates.

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Access to community programs and resources:

In the past few years, progress has been made throughout the regions in increasing the overall bed capacity for women, noting in particular:

- increased bed capacity in Atlantic Region including Nehiley House, a new facility in Halifax, and the Elizabeth Fry Society apartment in Sydney, both for women exclusively;
- the significant expansion of 40 more beds in Pacific region in the past year; and
- a contract for Aboriginal women established with Anderson Lodge in Vancouver.

Improvements to the funding model have helped to keep smaller, traditional halfway houses open, and progress has occurred in diversifying with alternative models in certain locations.

To assist in understanding barriers to women offenders' reintegration, a review of revocations without offence during FY 2003-04 was completed. Steps have been identified to address the perceived contributing factors which include substance abuse issues (refer to Recommendation 4.100, Auditor General Report).

The community Relapse Prevention and Maintenance Program, a complementary program to the institutional substance abuse program, provides for continuous intake for immediate access and is designed for individual as well as group delivery. It is women-centred and holistic in nature and considers a broad scope of issues related to coping in the community.

A national pre-release program for women, *Social Integration Program*, is now being developed to better prepare women directly before re-entry in practical issues (including accessing resources). Community service representatives will be engaged in the delivery. Development and staff training will be completed in 2006.

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Where there are sufficient numbers of women in the community to support specialized supervision units (i.e., in several high density urban centers), staff working exclusively with women have cultivated strong working relationships with community-based agencies and resources.

At a local level, circumstances and opportunities vary across the country for working in partnerships, but have resulted in a number of innovative good practices, e.g., STRIDE Networks of Support in Southwestern Ontario, the Edmonton Chaplaincy volunteers initiative, and the Stella Burry Corporation Community Support Program in St John's, Nfld. (Also refer to Recommendation 4(h)).

In the next four years, additional resources are being made available for service contracts to enhance the links to community for offenders with mental health problems, an area of high need for women offenders.

Apart from funded programming, there are many examples of good practices for access to community-based programs and services at the local level across the country. Some involve specially trained volunteers providing support networks, others are inter-governmental in nature, etc.

Section 81 and 84

Ten Aboriginal Community Development Officer (ACDO) positions have been staffed across the country to create links for both men and women offenders with Aboriginal communities, raise Aboriginal community interest in participating in the correctional process, and initiate Section 84 agreements. As well, an Aboriginal Advisory Committee has been established in the Pacific Region to explore Section 81 and 84 agreements for women offenders.

An ACDO meeting was held in March 2005 at Okimaw Ohci Healing Lodge and the development of sustainable strategies to enhance the use of Section 84 agreements for Aboriginal women offenders was discussed.

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A review of Section 84 arrangements was completed which included the input from the institutions and community. On the basis of this review, the DCW provided the Wardens of women’s institutions with some best practices that should be considered by all institutions:

- compulsory information sharing session with all Aboriginal offenders;
- ensuring interviews at Intake with an Elder, Aboriginal Liaison or representative from the Native Sisterhood; and
- incorporating a statement with respect to Section 84 in all Correctional Plans.

Institutional awareness sessions have been held at various women’s facilities to increase both staff and inmate knowledge about Section 81 and 84 provisions. The Parole Officer Orientation Induction Training Program now includes a component on Section 81 and 84 agreements.

The Aboriginal Initiatives Branch produced a “Section 84 Conditional Release Planning Kit” that contains considerable information on the Section 84 process. The electronic version of this kit was sent to the Wardens of the women offender institutions in April 2005. Hard copy kits were distributed to all institutions in November 2005, advising that a copy should be given to all offenders at Intake who indicate an interest in this type of release process. This will increase the awareness of staff and offenders of this release option.

Other links to the community:

CSC has a substantial volunteer base in the women’s institutions with a total of 475 volunteers from various community organizations and support networks establishing links between the institution and the community. The Citizens’ Advisory Committee is very active at each site with a total of 40 members for the women’s institutions.

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4(k) that the Deputy Commissioner for Women be specifically mandated to explore and implement progressive correctional techniques, even on an experimental basis, for the benefit of incarcerated women and, when properly adapted if need be, for the benefit of all prisoners;

ACCEPTED. (ONGOING)

As noted under Recommendation 4(e), the DCW works pro-actively with the CSC Research Branch to increase knowledge of women’s corrections/offending as the basis for identifying opportunities for innovations and progressive changes to current practices. The DCW also uses broad consultations, such as those outlined under Recommendation 4(j) as another way to continuously improve correctional effectiveness. Examples of progressive correctional techniques include:

The Mother-Child Program: One of the major concerns identified in the 1990 Task Force was the separation of women from their children and families. This was particularly critical given the number of women who have children. The Task Force recommendation, that the women would be allowed to have their children with them in the institution, subject to certain conditions and criteria, was accepted by the Government. The goal of the Mother-Child Program in the regional institutions is to foster positive relationships between mothers and their children; however, the overriding focus and basis for decision-making is the best interests of the child, and the child’s participation in the program must be approved by the respective department of social/children’s services. Since the national implementation of the Mother-Child Program in 2001, 36 children have participated in the part-time program and 19 children have participated in the full-time program.

Pawsitive Directions: This dog training program is unique to Nova Institution for Women and has three phases of training: classroom instruction, canine obedience training and advanced assistance dog training. The program’s impact is provided in the evaluation report completed by CSC’s Research Branch with the assistance of an Advisory Committee. It is available on CSC’s website www.csc-scc.gc.ca (R-108 2001: Results of an Evaluation of the Pawsitive Directions Canine Program at Nova Institution for Women). Overall, the program received a positive evaluation based on quantitative and qualitative data, and made five recommendations for further improvement: reinstatement of a program steering committee; staff awareness sessions regarding the

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program; a formal “re-screening” process; construction of a kennel and amendments to the institutional Standing Order for the canine program. Various models of canine programs are being explored for other institutions.

Structured Living Environment (SLE) and Dialectical Behaviour Therapy (DBT):
SLE houses were implemented in 2001 and were purpose-designed and programmed to meet the needs of women offenders who require daily living support due to mental health issues, but who do not require the static security of the Secure Units.

DBT is a psychotherapeutic treatment approach developed to treat women suffering from severe emotion dysregulation, such as Borderline Personality Disorder. Based on Linehan's (1993) model, the correctional adaptation of DBT applies cognitive behavioural principles in its treatment approach. DBT was implemented in 2002 within the SLE’s in each of the women's regional facilities across Canada. The goal of DBT is for individuals to learn and refine skills and identify and change rigid patterns of thinking and behaviour that are associated with significant problems in living.

The two components of the SLE (DBT and Psychosocial Rehabilitation, which is for individuals with basic skill needs and cognitive challenges) have been evaluated and qualitative research reports are available. Overall evaluation results supported the effectiveness of DBT and highlighted areas for further development. The number of women is sufficient to support a quantitative evaluation and this is currently underway.

4(l) that the Deputy Commissioner for Women be given the discretion to implement family contact programs, including financially assisted telephone calls or family visits, even if the same are not available to incarcerated men, to recognize the different circumstances and needs of women, particularly, but not restricted to, their child care responsibilities;

ACCEPTED IN PRINCIPLE. (ONGOING)

CSC provided funding for annual family visits and 15 minute monthly telephone calls for women offenders at Prison for Women until its closure; this was in accordance with the short-term recommendations of *Creating Choices*. At the regional institutions, the women are granted authorization to telephone family members at admission, at no cost to themselves, and as appropriate under various circumstances (e.g., family emergency).

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The institutions also undertake local initiatives to support family connections, for example, through family days, family meals and special events.

Once the regional institutions for women were fully operational, the Mother-Child Program was implemented to allow eligible women offenders to have their infants reside with them until age four, provided that the residency remained in the best interests of the child. This unique program also provides for extended residential visits for children up to the age of 12. The policy framework for the Mother-Child Program is set out in *Commissioner’s Directive 768*, available on the CSC website (www.csc-scc.gc.ca).

For older children and other family members and friends, the institution’s weekly visiting schedule provides opportunities for evening, weekend and special visits. As well, Temporary Absences provide opportunities for family contact and the Private Family Visiting units at the regional institutions are accessible to the women on a regular basis, with minimal waiting times. The eligibility of visitors for Private Family Visits has been broadened in CSC policy in recent years so that it may include visitors with whom the inmate has a “close familial bond”. *Commissioner’s Directive 770, Visiting*, is available on the CSC website (www.csc-scc.gc.ca)

CSC’s Working Group on Families of Offenders was established in 2004 to develop CSC’s strategy in response to *A Strategic Approach and Policy Document to Address the Needs of Families of Offenders (2003)*. This report was completed by the Canadian Families and Corrections Network based on extensive public consultations. They outlined recommendations toward improved interaction between offenders and their families which contributes to eventual safe reintegration of offenders. The Working Group, which is led by CSC’s Chaplaincy Branch, includes representation from many branches of CSC, including the Women Offender Sector. The Working Group has evaluated the recommendations and is in the process of conducting regional consultation on activities and results in this regard.

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4(m) that complaint and grievance procedures be amended to provide that all second level grievances arising from an institution for women be directed to the Deputy Commissioner for Women, rather than to the Regional level;

NOT ACCEPTED.

While the recommendation was not accepted, the Women Offender Sector conducts an analysis, twice a year, on the issues raised by women offenders via the complaint and grievance process. Key issues that emerge are followed up with the respective Wardens. Findings from the review of the 1st and 2nd Quarter of 2005-06, note good timeliness in responses to complaints and grievances and the completion of thorough assessment of issues in responses. A copy of the complaint and grievance analysis is forwarded to the Office of the Correctional Investigator.

A review of the Offender Redress System has resulted in recommendations for more sustainable solutions to ensuring quality and timely responses to grievances. Decisions will be made in this regard in April 2006.

4(n) that the Deputy Commissioner for Women answer personally all complaints or grievances addressed to him or her;

NOT ACCEPTED.

Since 1996, in response to the Arbour Report, the DCW is consulted on all third level grievances from women offenders prior to response at the national level. As well, the DCW has ensured the identification of a grievance code for complaints and grievances related to the *National Operational Protocol Front Line Staffing*. This coding also applies to *CD 577, Operational Requirements for Cross-Gender Staffing in Women Offender Institutions* (refer to Recommendation 5(b)).

The DCW also ensures that appropriate follow-up is undertaken in response to complaints and issues that are directed to her by women offenders. The DCW also responds to complaints and issues affecting women offenders that are raised by external stakeholders such as Citizens’ Advisory Committees, Canadian Association of Elizabeth Fry Societies and the Office of the Correctional Investigator.

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4(o) that the Deputy Commissioner for Women ensure that progress made through the Healing Lodge be shared, inasmuch as feasible, with incarcerated Aboriginal men;

ACCEPTED. (COMPLETE)

The DCW works collaboratively with the CSC Aboriginal Initiatives Branch on issues and action plans affecting Aboriginal women offenders.

In addition to Okimaw Ohci Healing Lodge for women, there are seven healing lodges for male offenders.

An evaluation of Okimaw Ohci Healing Lodge was completed in September 2002; the final report and action plan in response to the recommendations were approved by CSC in September 2004 and are posted on the website (www.csc-scc.gc.ca). The lessons learned from this evaluation have been incorporated into the Healing Lodge Improvement Plan developed by the Aboriginal Initiatives Branch. The Aboriginal Initiatives Branch also hosts periodic meetings of the directors of Healing Lodges to facilitate sharing of information and common problem-solving.

4(p) that the Correctional Investigator assign an investigator to deal specifically with issues related to women’s corrections, and that any complaint emerging from the new regional facilities be directed to that person.

ACCEPTED BY THE OFFICE OF THE CORRECTIONAL INVESTIGATOR.

The Office of the Correctional Investigator has an investigator assigned to deal specifically with women offender issues.

With respect to cross-gender staffing, I recommend:

ACCEPTED. (COMPLETE)

5(a) that at least one federal institution be staffed with no men working in the living units, or that agreements be made with one or more provincial facilities where the living units are staffed exclusively by female

CSC applied for, and received, a three-year exclusion order effective January 1, 1997, to enable the Service to hire only front line staff (Primary Workers) at Edmonton Institution for Women (EIFW). During the three-year period, there was extensive consultation which indicated that the majority of stakeholders supported having male front line staff in

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Correctional Officers, for the placement of federally sentenced women. Inmates’ desire to be housed in such facilities should be taken into account in their placement;

the women’s institutions. The Canadian Human Rights Commission also supported this position. Based on their human rights analysis, using the three-part test, they concluded that “the Correctional Service of Canada must vigorously pursue other alternatives before impairing the employment rights of men in such a fashion (p. 43).

As of February 2006, 18.5% of the front line staff (Primary Workers) at all women’s institutions are men; 81.5% are women. Generally, the proportion has been relatively consistent since the women’s institutions opened. The exception is at Edmonton Institution for Women, where there is a higher proportion of women in front line positions (86.4% are women; 13.6% are men), given the exclusion order that was in place at that site for several years. As well, at Okimaw Ohci Healing Lodge and the women’s unit at the Regional Psychiatric Centre (Prairies), all front line positions are currently staffed with women.

5(b) that explicit protocols be drafted in each institution in which male staff will have access to the living units, to ensure that

ACCEPTED IN PRINCIPLE. (COMPLETE)

- i) male front line workers are always paired with female line workers when patrolling living units;
- ii) that male staff be restricted from patrolling living units at night; and
- iii) that male staff be required to announce their presence on a living unit or at an individual’s cell or bedroom;

Institutional protocols were replaced with a comprehensive national document entitled the *National Operational Protocol – Front Line Staffing* in 1998. The *Protocol* set out the framework for cross-gender staffing operational practices. In accordance with the Action Plan in response to the Canadian Human Rights Commission Report, the *Protocol* has been converted into a corporate policy document, *Commissioner’s Directive 577 – Operational Requirements for Cross Gender Staffing in Women Offender Institutions*, promulgated in March 2006.

CSC is committed to establishing an environment and operational practices which respect the privacy of women offenders to the extent possible in an institutional context. However, continuous pairing of men and women front line staff and restrictions for men staff from patrolling at night are not operationally feasible. To address this, *CD 577* retained, from the *National Operational Protocol*, the requirement that men front line staff be paired with women staff from the time of “lights out” to 0700. The new CD also requires all staff, men and women, to announce their presence upon entering a living unit.

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<p>5(c) that all federal institutions be designed in such a way as to ensure privacy for inmates while using washrooms, dressing and undressing;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>All women offender housing units are designed to protect the privacy of the women.</p>
<p>5(d) that the design of the existing or proposed enhanced unit in each of the new facilities be such as to provide modesty barriers for inmates kept under close monitoring;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>Men staff are not assigned to 24-hour monitored cells. All monitored cells have privacy screens in place.</p>
<p>5(e) that the sexual harassment policy of the Correctional Service be extended to apply to inmates.</p>	<p>ACCEPTED IN PRINCIPLE. (COMPLETE)</p> <p>The Service is committed to providing a workplace that is free of harassment and discriminatory behaviour.</p> <p>Section 70 of the CCRA provides that CSC shall take all reasonable steps to ensure that penitentiaries are safe, healthy and free of practices that undermine a person’s sense of personal dignity.</p> <p>CSC has an anti-harassment policy which covers all types of harassment, including sexual harassment. The anti-harassment policy applies to offenders. In March 2003, CSC released a policy bulletin on harassment, which clarifies the Service’s policies and redress procedures pertaining to harassment. An additional policy clarification (<i>Policy Bulletin 186</i>) was issued on January 27, 2005, that specifically outlines the process for addressing offenders’ allegations of harassment. These instructions ensure that offenders are protected by the same procedural safeguards outlined in the Treasury Board Policy and in <i>CSC’s Guiding Principles on Prevention and Resolution of Harassment in the Workplace</i>.</p>

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5(f) that a woman be appointed to monitor and report annually, for the next three years following the opening of each new regional facility, to the Deputy Commissioner for Women, on the implementation of the cross-gender staffing policy in the living units of the new institutions, and on related issues, including the effectiveness of the extension of the sexual harassment policy to the protection of inmates;

ACCEPTED. (COMPLETE)

Following an open tendering process, the Cross-Gender Staffing Monitor was appointed in January 1998. As per this recommendation, the Monitor’s review included the effectiveness of the extension of the sexual harassment policy to the protection of offenders. The three annual reports of the Cross-Gender Monitoring Project, together with *CSC’s Response to the Third and Final Report*, are posted on the CSC website www.csc-scc.gc.ca under the Women Offender Sector publications.

5(g) that the Monitor be a person independent from the Correctional Service;

ACCEPTED. (COMPLETE)

The Monitor was independent of CSC. Contractual provisions protected the independence of the Monitor’s work and annual reports.

5(h) that the Monitor have access to inmates and staff on a confidential basis, and that her mandate be to assess the system, rather than the individuals, and to make recommendations accordingly;

ACCEPTED. (COMPLETE)

The Monitoring Project included on-site visits. Offenders, staff and volunteers were advised by both CSC and the Monitor that their participation was voluntary and confidential. The Reports did not identify individual names and provisions were made by the Monitor to protect personal information during the collection and collation of data. The stated objectives of the Monitoring Project specified that their mandate was to:

- to assess the systematic impact of cross gender staffing, especially on inmates and staff, in federally sentenced women's facilities across the country;
- to identify operational and policy issues; and
- to forward appropriate recommendations to the Deputy Commissioner for Women, Correctional Service Canada.

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5(i) that the annual report of the Monitor be made public, along with a description of any corrective measure taken by the Correctional Service to redress problems that she might have identified;

ACCEPTED. (COMPLETE)

The First and Second Annual Reports and the *Response of the Correctional Service of Canada to the Third and Final Report* are posted on the CSC website www.csc-scc.gc.ca under the Women Offender Sector publications.

5(j) that the Deputy Commissioner for Women be required, after three years, to provide recommendations to the Commissioner as to the desirability of continuing the cross-gender staffing policy of the Correctional Service in light of the reports of the Monitor, and to put forward alternative options, if need be.

ACCEPTED. (COMPLETE)

CSC’s decision to maintain cross-gender staffing is contained in the *Response of the Correctional Service of Canada to the Third and Final Report* which is posted on the CSC website www.csc-scc.gc.ca under Women Offender Sector publications. The Response was released on February 17, 2005. The delay in releasing CSC’s response was explained in the accompanying News Release:

“CSC received the Cross-Gender Monitor’s report at the same time as the CHRC began its review into women’s corrections. Given that the CHRC had identified cross-gender staffing as one of the issues to be examined, CSC decided to await its findings prior to responding to the Cross-Gender Monitor. The responses are therefore being released simultaneously.”

With respect to use of force and use of IERT’s, I recommend:

6(a) that male IERT’s not be deployed again in an institution for women;

ACCEPTED IN PRINCIPLE. (COMPLETE)

Concurrent to the Arbour hearings (August to November 1995), CSC was in the process of making policy changes to preclude male Institutional Emergency Response Team (ERT) members from being deployed as a first response in a women’s institution.

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	<p>In late 1995, the Prison for Women established a women-only ERT for emergency response. In 1996-97, both CSC's Use of Force policy and the <i>National Operational Protocol – Front Line Staffing</i> ("cross gender protocol") indicated that in a situation that potentially could require the use of force, the plan for first response must be by a women-only team.</p> <p>There could be situations (albeit rare) where male ERT members, male staff from the institution, the police or military may be required to assist in a situation in designated capacities such as support and back-up, isolation and containment. These latter issues are addressed both in policy and in institutional Contingency Plans. Refer to <i>Commissioner’s Directive 600, Management of Emergencies</i>, paragraph 25 (www.csc-scc.gc.ca)</p> <p>Since opening, the regional women’s institutions have had either an institutional or a regional (Nova) women-only ERT. In further policy reviews, the statement about the first response remained in the <i>Protocol</i> and was contained in the security-related policies. Refer to <i>Commissioner’s Directive 577, Operational Requirements for Cross-Gender Staffing in Women Offender Institutions</i>, paragraph 30, <i>Commissioner’s Directive 600, Management of Emergencies</i>, paragraphs 24-26, and <i>Commissioner’s Directive 566, Prevention of Security Incidents.</i>, paragraph 10. These are available on the CSC website www.csc-scc.gc.ca</p>
<p>6(b) that the Correctional Service proposed policy with respect to crisis intervention, which includes non-violent crisis intervention techniques, be implemented in all the new facilities;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>At the time the women's institutions were opening in 1995, a training course from the U.S. called <i>Non-Violent Crisis Intervention</i> was introduced. Since that time, the standalone course is no longer used as various non-violent crisis intervention techniques have been integrated into national policy and associated staff training.</p> <p>Much of the current Situation Management Model, as well as the overall focus of <i>Commissioner's Directive 567, Management of Emergencies</i> is based on proposed policy presented by CSC during the policy phase of the Arbour Commission hearings. A draft</p>

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Standard Operating Practice, "Intervention and Use of Force - Women’s Institutions" was shared with the Commission but was not promulgated in that form in CSC. CSC determined that there should be one policy that clarifies differences for men and women offenders, rather than having two distinct policies on use of force; other direction was incorporated into various security policies.

Commissioner's Directive 567-1, Use of Force (refer to paragraphs 7-9) has been modified to ensure use of force is consistent with the Situation Management Model (outlined in *Commissioner's Directive 567, Management of Security Incidents*). The principles outlined in *Commissioner's Directive 567* and the Situation Management Model encourage peaceful resolution of incidents using verbal intervention and negotiation whenever possible as well as allowing the ERT to step back and re-assess situations should an offender’s behaviour become compliant or non-compliant as the case may be.

Commissioner's Directive 567, Management of Security Incidents (paragraphs 25-26) provides extensive details of the Situation Management Model and on intervention methods including adjusting interventions based on inmate compliance.

As well, *Policy Bulletin 140* was issued in 2002 to modify paragraph 35 of *Commissioner's Directive 600, Management of Emergencies*. It clarifies the authority for use of force versus negotiation strategies.

6(c) that should there be any IERT’s in the regional facilities, whether developed and trained along the Burnaby Correctional Centre model or otherwise, they be composed exclusively of female staff;

ACCEPTED. (COMPLETE)

Refer to Recommendation 6 (a).

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6(d) that, to the extent that local police forces, the RCMP, or any other security organization may be expected to play a role in maintaining security or restoring order in a women’s correctional facility, protocols or memoranda of understanding be entered into with such organizations to ensure that the persons required to apply force to women, particularly to search them, be apprised specifically of the limit of their authority;

ACCEPTED. (COMPLETE)

Commissioner's Directive 600, Management of Emergencies, paragraph 25, is clear that the role of men participating in the response at a women’s institution shall be limited to support and back-up, isolation and containment. All institutions have a Memorandum of Understanding with their local police forces regarding their roles and responsibilities should they be asked to assist in emergency response at a women’s institution. These agreements are regularly reviewed.

6(e) that the Correctional Service of Canada acknowledge that the following is a correct interpretation of the existing law, or that it seek modification of the existing law to accord with the following:

ACCEPTED. (COMPLETE)

- (i) men may not strip search women. The only exception is where the delay in locating women to conduct the search would be dangerous to human life or safety, or might result in the loss of evidence. No man may witness the strip search of a woman, except as above;

CSC policy does not permit men staff to conduct strip searches of women offenders. This goes further than what is under the *CCRA* and in the Arbour Report’s recommendation, which allow men to strip search women in some emergency situations. CSC has also included in policy that men staff are not permitted to frisk search women offenders. Refer to *Commissioner’s Directive 566-7, Searching of Inmates*, paragraph 11 and *Commissioner’s Directive 577, Operational Requirements for Cross-Gender Staffing in Women Offender Institutions*, paragraphs 18-21.

CSC, through the office of the Deputy Commissioner for Women, reviews all use of force videotapes and there have been no breaches of this policy requirement.

6(f) that inmates be given the right to counsel before expressing their consent to a body cavity search, and that inmates be advised of that right at the time their consent is sought;

ACCEPTED. (COMPLETE)

CSC’s policy was changed following this recommendation to address an offender’s right to legal counsel before consenting to a body cavity search and in terms of advising offenders of that right.

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	<p>CSC’s Search Authorization–Inmate Search form indicates the requirement to provide an opportunity to communicate with legal counsel. The form includes a declaration section to ensure written documentation that the offender has been informed of the reasons for the search, has been provided with reasonable opportunity to obtain and instruct legal counsel without delay and has consented to the search. The offender’s signature must be witnessed. The same form also records the reason for the search and the Warden’s authorizing signature. The institution must also complete a Post-Search Report (CSC Form 2013) for each body cavity search conducted.</p> <p>There has been one incident that occurred, in October 2003, in which a woman offender consented to a body cavity search, however, timely access to legal counsel was not provided prior to obtaining her consent. This case was the subject of legal action and a decision was rendered in January 2006 in favour of the plaintiff/woman offender. The decision of the court was that the consent was induced and that excessive measures were taken in this case with regard to dry cell procedures given that a body cavity search had already been conducted on the woman offender. Following the January 2006 court decision, CSC has further strengthened its policy regarding body cavity searches to address the issues raised in this case.</p>
<p>6(g) that body cavity searches only be performed in surroundings that are appropriate for consensual, non-emergency medical examination or intervention;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>The <i>Corrections and Conditional Release Regulations</i>, Section 46, stipulates that a body cavity search "shall be carried out in a private area...". There have been no body cavity searches of women offenders in the past 2 ½ years.</p>
<p>6(h) that a body cavity search be performed only by a female physician, if the inmate so requests, and that the physician ensure, to her satisfaction, that the consent was not obtained as a result of inducement or coercion;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>Body cavity searches must be performed by a qualified medical professional and no body cavity search may be performed without the consent of the inmate as per the <i>CCRA</i> Section 52. This paragraph is also cited in paragraph 15 of <i>Commissioner’s Directive 566-7 Searching of Inmates</i>.</p>

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In the event that only a male physician is available, the inmate may refuse to consent to the body cavity search; the inmate's consent is always required in order to perform the search.

6(i) that body cavity searches and strip searches performed in contravention of these recommendations be treated as having rendered the conditions of imprisonment harsher than that contemplated by the sentence, for the purposes of the remedies contemplated in the recommendation dealing with sanctions (see recommendation 8(b) and (c)).

REFERRED TO DEPARTMENT OF JUSTICE.

Refer to Recommendation 8 (a) and (b).

With respect to Aboriginal women and the Healing Lodge, I recommend:

7(a) with respect to the Healing Lodge itself:

i) that access to the Healing Lodge be available to all Aboriginal federally sentenced women, regardless of their present classification;

NOT ACCEPTED.

This recommendation was made in both the Arbour Report and the CHRC report. CSC did not accept the recommendations for the reasons reiterated below.

Foremost, it is important to note that, pursuant to the *Corrections and Conditional Release Act*, CSC has a legal obligation to ensure that the penitentiary environment is safe. Research, assessment and experience have shown that the community-living model within the fenced perimeter of the regional institutions is not appropriate for offenders with a maximum security classification. In terms of Okimaw Ohci Healing Lodge (OOHL) specifically, it has no perimeter fence and does not have the staffing levels required to accommodate and manage the needs and the risks of women classified at the maximum-security level.

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The community-living model at OOHL is situated within the healing framework of Aboriginal culture and philosophy. CSC recognizes that the OOHL context places even higher demands on individual women particularly in terms of the level of interaction required on a daily basis with staff, Elders and Nekaneet community representatives.

Input from those who have worked with the maximum-security women, including Elders, suggests that Healing Lodge candidates must have demonstrated a level of readiness to be able to benefit from the healing processes at the Lodge. Women classified at the maximum security level require considerable structure, intervention and support. To prematurely transfer these women to the more open environment of the Healing Lodge, where their focus needs to be on the healing process, could jeopardize their chance of success.

CSC will continue to work with Aboriginal staff and Elders and community representatives/organizations to conduct the research and program development to increase correctional effectiveness for Aboriginal offenders including those interventions that potentially will support moves to lower security levels.

Since OOHL opened, CSC has been committed to ensuring that, first, the assessment of “healing readiness” is driven by Aboriginal staff and Elders who work with maximum-security women and, second, that it is explicitly considered in the security reclassification process for maximum-security women.

Healing Lodge readiness assessment process:

A more structured and proactive Healing Lodge readiness assessment framework and a Healing Readiness Commitment Form have been completed and implemented. The Commitment Form provides a tool for staff to work with maximum security Aboriginal women who are ready to pursue their healing path and eventual transfer to the Okimaw Ohci Healing Lodge. A copy of the form was issued to staff in November 2005.

The Women Offender Sector will monitor the results of this process on a quarterly basis and the results will be shared with the Wardens and Kikawinaw (equivalent title for

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Warden at Okimaw Ohci, meaning “Our Mother”). A video conference took place in January 2006, with representatives from the Women Offender Sector and the women’s institutions, to further discuss implementation and process issues.

The Aboriginal Pathways vision at Fraser Valley Institution (based on a similar model in men’s institutions) has established an environment where Aboriginal women may access services in a culturally appropriate manner through a continuum of Aboriginal specific programs, activities and spiritual ceremonies from Intake Assessment to community release and finally to warrant expiry. Fraser Valley provides a culturally supportive environment and resources where women offenders can commit to a healing journey. This offers elements that fully support and encourage healing for women at all security levels. The Pathways program is also being planned for Edmonton Institution for Women to complement the existing programs and services that have been in place at that site. For women who are not yet ready to access the Healing Lodge, and wish to do so, Pathways affords them the opportunity to better prepare them for a healing process at the Healing Lodge.

ii) that evaluation of the Healing Lodge be undertaken, and include non-traditional criteria of success, to be developed under the authority of the Deputy Commissioner for Women, in consultation with Aboriginal communities, Aboriginal prisoners, and women’s group if necessary. Personal, cultural, and spiritual growth should be acknowledged as a valued component of the evaluation;

ACCEPTED. (ONGOING)

In June 1994, a Memorandum of Agreement was signed between CSC and the Nekaneet Band. The Agreement designated a portion of Nekaneet land for the construction of a women’s healing lodge. Section 8 of the Memorandum of Agreement requires that an evaluation be conducted every five years to ensure that the stated objectives of the Agreement are met.

The evaluation took place in 2002 and was designed to examine areas such as: sustaining the Vision of the Okimaw Ohci Healing Lodge; documenting the extent to which CSC has adhered to its commitments to the Nekaneet First Nation, and identifying issues faced by the former residents of the Healing Lodge while they are on conditional release.

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The evaluation work included: interviews with key parties, a review and analysis of CSC documents and CSC databases (Offender Management System, PeopleSoft, IFMMS), and an assessment of staff and management perceptions as to whether their expectations of the Okimaw Ohci Healing Lodge Vision have been met. The Evaluation Team visited three women’s institutions, three community offices and a community residential facility. Interviews and discussions were held with more than 35 CSC staff. In addition, the Evaluation Team interviewed the Chief and two Band Council Members of the Nekaneet First Nation, National Parole Board staff in Saskatoon and members of the advisory group, the Kekunwemkonawuk (Keepers of the Vision).

The Evaluation Report was completed in September 2002. The findings reflect the overall view of the Evaluation Team that the Vision of the Healing Lodge remains workable if consideration is given to examining the areas of management and operations discussed in this report. The evaluation report pulls together forms of consensus and best practices from other areas, and offers them for the consideration of the staff and management team at the Okimaw Ohci Healing Lodge.

An action plan was initiated to respond to the findings. Eight of the nine recommendations contained in the Evaluation Report have been addressed. With respect to the one remaining recommendation, an assessment of the Nekaneet First Nation’s capacity to enter into a CCRA Section 81 agreement was initiated in Spring 2005. Although a methodology was developed and interviews were conducted, it was concluded that more work was required on how to analyze the specific cultural elements in capacity assessments of Canadian Aboriginal communities. This work is required before CSC can proceed with these assessments. The Nekaneet community and the Okimaw Ohci Healing Lodge have been advised. The Aboriginal Initiatives Branch will follow-up as appropriate.

The Aboriginal Initiatives and Research Branches of CSC also completed a research report entitled *An Examination of Healing Lodges for Federal Offenders in Canada*. Action plans to respond to the findings of this report focus on building relationships through communication tools and a network of "Champions"; training; and the

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	establishment of nationally consistent protocols for the selection of offenders for transfer to Healing Lodges. Follow-up action is ongoing.
(iii) that consideration be given to the development of a facility modelled after the Healing Lodge, to serve the needs of all incarcerated women in eastern Canada;	NOT ACCEPTED. The small number of Aboriginal women offenders in eastern Canada does not support the establishment of another Healing Lodge. However, Aboriginal programming and access to Elders/Aboriginal Liaison Officers is provided in all institutions. Offenders are supported in their efforts to begin their healing journey in their home institution in preparation for a transfer to Okimaw Ohci, should they wish to request a transfer to western Canada.
7(b) with respect to the regional facilities other than the Healing Lodge:	ACCEPTED. (ONGOING)
(i) that under the supervision of the Deputy Commissioner for Women, all regional facilities draw on the resources of the Healing Lodge for the development of programs and correctional approaches relevant to the particular needs and circumstances of Aboriginal women;	The DCW will continue to develop and support linkages and communication between the women’s institutions and the Lodge. Champions have been nominated in each of the five institutions and through their efforts, ongoing information about the Lodge is shared with offenders on a regular basis. Aboriginal women offenders interested in transferring to the Lodge are encouraged to do so at the most appropriate time in their sentence. As part of the ongoing assessment of long-term strategies to manage all maximum-security women, approaches specific to Aboriginal women were considered. For example, a <i>Healing Readiness Commitment Process</i> has been designed for use with this small group of offenders (refer to response to Recommendation 7(i)). Staff in all Secure Units will ensure that newcomers receive information on this process. Support is available to those interested, with the eventual outcome being a possible reduction in security level and an opportunity to transfer to Okimaw Ohci. Use of this process will be monitored and adjusted to ensure it remains a viable option for Aboriginal maximum-security women offenders.

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(ii) that links be established and facilitated between the various Native sisterhoods in regional prisons and the committee of inmates in place, if any, at the Healing Lodge;

Aboriginal Sisterhoods and Brotherhoods are able to communicate through correspondence. They share best practices and support one another in this way.

(iii) that in each regional facility:

In each regional facility:

- access to Elders be formalized and facilitated;
- Aboriginal staff and contract workers be recruited;
- culturally sensitive training be provided to all staff;
- culturally relevant programs be made available to Aboriginal women; and
- access to Aboriginal forms of healing be facilitated through Elders, Aboriginal counsellors, social workers, psychologists, etc.

- Each women's institution provides Elder services on a regular basis. The number of hours is dependent upon the number of women for whom this service is required.
- Aboriginal Liaison Officers are available in all institutions. These staff work closely with the woman and her Case Management Team to ensure Aboriginal options specific to her case are considered. Each facility follows national staffing guidelines in that their staffing complement is reflective of the community around them. Institutions in the west have a higher percentage of Aboriginal staff overall due to the makeup of the surrounding community.
- Culturally sensitive training is provided to all staff as part of the CSC Orientation Process, regardless of the position. As with all staff at women's institutions, staff at the Healing Lodge also attend Women-Centred Training which also contains culturally sensitive material.
- Culturally relevant programs such as Spirit of a Warrior and Circles of Change, have continued to be developed for Aboriginal women offenders. The National Committee on Programs for Aboriginal Women is examining an overall program strategy to better meet the needs of Aboriginal women offenders.
- Access by the women to Aboriginal forms of healing are facilitated through Elders and Aboriginal Liaison Officers at the Lodge. However, these services are also available to Aboriginal women offenders in other facilities. Staff encourage and support these efforts, realizing how difficult this path can be.

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(iv) that the Deputy Commissioner for Women take the initiative of identifying incarcerated Aboriginal women who would benefit from placement into the care and custody of an Aboriginal community, as contemplated by s.81(3) of the *CCRA*, and report within six months on his or her efforts at implementing that option; that priority be given to women who have children in their Aboriginal community; and that community placement be accompanied by appropriate financial assistance to the community.

CSC’s Aboriginal Initiatives Branch is leading the development of CSC’s national and regional action plans to move forward on the Aboriginal Corrections’ agenda and to support achievement. CSC’s Women Offender Sector is working in collaboration with Aboriginal Initiatives with regard to Aboriginal women offenders.

With respect to correctional issues more generally, I recommend:

REFERRED TO DEPARTMENT OF JUSTICE.

8(a) that the Department of Justice, at the initiative of the Solicitor General, examine legislative mechanisms by which to create sanctions for correctional interference with the integrity of a sentence;

The Solicitor General complied with the recommendation to refer the matters to the Department of Justice. The Department of Justice reviewed the recommendations; however, there is no indication that the Department will pursue legislative amendments in support of those recommendations.

8(b) that such sanctions provide, in substance, that if illegalities, gross mismanagement or unfairness in the administration of a sentence renders the sentence harsher than that imposed by the court:

REFERRED TO DEPARTMENT OF JUSTICE.

(i) in the case of non-mandatory sentence, a reduction of the period of imprisonment be granted, to reflect the fact that the punishment administered was more punitive than the one intended, should court so find; and

Refer to response under Recommendation 8(a).

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(ii) in the case of a mandatory sentence, the same factors be considered as militating towards earlier release;

Refer to response under Recommendation 8(a).

8(c) that the Correctional Service properly educate its employees with respect to the rights of incarcerated offenders and inform them of the Service’s commitment to seeing that these rights are respected and enforced.

ACCEPTED. (ONGOING)

Legal Services has established a legal awareness training unit and is responsible for the coordination and delivery, on an ongoing basis, of legal awareness training.

The Human Rights Division established within CSC identifies the application of evolving human rights issues in the correctional environment, respecting the requirements of the CCRA. The Human Rights Division, in conjunction with the Women Offender Sector, piloted training sessions in February and March 2006 at Edmonton Institution for Women and Nova Institution. The sessions were attended by staff and offenders and included issues of human rights, values and ethic and advocacy. In addition, two Human Rights bulletins have been issued and are available for staff on CSC’s intranet site. The development of additional bulletins is planned on an ongoing basis.

With respect to segregation, I recommend

ACCEPTED. (ONGOING)

9(a) that when administrative segregation is used, it be administered in compliance with the law and appropriately monitored.

A Task Force on Segregation was established in July 1996 and reported in March 1997. As part of its work, audits on compliance of all segregation units have taken place and appropriate training has been provided. The Task Force Report was released in February 1998, and is available on the CSC website www.csc-scc.gc.ca. A Manual on Administrative Segregation is available to all managers and staff through the CSC intranet, and each region is assigned a regional segregation oversight manager to conduct the reviews of segregated inmates every 60 days and to provide advice and leadership on segregation issues within the region. Accountability is with the institutional head and assessed vis-à-vis the Management Control Framework process and performance agreements.

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<p>9(b) that daily visits to segregation units by senior prison managers be required, and that the discharge of that duty be specifically made part of any performance evaluation of these managers;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>This requirement is identified in <i>Commissioner’s Directive 590, Administrative Segregation</i> (paragraph 25). Accountability is with the institutional head and assessed vis-à-vis the Management Control Framework process and performance agreements.</p>
<p>9(c) that the obligation to conduct daily visits to segregation not be delegated below the level of Unit Manager, or its equivalent, except in very small institutions where, on weekends, this function could be performed by the officer in charge of the institution;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>This requirement is identified in <i>Commissioner’s Directive 590, Administrative Segregation</i> (paragraph 25).</p>
<p>9(d) that the practice of long-term confinement in administrative segregation be brought to an end;</p>	<p>ACCEPTED IN PRINCIPLE.</p> <p>There is agreement with the principle that long-term segregation should be used in the rarest of situations and under the least restrictive conditions possible while taking into consideration staff and inmate safety. In response to a recommendation by the Canadian Human Rights Commission, CSC has established a Segregation Advisory Committee as a pilot in one women’s institution (Edmonton Institution for Women) to review the cases of women in segregation over 30 consecutive days, and all women whose cumulative stay in segregation exceeds 60 days over a one-year period. Membership includes one CSC staff member and two external members with knowledge of, and experience working with, Aboriginal women offenders and knowledge of mental health issues.</p>
<p>9(e) that, in order to so achieve, a time limit be imposed along the following lines:</p>	<p>NOT ACCEPTED.</p> <p>CSC’s goal is to alleviate the segregation status of an offender as soon as possible. As per sections 19-23 of the <i>Corrections and Conditional Release Regulations</i>:</p>

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- (i) if the existing statutory pre-conditions for administrative segregation are met, an inmate be segregated for a maximum of three days, as directed by the institutional head, in response to an immediate incident;
- (ii) after three days, a documented review take place, if further detention in segregation is contemplated;
- (iii) the administrative review specify what further period of segregation, if any, is authorized, up to a maximum of 30 days, no more than twice in a calendar year, with the effect that an inmate not be made to spend more than 60 non-consecutive days in segregation in a year;
- (iv) after 30 days, or if the total days served in segregation during that year already approaches 60, the institution be made to consider and apply other options, such as transfer, placement in a mental health unit, or other forms of intensive supervision, but involving interaction with the general population;
- (v) if these options proved unavailable, or if the Correctional Service is of the view that a longer period segregation was required, the Service be required to apply to a court for a determination of the necessity of further segregation;
- (vi) that upon being seized of such application, the court be required to consider all the components of the sentence, including its duration, so as to make

- within one working day after the confinement, the institutional head must review and confirm the confinement or order that the inmate be returned to general inmate population;
 - within 5 working days and at least once every 30 days thereafter, the Segregation Review Board must conduct a hearing.
 - at least once every 60 days, the head of the Region or a designated staff member must review the inmate's case to determine whether the administrative segregation of the inmates continues to be justified.
- Various avenues of recourse are available to an offender should they wish to raise issues regarding their segregation status. These include the complaints and grievance process, the Office of the Correctional Investigator, the Deputy Commissioner for Women and the courts.

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<p>an order consistent with the original intent of the sentence, and the present circumstances of the offender.</p>	
<p>9(f) failing a willingness to put segregation under judicial supervision, I would recommend:</p> <p>(i) that segregation decisions be made at an institutional level subject to confirmation within five days by an independent adjudicator;</p> <p>(ii) that the independent adjudicator be a lawyer, and that he or she be required to give reasons for a decision to maintain segregation;</p> <p>(iii) that segregation reviews be conducted every 30 days, before a different adjudicator each time, who should also be a lawyer, and who should also be required to give reasons for his or her decision to maintain segregation;</p>	<p>COMPLETE.</p> <p>CSC has no plans to introduce independent adjudication at this time given that:</p> <ul style="list-style-type: none"> ▪ decisions and accountability related to matters of security and personal safety are best left with CSC whose legal mandate includes the safe custody of offenders. ▪ Offenders have various avenues of recourse that may be pursued, including the courts, the Offender Redress System and the Office of the Correctional Investigator; ▪ CSC is unaware of any other jurisdiction which has introduced such a model and there is, therefore, no evidence that decisions would be different; ▪ implementing independent adjudication would divert focus and resources from other higher corporate priorities (e.g., aboriginal, mental health); ▪ there is a Segregation Advisory Committee pilot underway at Edmonton Institution for Women, including external members to CSC, which will be reviewed for effectiveness regarding placement decisions, length of stay and fairness (refer to Recommendation 9(d)); ▪ CSC has introduced a national Population Management Committee to monitor case management and transfers, including long-term segregation; and ▪ CSC has committed to strengthening monitoring and reporting of administrative segregation decisions.
<p>9(g) that failure to comply with any of the above provisions be treated as having rendered the conditions of imprisonment harsher than that contemplated by the sentence, for the purposes of the remedy contemplated in recommendation 8(b) and (c).</p>	<p>REFERRED TO DEPARTMENT OF JUSTICE.</p> <p>Refer to response under Recommendation 8(a).</p>

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With respect to accountability in operations, I recommend:

10(a) that all National Boards of Investigations include a member from outside the Correctional Service;

ACCEPTED. (COMPLETE)

This practice, which is reflected in CSC policy on investigations, has been in place since July 1996.

10(b) that the outside member be drawn from a list of agreeable candidates compiled from suggestions generated within the Correctional Service, and also from organizations such as the John Howard Society, the Canadian Association of Elizabeth Fry Societies, the Canadian Bar Association, the Canadian Association of Chiefs of Police, and any group with similar interests or expertise;

ACCEPTED. (COMPLETE)

The lists of external representatives for investigation boards are updated on a regular basis to ensure an adequate number of persons from a broad range of backgrounds.

10(c) that a core of specialized investigators be trained to sit on National Boards of Investigation and, if need be, on some Regional Boards; that training be developed in consultation with techniques and expertise of various police oversight bodies;

ACCEPTED IN PRINCIPLE. (COMPLETE)

At present CSC has 11 permanent investigators assigned to investigate incidents, usually chairing CSC national Boards. All permanent investigators, CSC staff or external representatives must receive the CSC training program prior to participating in an investigation.

10(d) that mandates given to Boards of Investigation standardly require them to monitor the Correctional Service’s compliance with the law, particularly the law dealing with prisoners’ right;

ACCEPTED. (COMPLETE)

All Convening Orders for investigations include a reference to compliance with the law and correctional policies.

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<p>10(e) that mandates given to Boards of Investigation be expressed in clear and specific terms and contain a realistic reporting date;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>There are standard terms of reference for specific types of investigations, with the option to add further specifications unique to a particular incident. The deadline for submission of investigation reports is normally eight weeks, with provision for extensions if circumstances require additional time.</p>
<p>10(f) that adequate resources be made available to Boards of Investigation, including secretarial resources;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>Boards are given all assistance they require as well as access to and awareness of documents available. CSC staff who are members of Boards of Investigation are relieved of their normal duties until an initial draft of the findings is complete.</p>
<p>10(g) that there be no input from persons other than the Boards of Investigation members into the production of the final report;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>Since July 1996 all Boards of Investigation are advised in writing that they are under absolutely no obligation to make any changes whatsoever to the report as a result of comments provided to them during the quality control process. As of January 2004, procedures were changed so that Boards submit their final signed report on the due date and no further changes are made to the document by any party other than the Board of Investigation.</p>
<p>10(h) that Boards of Investigations consider their obligation to give notice to persons, including inmates, pursuant to s.13 of the <i>Inquiries Act</i>;</p>	<p>ACCEPTED. (ONGOING)</p> <p>All terms of reference require national Boards of Investigation to examine the requirement to issue Section 13 notices under the <i>Inquiries Act</i> as a result of their investigation report (i.e., giving a person reasonable notice to respond before adverse comments are made in an investigation report) . They must also advise all persons interviewed of the existence and purpose of Section 13. All Boards of Investigation that</p>

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	<p>are convened under the general management powers, and therefore not under the <i>Inquiries Act</i>, are expected to conform to the <i>Duty to Act Fairly</i>, which requires that any person about whom the report may make negative findings be provided a copy of the draft statements and an opportunity to make representations in writing to the Board.</p>
<p>With respect to complaints and grievances, I recommend:</p> <p>11(a) that a system be put in place to assign a priority to all complaints and grievances received, and that the prioritization be effected on the day on which the complaint or grievance is received at that level; priority should obviously be given to complaints that relate to an ongoing matter of a serious nature;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>CSC's policy was amended to ensure that offenders are provided with complete, written responses to issues raised in complaints and grievances within 15 working days of receipt by the respondent, when the complaint or grievance is assessed as being a priority case, and within 25 working days of receipt by the respondent in all other cases. Criteria for determining whether a complaint or grievance is high priority or routine is located in the <i>Offender Complaints and Grievance Manual</i>.</p>
<p>11(b) that where a complaint or grievance was well founded when it was made, but requires no direct action at the time of the response, in light of a change in the circumstances which gave rise to the complaint, the Service be required to recognize that the complaint was valid and indicate to the inmate what measures, if any, have been or will be taken to avoid the reoccurrence of the problem;</p>	<p>ACCEPTED. (ONGOING)</p> <p>When responses to grievances are delayed and the original issue is resolved, or has been addressed prior to receiving the response, the grievances at the third level are normally upheld, upheld in part or resolved.</p>
<p>11(c) that all persons in the Correctional Service empowered or required to dispose of complaints and grievances be given the specific authority to admit error on the part of, and on behalf of the Correctional Service;</p>	<p>ACCEPTED. (ONGOING)</p> <p>If, on review of a grievance at any level, the offender's submission is considered fully or partly justified, the grievance is upheld in whole or in part.</p>

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<p>11(d) that all members of the Correctional Service empowered or required to respond to complaints or grievances be advised of the means by which to obtain legal assistance, if such appears to be required for the proper disposition of a matter which could realistically engage the civil or criminal liability of the Correctional Service, or some of its members;</p>	<p>ACCEPTED. (ONGOING)</p> <p>Staff who respond to grievances consult with Legal Services whenever required.</p>
<p>11(e) that, if a grievance requires legal input prior to its disposition, the inmate be informed of the expected delay and the reasons thereof;</p>	<p>ACCEPTED. (ONGOING)</p> <p>Offenders are informed of expected delays when timelines will not be met because additional legal input is required.</p>
<p>11(f) that the Deputy Commissioner for Women be mandated to explore and experiment, in the new facilities, with alternative dispute resolution techniques;</p>	<p>ACCEPTED IN PRINCIPLE. (ONGOING)</p> <p>In 1996, a Restorative Justice and Dispute Resolution Unit was established at National Headquarters in order to explore and promote the development of these approaches within CSC. In 1998, a <i>Framework Paper on Restorative Justice</i> was released that outlined core strategies for advancing this work. In 1999, a National Steering Committee on Restorative Justice and Dispute Resolution was established that served to provide leadership throughout the organization. Chief activities have included the promotion of Restorative Justice Week, the development of the national Ron Wiebe Restorative Justice Award, the implementation of various pilot projects throughout the organization, the establishment of victim-offender mediation services nationally, the delivery of training to staff, managers and offenders on conflict resolution approaches as well as research and evaluation of the effectiveness of these approaches.</p> <p>In terms of specific applications in the institutions for women offenders, conflict resolution approaches and restorative justice have been actively pursued. In addition to active involvement in the above mentioned initiatives, several of these facilities have developed and integrated unique conflict resolution approaches.</p>

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Components of conflict resolution are in the Correctional Training Program and will be included in updated modules of the Women-Centred Training Program.

Survey on mediation and conflict resolution strategies:

A letter was forwarded to all Wardens asking them to identify practices that promote formal and informal resolution to resolve offender complaints and grievances. Staff, Inmate Committees and various stakeholders were invited to participate in the survey. The internal report from this survey was completed and a pilot was developed in a men’s institution using staff mediators. Data from this pilot is being collated and an analysis of results is scheduled for completion in 2006. The results of the pilot will be reviewed to revisit options for the women’s institutions.

11(g) that dispute resolution at the institutional level be focused on the rapid resolution of irritants, and, most importantly, be directed at the reconciliation of people;

ACCEPTED. (ONGOING)
Refer to Recommendation 11(f).

11(h) that the Commissioner personally review some, if not all, grievances brought to him, as third level grievances, as the most effective, if not the only method for him to keep abreast of the conditions of life in the institutions under his care and supervision;

NOT ACCEPTED.
The signing of responses to third level grievances is currently delegated to the Senior Deputy Commissioner. Where a grievance concerns a decision of the Senior Deputy Commissioner, the Commissioner of CSC signs the response. Regular information bulletins are published which highlight grievances which have been upheld and clarify CSC’s obligations. The Assistant Commissioner Strategic Policy and Human Rights reports to the Executive Committee on the Offender Redress system as required (normally twice per year).
The Commissioner makes regular visits to institutions and parole offices and, whenever possible, speaks to inmates and/or Inmate Committees during these visits.

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11(i) that, should the Commissioner be unwilling or unable to participate significantly in the disposition of third level grievances, such grievances be channelled to a source outside the Correctional Service for disposition and that the disposition be binding on the Correctional Service;

NOT ACCEPTED.

It should be noted that offenders have redress mechanisms other than the grievance system which are external to CSC such as the Office of the Correctional Investigator; Members of Parliament; legal counsel; and advocacy organizations such as Canadian Association of Elizabeth Fry Societies.

As well, *Commissioner's Directive 081, Offender Complaints and Grievances*, paragraphs 21-22 includes a provision for review of grievances by an Outside Review Board.

With respect to outside agencies, I recommend:

12(a) that Citizens' Advisory Committees continue to play the important role assigned to them by the *CCRA* and that the Correctional Service refrain from taking or permitting to be taken any action to chastise CAC members if they take a *bona fide* position in the course of their functions.

ACCEPTED. (COMPLETE)

Citizens' Advisory Committees (CAC's) were established in CSC in 1965, but it was not until 1977 that the CSC made CAC's mandatory for every federal penitentiary in Canada. The decision came after the Parliamentary Sub-committee on the Penitentiary System endorsed the value of such committees. The Service accepts and continues to support the important role of CAC's. There are currently 105 CACs across Canada. Members represent various social, cultural, and demographic backgrounds and occupations, and usually reside in proximity to the respective operational unit. The only cause of termination of a CAC member would be if the member acts contrary to the Mission of the Citizens' Advisory Committee or CSC. Refer to *Commissioner's Directive 023, Citizens' Advisory Committees*, for more information. (www.csc-scc.gc.ca)

In terms of the women's institutions, the members of the CAC regularly visit the institutions and are on the call-sheet to be contacted during incidents.

As well, the national CAC has a Women Offender Sub-Committee made up of the local Chairpersons of the women's institutions. In addition to the regional and national CAC meetings/conferences, the Sub-Committee maintains contact through conference calls held five times per year in which a manager from the Women Offender Sector participates. The sub-committee meets once per year at the national annual CAC

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meeting and the DCW participates in the sub-committee meeting. They provide input into policy documents and other discussion papers as well as participating in stakeholder consultations arranged by the DCW.

CSC has a collaborative partnership with the National Executive Committee (NEC) which is comprised of the five CAC Regional Chairpersons plus a National Chairperson. The NEC is responsible for the national coordination of CAC's across Canada. They are also responsible for the coordination of recommendations made by local and regional CAC's on policies and programs that affect CSC's operational units. These recommendations are presented by the NEC to the Commissioner of CSC and issues are also discussed at NEC-CSC meetings four to five times per year.

With respect to the interaction of the Correctional Service with other participants in the administration of criminal justice, I recommend:

13(a) that in recruitment and staffing throughout the Correctional Service, including at the highest managerial levels, there be input from people experienced in the other branches of the criminal justice system, such as lawyers and police officers.

ACCEPTED. (ONGOING)

The Public Service Commission requires an external representative on Selection Boards for staffing at the Executive (EX) level. For non-EX staffing processes, generally there will someone on the Selection Board who is not from the respective work area.

13(b) that the legal profession increase the awareness of its members to correctional issues, through Bar Associations, defence lawyers’ organizations, and others involved in continuing legal education, offering training to their members in correctional law;

ACCEPTED. (ONGOING)

The lead for this issue has been taken by Public Safety and Emergency Preparedness Canada. CSC is involved in criminal justice partnership bodies and actively seeks opportunities to inform government and external partners on correctional issues. Senior CSC officials contribute through presentations to various external bodies, both nationally and internationally.

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13(c) that the judiciary be further sensitized to correctional issues through programs developed by the National Judicial Institute, which would include a reminder to all judges of their right to visit any part of any penitentiary in Canada, pursuant to the provisions of s.72 of the *Corrections and Conditional Release Act*.

ACCEPTED. (ONGOING)

Judges are provided with social context training, which includes gender issues, through regional and local judicial organizations. The National Judicial Institute (NJI) has received support from the Department of Justice for a three-year Social Awareness Training project. Training modules are being developed in four key areas: Aboriginal issues; gender equality; issues for disabled persons; and race relations. The NJI also acts as a clearinghouse for the judiciary and publishes a quarterly bulletin. The NJI also assists judicial organizations and courts, on request, by identifying appropriate experts for training sessions.

CSC/Legal Services provided the National Judicial Institute with an interactive sentence calculation learning module. This module informed judges as to how sentences interact and how CSC calculates release dates and eligibility dates. The module will be updated as required to address amendments in the area of sentencing and conditional release and other issues related to sentencing.

CSC staff also participate in providing seminars and workshops at conferences aimed at informing the judiciary about correctional issues. For example, in March 2005, CSC and NPB jointly delivered a seminar on “A Guided Tour of a Federal Institution” in which 24 judges participated.

13(d) that judges be sensitized to the specifics of women’s correctional issues, particularly in light of the concerns expressed to this Commission that the opening of the new regional facilities could lead to an inflation in the length of the sentences imposed on women as the new federal institutions will be perceived as better suited to meet their needs;

ACCEPTED. (ONGOING)

Invitations from CSC are regularly extended to judges to tour regional women’s institutions to increase their level of knowledge about correctional institutions. Most recently, this occurred in 2005 at Nova Institution and Edmonton Institution for Women.

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13(e) that Bar Associations and judiciary draw on the expertise of corrections personnel to increase their awareness of correctional issues;

Refer to Recommendation 13 (c) and (d). As well, CSC staff are regularly used as subject-matter experts in court.

13(f) that the intensive training of Correctional Officers developed and applied for the opening of the new regional facilities be continued as a permanent form of training for officers expected to work in women’s facilities;

ACCEPTED. (ONGOING)

The DCW will continue to employ the Women-Centred Training Program that was developed for staff at women’s institutions.

CSC provides Women-Centred Training to all staff who work in women’s institutions, in accordance with the National Training Standards (mandatory training):

- Ten-day intensive course for all Primary Workers and Assistant Team Leaders, who are the front line staff with women offenders;
- Three-day version covers the same topics and is designed for staff who periodically work with women; and
- One-day version for managers which provides an overview of the ten-day and three-day courses. Managers are assessed through the selection process for their knowledge of, and sensitivity to, women’s issues. As a result, it was felt that the intensive training need not be mandatory for these staff.

In addition to the Women-Centred Training Program, all CSC staff must participate in a mandatory Anti-Harassment Training Workshop which promotes an awareness of, and sensitivity to, human rights issues and a better understanding of each person’s role in the prevention, identification and resolution of harassment complaints.

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13(g) that this model be evaluated and expanded, if appropriate, through the Correctional Service;

ACCEPTED. (ONGOING)

The Women-Centred Training Program is a reference point for the re-development of the Correctional Training Program (CTP) required for all new Correctional Officers.

As well, in the CTP, a module on human rights has been enhanced within a new on-line component of the course. This module specifically addresses the protection of the human rights of offenders and there is a specific section on the human rights of women offenders. Also included is a discussion of Canada’s and CSC’s obligations to international covenants and declarations. This revised program will be implemented by January 2007.

For Parole Officer Orientation (required for all new Parole Officers and Primary Workers) human rights is dealt with mostly from a legal point of view. There are sessions on the rights and freedoms under the *Charter* and on principles of fairness within the context of parole. The topic of Human Rights from an ethical perspective is addressed in the session on “Ethics in Corrections”. Aboriginal and women offenders are addressed in other sessions such as risk assessment and programming. This program is being redesigned over the next several months. Staff from CSC’s Human Rights Division are contributing to this redesign by helping to build some scenarios that will highlight human rights issues.

13(h) that in continuing education and training, the Correctional Service draw from the expertise of the judiciary, the Bar, and the police, in an effort to expose the Service to a culture committed to the values expressed in the Canadian *Charter of Rights of Freedoms*, throughout the administration of criminal justice;

ACCEPTED.

CSC’s policy reflects the Service’s Ethics Strategy and reaffirms the importance of integrating values into our everyday actions. The elements of the Ethics Strategy include: an Ethics “Champion”, the Senior Deputy Commissioner; a code of ethics based on behavioural expectations as described in the *Standards of Professional Conduct and Code of Discipline*; and, training upon induction and professional development.

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With respect to miscellaneous issues arising from the facts of this case, I recommend:

14(a) that the Correctional Service improve accessibility to basic legal and policy requirements by:

- (i) undertaking a review of its administrative directives in order to ensure compliance with the law and avoid errors and duplications between existing Commissioner’s Directives, Regional Instructions, Standing Orders and Post Orders; and
- (ii) reducing the multiplicity of sources, possibly by the elimination of Regional Instructions;

ACCEPTED. (COMPLETE)

To implement this recommendation, CSC decided that a comprehensive review and revision of the policy framework was required. Therefore, the Task Force on Policy Review was established in August 1996 and reported in November 1996. The Task Force recommended a significant reduction of policy instruments overall. Implementation of the Task Force recommendation resulted in a policy-by-policy review to ensure that all policies accurately reflected the legislative requirements of the *CCRA* and the *CCRR*. A model format of Commissioner’s Directives and Standard Operating Practices (SOP) was adopted to ensure the Commissioner’s Directives focused on mandatory legal requirements while the SOP’s provided the additional operational guidelines required to ensure an acceptable level of national operational consistency. As part of the review exercise, Regional Instructions largely ceased to exist, although regional procedures which address operations unique to one region are permitted. Finally, a model format was developed for Standing Orders based on a pilot exercise at Drumheller Institution and approved by CSC in September 1997.

Since the Task Force review, steps have been taken, and continue to be taken, to keep the policy framework current and viable. These include:

- posting of all policies on CSC’s intranet;
- use of Policy Bulletins to explain policy updates (1997-98);
- standardization of the format elements, citing applicable legislative and government policy authorities and cross-references to other related Commissioner’s Directives (1999-2000);
- use of hyperlinks to facilitate access to authority (e.g. the *CCRA* and *CCRR*) and cross-referenced documents as well as to CSC forms cited in the document (2004);
- use of electronic mail bulletins to inform all staff as soon as a policy update is posted on CSC’s intranet; and
- establishment of revised guidelines on the development of policy.

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The policy development and approval process is also subject to rigorous requirements. Consultation is mandatory and formal sign-off is required from Executive Committee members. As part of the final sign-off by the Commissioner, the sponsoring sector must demonstrate that approval was received from Legal Counsel (review for compliance with the law); Linguistic Services (policy conveys same information in both official languages); Aboriginal Initiatives Branch (cultural appropriateness); Executive Committee; and the Sector Head.

The implementation of the Management Control Framework process ensures that areas of policy non-compliance are identified on an ongoing basis and action is taken at the management level – either addressing performance to move to compliance or changing policy through policy clarification or adjustments. This is in addition to corporate audits and national incident investigations, all of which review the issue of policy compliance as a standard process element.

Accessibility to legal and policy requirements has also been addressed through training initiatives. For example, in 1997 CSC introduced training programs for managers and operational staff on CSC and the Law, with specific reference to the *Charter of Rights and Freedoms* and the *CCRA/CCRR*.

In January 2000, the legal training programs were incorporated into the Correctional Training Program (CTP) which is mandatory for all Correctional Officer/Primary Worker recruits. The CTP covers the *Charter*; *CCRA/CCRR*; *Duty to Act Fairly*; Mission of CSC; law on Search & Seizure; Law on Use of Force; Peace Officer Status. In addition to these specific global topics, there are additional sessions on specific duty-related topics where participants are required to access relevant law and policy in order to decide how they should respond to various correctional situations.

In June 2001, CSC launched the Correctional Supervisor Orientation Course. This training program is mandatory for all Correctional Supervisors and Assistant Team Leaders to support them in acquiring and developing the knowledge, skills and abilities required to manage the correctional environment and reintegration process in a safe,

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secure and humane manner while respecting the rule of law and modelling the values of CSC. The Correctional Supervisor Orientation Course has extensive requirements for participants to access, in hardcopy and electronic copy, appropriate sections of the *CCRA/CCRR*, Canadian Criminal Code as well as Commissioner's Directives in order to make appropriate decisions regarding topic areas such as: Administrative Segregation decisions; Search & Seizure; Preventing & Managing Security Incidents; Emergency Situations; Labour Code Part II; and Offender Discipline.

14(b) that all IERT interventions continue to be videotaped in the future, and that similar types of interventions in the women's facilities also be recorded on videotape;

ACCEPTED. (COMPLETE)

All Institutional Emergency Response Team (ERT) interventions are videotaped and subsequently reviewed at the local and regional level.

An Interim Instruction was first issued in February 1997 and revised in May 2000, establishing a process of recording, viewing and transmitting of videotapes to both the Correctional Investigator and the Director General Security, at NHQ. In addition, all videotapes of incidents involving women offenders are reviewed by CSC through the Office of the DCW.

Commissioner's Directive 567-1, Use of Force (2001-10) provides direction on both what and when to videotape and how the various reviews (local, regional, national) are conducted. Refer to paragraphs 15-38 (www.csc-scc.gc.ca).

Commissioner's Directive 577, Operational Requirements for Cross-Gender Staffing in Women Offender Institutions, which replaced the *National Protocol for Front Line Staffing*, provides direction on reviewing videotapes in paragraph 34 (www.csc-scc.gc.ca).

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<p>14(c) that the videotapes be understood to constitute a record of the events; the videotape should, if possible, capture the scene as it existed prior to the team’s intervention, and should contain an indication of the reasons why certain events may not be recorded;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>See Recommendation 14(b) and procedures outlined in <i>Commissioner’s Directive 567-1, Use of Force</i>.</p>
<p>14(d) that all IERT videotapes be immediately reviewed for clarity and accuracy, and be supplemented by written Use of Force or Occurrence Reports when they prove inadequate as a recording device;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>See Recommendation 14(b) and procedures outlined in <i>Commissioner’s Directive 567-1, Use of Force</i> (www.csc-scc.gc.ca).</p>
<p>14(e) that all IERT intervention videotapes be immediately forwarded to the Correctional Investigator, along with any supplementary Use of Force or Occurrence Report;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>See Recommendation 14(b) and procedures outlined in <i>Commissioner’s Directive 567-1, Use of Force</i> (www.csc-scc.gc.ca).</p>
<p>14(f) that the present policies with respect to the use of mace and other spray irritants be strictly enforced; and that over-use be discouraged by the following requirements:</p> <p>(i) that medically adequate decontamination procedures be put in effect after its use;</p> <p>(ii) that, in the absence of medical direction, the persons affected be allowed to shower, be provided with a change of clothing, and moved from the immediate area;</p>	<p>ACCEPTED. (COMPLETE)</p> <p>Use of chemical agents has been in CSC policy since the mid-1980’s. Following the release of the Arbour Report, further direction was covered in policy and in the <i>Security Manual Part 1</i> (Use of Force). A separate Commissioner’s Directive on Use of Chemical Agents and Spray Irritants was first published in 2001.</p> <p><i>Commissioner’s Directive 567-4, Use of Chemical Agents and Inflammatory Sprays</i> (2002-06) (refer to paragraphs 6-17), covers the details regarding recommendation 14(f) and all sub-recommendations. <i>Commissioner’s Directive 570, Security Equipment</i>, provides direction on the disposal of chemical agents (www.csc-scc.gc.ca).</p>

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- (iii) that mace continue to be used only by specially trained staff;
- (iv) that the exact amount of mace used on every occasion be properly recorded, by the mace can being weighed after each use, and the weight recorded;
- (v) that mace be issued to an institution only in small quantities, and that re-issuance only be done after a review of the appropriateness of prior usage;

14(g) that electronic cell monitoring never be used solely as a matter of convenience, and that it be used only when required by imminent security concerns, such as indications of possible suicide; even in that case, camera surveillance should not be used as a substitute for frequent rounds which permit human contact and ensure effective monitoring of the condition of the inmate;

ACCEPTED. (COMPLETE)

Electronic cell monitoring is undertaken when an offender presents an imminent security concern such as being at a high risk of suicide. Staff are mindful that camera surveillance should be utilized only in high risk cases and as a means to augment their capacity to effectively monitor an offender’s condition. This does not replace the human contact and monitoring through rounds. This is in addition to the provision that an offender have access to a psychologist while in the monitored cell. *Commissioner’s Directive 843, Prevention, Management and Response to Suicide and Self-injuries*, paragraph 23 addresses the use of a “suicide watch cell” and “continuous observation by staff”. *Commissioner’s Directive 567-3, Use of Restraint Equipment*, paragraphs 20-26 addresses use of restraint equipment for suicidal and self-mutilating inmates (www.csc-scc.gc.ca).

The *Security Manual (Part I)* identifies the specific equipment used for electronic cell monitoring and indicates that its use is not intended to diminish staff interaction with these offenders. The *Security Manual (Part I)* also specifies monitoring requirements for suicidal and self-mutilating inmates, including 15-minute checks or constant view, depending on the risk presented and while maintaining respect for dignity at all times (www.csc-scc.gc.ca).

**Annex A – Action Plan Update - Commission of Inquiry into Certain Events at the Prison for Women in Kingston, April 1996
CSC Ten-Year Status Report on Women’s Corrections, April 2006**

Arbour Recommendations

Action

14(h) that appropriateness measures be put in place to ensure that men do not observe on camera the private activities that women may be engaged in in their cells, and that inmates are aware of the procedures by which their privacy is protected, such as by a light signal indicating whether the camera is on or off;

ACCEPTED. (COMPLETE)

Under no circumstances will a male staff member be assigned to a 24-hour camera monitor of women offenders. This was first reflected in the *National Operational Protocol – Front Line Staffing* (1998) and is also in the new policy document based on the *Protocol, Commissioner's Directive 577, Operational Requirements for Cross-Gender Staffing in Women Offender Institutions* (www.csc-scc.gc.ca).

A woman offender is always made aware when the camera in a monitored cell is on.

See also response to Recommendation 14 (g).

14(i) that the women who were the subject of the cell extraction conducted by the male IERT on April 26/27, 1994 and who were kept in prolonged segregation afterwards, be properly compensated by the Correctional Service of Canada for the infringement of all their legal rights as found in this report, commencing on April 22, 1994.

RESOLVED.

The lawsuits in connection with these compensation claims have been resolved. Details of settlement are subject to non-disclosure provision for all parties.



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Annex B

CSC Action Plan Update – March 2006

**Reintegration of Women Offenders,
Report of the Auditor General of Canada to the
House of Commons,
Office of the Auditor General of Canada
April 2003**

**Annex B – Action Plan Update - Report of the Auditor General of Canada to the House of Commons, April 2003
CSC Ten-Year Status Report on Women’s Corrections, April 2006**

AG Recommendation

Action

4.45 Correctional Service Canada should complete its validation and reliability tests of classification instruments used for women offenders and take any necessary action indicated by the test outcomes.

ACCEPTED.

Gender-informed initial security classification tool (ONGOING):

In establishing the initial security classification of offenders, CSC uses the Custody Rating Scale (CRS) as one component of a comprehensive assessment process. This tool, the development of which was based on a research sample of male offenders, was also validated for women offenders. Nevertheless, in response to various recommendations, CSC committed to developing a specific initial classification instrument for women offenders. A contract was signed in early December 2005 and work has commenced. The first product, a Literature Review, was received on schedule in February 2006. This is a multi-year project due to the complexity of instrument development and the need for lengthy field testing to gather sufficient data, given the relatively few women admitted each year. Field testing is expected to commence by December 2006.

Gender-informed reclassification tool (COMPLETE):

The security classification level of offenders is regularly reviewed during the period of incarceration, usually as part of the process of preparing for a release or transfer decision or in response to an incident.

CSC approved the gender-informed Security Reclassification Scale for Women (SRSW) in February 2005. The three-year field test indicated that the SRSW is valid and reliable for both Aboriginal and non-Aboriginal women offenders. A “train the trainer” session was completed in March 2005. In June 2005, most sites started using the scale and it was implemented nationally in September 2005. All reclassification reviews now include the application of the SRSW as part of the process.

Future plans include ongoing research to re-examine its reliability and validity for Aboriginal and non-Aboriginal women.

**Annex B – Action Plan Update - Report of the Auditor General of Canada to the House of Commons, April 2003
CSC Ten-Year Status Report on Women’s Corrections, April 2006**

AG Recommendation

Action

4.52 Considering the significant impact of reclassification decisions on an offender’s rehabilitation, the Service should increase its efforts to implement the new reclassification tool for women offenders as quickly as possible.

ACCEPTED. (COMPLETE)

As noted in Recommendation 4.45, the new gender-informed Security Reclassification Scale for Women (SRSW) was implemented nationally in September 2005. All sites are using the scale as part of every reclassification review.

4.64 Correctional Service Canada should review the process of developing correctional plans to determine the underlying causes of late completion. It should also set a target to improve the timely completion of correctional plans for women offenders and meet it within a year.

ACCEPTED. (COMPLETE)

In their December 2005 request for an Action Plan update, the Office of the Auditor General noted CSC’s full implementation of this recommendation.

CSC continues to monitor the completion of Correctional Plans through review processes that have been established at NHQ, in the regions and institutions, by examining the reasons for untimely reports and working toward improving performance.

For FY 2005-06 (to date), CSC has an overall timely completion rate of 97.5% for Correctional Plans. This has increased since 2004-05, when the completion rate was 91.8%.

4.65 Correctional Service Canada should review how it delivers programs to women offenders and make the necessary changes to better prepare incarcerated women offenders for parole at the earliest possible date.

ACCEPTED. (ONGOING)

Over the past several years, changes have been made to improve the delivery of programs for women offenders all of which contribute to a woman’s release at the earliest eligibility date.

Women offenders must meet with their Primary Worker within 72 hours of their arrival, which ensures that program needs are targeted as soon as possible. A flexible entry system has been adopted so that women offenders may commence program

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	<p>participation as soon as possible following admission. As well, the minimum group size for programs has been reduced so that it is not necessary to wait for a larger number of offenders to start a program session.</p> <p>In terms of substance abuse, where 80-90% of women offenders have this as an identified need area, improvements to program delivery mean that these women can complete Module 1 of the Women Offender Substance Abuse Program (WOSAP) within the first month of their arrival and start Module 2 without waiting for a new program to commence.</p>
<p>4.71 Correctional Service Canada should undertake, on a priority basis, the full implementation of the proposed intensive, gender-specific substance abuse program for women offenders.</p>	<p>ACCEPTED. (COMPLETE)</p> <p>In their December 2005 request for an Action Plan update, the Office of the Auditor General noted CSC’s full implementation of this recommendation.</p> <p>WOSAP has been implemented nationally. The interim evaluation of the first two modules of WOSAP (Engagement and Education/E&E; and Intensive Therapeutic Treatment/ITT) is complete.</p> <p>The preliminary results from the pilot support continued implementation of WOSAP as women are making gains in knowledge and skills to deal with substance abuse as a result of participating in the E&E and ITT modules.</p>
<p>4.81 Correctional Service Canada should examine the present use of temporary absences, work releases, and the use of sections 81 and 84 of the <i>Corrections and Conditional Release Act</i> across all facilities; identify practical solutions; take action to increase their use; and assess progress within a year.</p>	<p>ACCEPTED. (COMPLETE)</p> <p>In their December 2005 request for an Action Plan update, the Office of the Auditor General noted CSC’s full implementation of this recommendation.</p> <p>CSC continues to advance the work in this area:</p>

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- As of February 5, 2006, there were 5 women, nationally, in the community under a Section 84 arrangement. CSC has staffed Aboriginal Community Development Officer positions, a National Aboriginal Strategy is being established and a Section 84 Planning Kit has been distributed to all institutions. The Women Offender Sector continues to work in conjunction with the Aboriginal Initiatives Branch to monitor and assess progress.
- There has been a significant increase in the number of Work Releases for women offenders since last year. In 2005-06 (to date, February 2006), there have been 126 Work Releases, compared to 26 in 2004-05.
- There were 173 Unescorted Temporary Absences (UTA) for program purposes in 2005-06 (to date, February 2006), representing 91.5% of all UTA's. For the full fiscal year 2004-05, there were 232 UTA's for program purposes, representing 87.2% of all UTA's.

4.88 Correctional Service Canada should develop and implement a women's employment strategy that includes certification of marketable skills in order to better prepare women for future employment.

ACCEPTED.

CORCAN, a Special Operating Agency within CSC, is a key part of reintegration. CORCAN contributes to safe communities by providing employment training and employability skills to offenders in federal correctional institutions. During 2005-06 (to February 12, 2006), 380 vocational certificates were earned by women offenders in the following areas: food safety, WHMIS, first aid, forklift safety, traffic control, employability skills, computer training construction safety, construction framing, and fundamental shop skills (compared to 361 certificates earned in 2004-05).

CSC committed to a series of actions to further address the employment need area for women offenders in the institution and in the community:

Employability Skills Program Pilot (COMPLETE):

A gender-informed version of the national Employability Skills Program was developed in January 2005 and delivered at Joliette Institution and Fraser Valley Institution as part of a

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pilot project, the results of which were positive. Modifications were made to the program based on the feedback from staff and the participants, as well as a review of literature on women offenders and employability. Full implementation of the National Employability Skills Program in women offender institutions was approved and will be ongoing.

Employment Needs Survey (COMPLETE):

CSC’s Research Branch completed an employment needs survey for both incarcerated women and women on conditional release: *Employment Needs, Interests, and Programming for Women Offenders*, Report #R-166, which will be posted on the CSC website www.csc-scc.gc.ca. Some of the findings are as follows:

Institution:

- The majority of incarcerated women (57%) present some need for improvement in the employment domain.
- Women offenders have high educational needs (66% do not have a high school diploma).
- 58% of incarcerated women offenders do not have a skill, trade or profession to help them find a meaningful job.
- An overwhelming 72% of women were unemployed at the time of their arrest and almost half (47%) were unemployed 90% or more of the time.

Community:

- Majority of women in the community (65%) report that their current jobs are related to their work experience prior to incarceration and there is little association between their current employment and past institutional training.
- Women in the community report interest in accessing employment services like those that provide links to employers, résumé writing, interview skills, job-search techniques and their perceptions that no employment services are offered or available for them.

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National Employment Strategy for Women Offenders (ONGOING):

The information derived from the above-noted survey served as the basis for CSC’s development of a National Employment Strategy Framework for women offenders. Consultation will commence in April 2006.

4.94 Correctional Service should ensure that each region develops an action plan to meet the need for alternative accommodation for women and that the plan is funded appropriately.

ACCEPTED. (ONGOING)

While the accommodation needs for women on conditional release in the community and the approaches to address them vary across the country, the Women Offender Sector (WOS) has assumed a centralized role of monitoring, supporting and promoting regional strategies to address the needs in the community.

A centralized database is maintained of beds available by type (structured houses, hostels, private home placements, satellite apartments, treatments centres and as well as bed utilization data (updated monthly).

In the past few years, progress has been made throughout the regions in increasing the overall bed capacity for women, noting in particular:

- increased bed capacity in Atlantic Region including Nehiley House, a new facility in Halifax, and the Elizabeth Fry Society apartment in Sydney, both for women exclusively;
- the significant expansion of 40 more beds in Pacific region in the past year; and
- a contract for Aboriginal women established with Anderson Lodge in Vancouver.

Improvements to the funding model have helped to keep smaller, traditional halfway houses open, and progress has occurred in diversifying with alternative models in certain locations.

A representative has been identified in each region for ongoing liaison with the Women Offender Sector about the changing accommodation needs and strategies to address them.

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In June 2005, a national meeting was convened that brought regional representatives together to review regional needs and strategies for women’s accommodations and to share practical information about developing alternative models in particular such as Private Home Placements (PHP’s) and satellite apartments.

However, experience indicates that alternatives such as PHP’s do not always provide sufficient structure and the monitoring considered necessary for the first step of gradual release (Day Parole) compared to the halfway house model. Satellite apartments can provide a good alternative residential model for certain cases (e.g. mothers with children) but normally are associated with an existing facility in a location that can sustain sufficient referrals.

Wherever there have been opportunities identified for engaging small scale alternative models (e.g., satellite apartments, private home placements, etc.) resources have not presented an obstacle, given the marginal impact on the national base for total residential services and the special needs of women (by number and geographic dispersement) for access to beds. The limits to this expansion of alternatives is not a question of resources as much as finding accommodation that also includes the required support and structure, often for one woman at a time.

4.100 Correctional Service should examine factors that are contributing to the high number of revocations without offence and determine the steps it can take to reduce it.

ACCEPTED. (ONGOING)

A review of revocations without offence during FY 2003-04 was completed and steps have been taken to address the factors contributing to the revocations, including substance abuse which is a contributing factor in over 90% of the cases:

- Implementation of the new *Community Relapse Prevention and Maintenance Program* (implemented nationally in FY 2005-06) will continue. Development of the evaluation of the program will be undertaken in FY 2006-07 to assess the impact on results once the number of women offenders is sufficient to form a valid data sample. A substance abuse program for Aboriginal women offenders, including elements on community transition, is being developed as part of the Spirit of a Warrior Program

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- A national pre-release program for women entitled, *Social Integration Program* (SIP) is currently under development with completion and staff training scheduled for 2006. This Program will assist women directly prior to their community re-entry to focus on practical issues for early stabilization upon arrival in the community.
- Many women have been identified with personal and emotional needs, and require continuity of service upon arrival in community. Specialized training in mental health is planned for staff of women’s halfway houses to be completed in FY 2006-07 to increase their capacity to assist women with these needs.
- Through a special national initiative, additional resources are also being made available to the community over the next four years for offenders with mental health disorders. This will serve to ease the transition of this special needs population, including women, through various supplementary contracted initiatives with local expertise, and to possibly arrange for alternatives to revocation in certain cases.
- In-depth research for women offenders in the community is scheduled to commence in 2006-07 and will examine contributing factors for revocations in greater detail, including coping behaviour for relapse prevention for women.

4.107 Correctional Service Canada should ensure that the necessary controls are in place to identify and dedicate the funds necessary to meet the program and service needs of women offenders in the community.

ACCEPTED. (ONGOING)

Since the time of this recommendation, CSC program funds provided to regions for women in the community have been isolated and a tracking mechanism is in place to monitor actual expenditures.

From analysis of the resource investment to deliver CSC programs (i.e., program staff or contractors) and the actual level of program delivery, it is apparent that a key challenge in providing programs to women in the community persists, i.e., their numbers and geographical dispersment mitigate against sustained group program delivery in many

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locations. The vast majority of communities across the country have less than 6 women under federal jurisdiction and they vary in the extent and type of program needs.

CSC has invested in program development for women in the community and continues to do so, despite limitations associated with delivery issues. For example, institutional and community programs are being adjusted to allow for flexible entry, where appropriate (e.g., WOSAP and DBT). Others have been adjusted to allow for small group and/or one-to-one intervention.

Apart from funded programming, there are many examples of good practices for access to community-based programs and services at the local level across the country. Some involve specially trained volunteers providing support networks, others are inter-governmental in nature.

4.111 Correctional Service Canada should improve its annual departmental performance report section on women by outlining results against approved plans, priorities, and objectives.

ACCEPTED. (ONGOING)

CSC’s Departmental Performance Report (DPR) is linked to the priorities identified in the Report on Plans and Priorities (RPP). The RPP outlines corporate priorities for the CSC as a whole and identifies specific initiatives within those priorities that pertain to women offenders. Progress is measured against the specific priorities in the annual Departmental Performance Report. For example, specific initiatives on women offenders for 2006-07 include gender-informed security classification, an employment strategy for women offenders, the Women Offender Substance Abuse Program and the Violence Prevention Program for Women Offenders.



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Annex C

CSC Action Plan Update – March 2006

**The 26th Report of the Standing Committee
on Public Accounts
November 2003**

**Annex C – Action Plan Update – The 26th Report of the Standing Committee on Public Accounts, November 2003
CSC Ten-Year Status Report on Women’s Corrections, April 2006**

Public Accounts Committee Rec.

Action

1. That Correctional Service Canada complete plans to house all women offenders in institutions that are entirely separate from institutions for male offenders, and that are designed specifically to meet their particular needs.

ACCEPTED. (COMPLETE)

At the time of CSC’s response to this recommendation, the Regional Reception Centre in Ste-Anne des Plaines, Quebec, was the remaining institution that housed women offenders in a separate unit within a men’s institution. This unit closed with the opening of the Secure Unit at Grand Valley Institution for Women (GVIW) in October 2004. With the opening of Fraser Valley Institution in B.C. in 2005, there are now six regional institutions, including a Healing Lodge, housing women offenders in separate institutions from men offenders. The operational framework for these institutions is based on the principles of *Creating Choices*, with gender-informed programs and services.

Women offenders requiring specialized intensive mental health treatment continue to be accommodated in CSC psychiatric centres (e.g., women’s unit at RPC Prairies) or in provincial psychiatric hospitals (e.g., women’s unit at l’Institut Pinel). These types of hospitals reflect community standards and are, therefore, geared towards the treatment of both men and women. CSC also has agreements with provincial psychiatric hospitals for short-term placements.

2. That Correctional Service Canada implement its action plan that addresses the recommendations contained in Chapter 4 of the April 2003 Report of the Auditor General according to the timetable set forth in the plan, and report the results to Parliament in its annual performance reports.

ACCEPTED. (ONGOING)

In the summer of 2003, CSC developed and provided its Action Plan to the Auditor General to address the 11 recommendations. The Office of the Auditor General has since closed three of the recommendations based on our quarterly progress reports. Refer to Annex B for the most recent updates on the specific recommendations.

Progress on CSC’s results in these areas has been included in CSC’s Departmental Performance Report.

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Action

3. That Correctional Service Canada (a) develop a classification instrument based on the specific characteristics of women, and (b) draw up a schedule for reliability testing and the completion of validity testing of classification instruments used for women offenders to ensure that they are placed in an appropriate level of security and submit it to the Committee no later than 31 March 2004.

ACCEPTED.

Gender-informed initial security classification tool (ONGOING):

In establishing the initial security classification of offenders, CSC uses the Custody Rating Scale (CRS) as one component of a comprehensive assessment process. This tool, the development of which is based on a research sample of male offenders, was also validated for women offenders. Nevertheless, in response to various recommendations, CSC also committed to developing a specific initial classification instrument for women offenders. A contract was signed in early December 2005 and work has commenced. The first product, a Literature Review, was received on schedule in February 2006. This is a multi-year project due to the complexity of instrument development and the need for lengthy field testing to gather sufficient data, given the relatively few women admitted each year. Field testing is expected to commence by December 2006.

Gender-informed reclassification tool (COMPLETE):

The security classification level of offenders is reviewed regularly during the period of incarceration, usually as part of the process of preparing for a release or transfer decision or in response to an incident.

The gender-informed Security Reclassification Scale for Women (SRSW) was approved by CSC in February 2005. The three-year field test indicated that the SRSW is valid and reliable for both Aboriginal and non-Aboriginal women. A “train the trainers” session was held in June 2005, at which time most sites started using the scale. It was implemented nationally in September 2005, and all reclassification reviews now use the application of the SRSW as part of the process.

Future plans include ongoing research to re-examine its reliability and validity for Aboriginal and non-Aboriginal women.

The schedule for reliability testing and completion of validity testing was forwarded to the Public Accounts Committee in April 2004.

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Action

4. That upon completion of the tests, Correctional Service Canada report the results and any actions taken in response to the outcomes in its annual performance report for the year in which testing occurred.

ACCEPTED.

Gender-informed initial security classification tool (ONGOING):

As indicated in Recommendation 3, field testing is expected to commence by December 2006. A report on the results of field testing will be made available, and the action taken will be incorporated into CSC’s Departmental Performance Report.

Gender-informed reclassification tool (COMPLETE):

A report of the field test results is available from CSC’s Research Branch. The action taken (i.e., the national implementation of the Security Reclassification Scale for Women) has been an element of performance report in this area.

The results of the field test were reported in CSC’s 2004-05 Departmental Performance Report.

5. That Correctional Service Canada conduct and integrate into its decision-making process a regular evaluation of its intervention programs for women to determine their effectiveness and report the results to Parliament in its annual performance report. The Service should also reference any adjustments to its intervention programs made in response to the evaluation findings. Correctional Service Canada’s evaluation should include programs to address the physical and sexual abuse suffered by offenders in their lives, and the accessibility of mental health support programs and the linkages between programs intended for women offenders within institutions and the community.

ACCEPTED. (ONGOING)

All of CSC’s women offender correctional programs include a 'built-in' evaluation plan where offenders are assessed both pre- and post- program participation. The process requires sufficient data and sample sizes to properly assess programs. Given the few numbers of women for data analysis, these evaluations take time.

The *Preliminary Evaluation of Dialectical Behaviour Therapy (DBT) within a Women’s Structured Living Environment* was completed in 2004, and an interim evaluation of the first two modules of the Women Offender Substance Abuse Program (WOSAP) was completed in 2005.

Abuse issues are addressed in WOSAP, DBT, and the Survivors of Abuse and Trauma program. A preliminary review of the Survivors of Abuse and Trauma program was conducted in 2001 and some refinements were made to the program at that time. Specific delivery modes vary for this program making it is more difficult to conduct an evaluation comparing outcomes. CSC will determine when a more comprehensive evaluation of this program can be conducted.

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Institutional and community programs have been adjusted based on evaluation results, for example, allowing for flexible entry where appropriate (e.g., WOSAP and DBT). Other programs have been adjusted to allow for small group and/or one-to-one intervention.

CSC continues to work to refine these gender-informed programs and will report current and future program evaluation results as part of its performance report.

Community:

Continuity of service and early stabilization in the community is crucial to a woman’s chances for a smooth and lasting transition. Three initiatives in particular support this continuity of service:

- The community Relapse Prevention and Maintenance Program, a complementary program to the institutional substance abuse program, provides for continuous intake for immediate access and is designed for individual as well as group delivery. It is woman-centred and holistic in nature and considers a broad scope of issues related to coping in the community.
- A national pre-release program for women entitled, *Social Integration Program* (SIP) is currently under development with completion and staff training scheduled for 2006. This program will assist women directly prior to their community re-entry to focus on practical issues for early stabilization upon arrival in the community.
- With a new national mental health initiative, resources will be available to the community over the next four years to strengthen the continuity of care for women offenders with mental health issues.

Progress on CSC’s results in these areas has been included in CSC’s Departmental Performance Report.

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Action

6. That Correctional Service Canada place an emphasis on the timely provision of, and full access to, adequately resourced programs that will assist women offenders to obtain skills relevant to the current job market and secure meaningful, rewarding employment following completion of their sentences. This emphasis must result in an employment strategy for inclusion in the Service’s Report on Plans and Priorities for 2004.

ACCEPTED.

CORCAN, a Special Operating Agency within CSC, is a key part of reintegration. CORCAN contributes to safe communities by providing employment training and employability skills to offenders in federal correctional institutions. During 2005-06 (to February 12, 2006), 380 vocational certificates were earned by women offenders in the following areas: food safety, WHMIS, first aid, forklift safety, traffic control, employability skills, computer training construction safety, construction framing, and fundamental shop skills (compared to 361 certificates earned in 2004-05).

CSC committed to a series of actions to address the employment need area for women offenders in the institution and in the community:

Employability Skills Program Pilot (COMPLETE):

A gender-informed version of the national Employability Skills Program was developed in January 2005 as delivered at Joliette Institution and Fraser Valley Institution as part of a pilot project, the results of which were positive. Modifications were made to the program based on the feedback from staff and the participants, as well as a review of literature on women offenders and employability. Full implementation of the National Employability Skills Program in women offender institutions was approved and will be ongoing.

Employment Needs Survey (COMPLETE):

CSC’s Research Branch completed an employment needs survey for both incarcerated women and women on conditional release: *Employment Needs, Interests, and Programming for Women Offenders*, Report #R-166, 2005, which will be posted on the CSC website www.csc-scc.gc.ca. Some of the findings are as follows:

Institution:

- The majority of incarcerated women (57%) present some need for improvement in the employment domain.
- Women offenders have high educational needs (66% do not have a high-school diploma).

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Action

- 58% of incarcerated women offenders do not have a skill, trade or profession to help them find a meaningful job.
- An overwhelming 72% of women were unemployed at the time of their arrest and almost half (47%) were unemployed 90% or more of the time.

Community:

- Majority of women in the community (65%) reports that their current jobs were related to their work experience prior to incarceration and has little association between their current employment and past institutional training.
- Women in the community report interest in accessing employment services like those that provide links to employers, résumé writing, interview skills, job-search techniques and their perceptions that no employment services are offered or available for them.

National Employment Strategy for Women Offenders (ONGOING):

The information derived from the above-noted survey served as the basis for CSC’s development of a National Employment Strategy Framework for women offenders. Consultation will commence in April 2006.

Initiatives related to offender employment skills were included in CSC’s 2004-2005 Report on Plans and Priorities (RPP). With the completion of CSC’s comprehensive Employment Needs Survey on women offenders, the 2004-2005 RPP identified gender-focused employment programs as a priority to enhance the employability of women offenders through skills building.

7. That following implementation of programs geared towards the provision of marketable skills for women offenders, Correctional Service Canada regularly evaluate the success of its efforts and report the results to Parliament in its annual performance reports.

ACCEPTED. (ONGOING)

Progress related to the national employment strategy framework for women offenders and newly implemented programs will be included in CSC’s Departmental Performance Report.

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Action

8. That Correctional Service Canada work with its counterparts in the provinces and territories and with non-governmental women’s advocacy organizations to develop a shared approach to addressing the needs of female offenders under community supervision and discuss the results in its annual performance reports to Parliament.

ACCEPTED. (ONGOING)

There is a federal/provincial/territorial Heads of Corrections’ Female Offender Sub-Committee. The Sub-Committee currently has members from all jurisdictions with the exception of Quebec. One of the current co-chairs of this Sub-Committee is the Director General, Women Offender Sector, CSC. More recently, the Sub-Committee has developed a proposed work plan, based on their discussions at their November 2005 meeting and December 2005 conference call, which will facilitate the exploration of joint initiatives amongst the various jurisdictions. The issue of programs for women offenders and accommodation issues for women offenders in the community are standing agenda items for information-sharing amongst the Sub-Committee, with action items outlined in their proposed work plan. In terms of community-based programming, the Sub-Committee will, for example, focus on opportunities for bi-jurisdictional partnerships for mental health programs and services, programs for Aboriginal women and substance abuse programs for women.

Non-Governmental Stakeholders:

Stakeholders are regularly part of advisory committees for program development; in addition, focus groups with women offenders are utilized to obtain their input.

Consultations have also occurred with stakeholders in various national and regional forums. Some of these have been of a formal nature, e.g., national consultations in each year since 2003 and regional ones throughout that time period. Others have been of a less formal nature such as workshops/meetings in regions (e.g., Atlantic Community Residential Fair, November 2005; and Community Strategic Planning Committee, Ontario, January 2006) with CSC regional and national representatives meeting with advocacy groups. The exchange of ideas and input to policy development is considered important to continue on an ongoing basis.

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9. That Correctional Service Canada in each region together with its provincial and territorial counterparts and community stakeholders establish targets for the significant improvement of community accommodation for women in conflict with the law and make every effort to secure adequate public funding to meet those targets.

ACCEPTED. (ONGOING)

The issue of accommodation for women offenders in the community is a standing agenda item for the Federal/Provincial/Territorial Heads of Corrections Sub-Committee on Female Offenders. This includes information-sharing amongst the Sub-Committee, with action items outlined in their proposed work plan.

While the accommodation needs for women and the mechanisms to address them vary across the country, the Women Offender Sector has assumed, in the past year, a centralized role of monitoring, supporting and promoting regional strategies to address the needs in the community.

A centralized database is maintained of beds available by type (structured houses, hostels, private home placements, satellite apartments, treatments centres and as well as bed utilization data (updated monthly). A representative has been identified in each region for ongoing liaison with the Women Offender Sector about the changing accommodation needs and strategies to address them.

In the past few years, progress has been made throughout the regions in increasing the overall bed capacity for women, noting in particular:

- increased bed capacity in Atlantic Region including Nehiley House, a new facility in Halifax, and the Elizabeth Fry Society apartment in Sydney, both for women exclusively;
- the significant expansion of 40 more beds in Pacific region in the past year; and
- a contract for Aboriginal women established with Anderson Lodge in Vancouver.

Improvements to the funding model have helped to keep smaller, traditional halfway houses open, and progress has occurred in diversifying with alternative models in certain locations.

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10. That Correctional Service Canada work closely with interested Aboriginal communities to help them develop the capacity to participate in reintegration efforts for Aboriginal women offenders, and report progress in its annual performance reports to Parliament. In so doing, that Correctional Service Canada, together with other federal government departments, its provincial and territorial counterparts and Aboriginal organizations, explore new means of providing the necessary financial resources to those communities wishing to undertake the responsibility of assisting in the reintegration of women offenders.

ACCEPTED.

Aboriginal Women Offenders

The consultation to establish a new National Aboriginal Strategy for men and women offenders has been completed and action plans have been developed specifically for women offenders.

CSC’s ongoing work has involved a number of initiatives to help develop the capacity of Aboriginal communities to participate in the reintegration efforts of Aboriginal women offenders:

Programs for Aboriginal Women

The Aboriginal community is represented on the National Programs Advisory Committee for consultation on the development of programs for women. A first meeting took place in February 2006 to discuss an Aboriginal substance abuse program for women offenders. Other institutional, culturally-specific programs are currently offered to Aboriginal women offenders to help prepare them for release, including Spirit of a Warrior and Circles of Change.

Circles of Change focuses on issues such as: process of change; increasing knowledge of Canadian Aboriginal culture; communication styles; self-esteem and self-care issues; problem-solving skills; woman’s role in her family of origin; healthy and unhealthy relationships; and social injustice.

The Spirit of a Warrior Program is divided into four sections: introduction; childhood; adolescence; and adulthood/alternatives to violence. The program consists of an in-depth intervention that is intended to reduce the risk to re-offend with violence, reduce risk to relapse, improve family relations, improve ability to communicate with others, improve coping skills, and adapt Aboriginal culture and spirituality into all aspects of behaviour and everyday life. It is expected that with a more informed base of traditions, Aboriginal women will be better able to manage their lives.

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Aboriginal Community Development Officer (ACDO)

Ten ACDO positions have been staffed across the country to create links for both men and women offenders with Aboriginal communities, raise Aboriginal community interest in participating in the correctional process, and initiate Section 84 agreements. As well, an Aboriginal advisory committee has been established in the Pacific Region to explore Section 81 and 84 agreements for women offenders.

An ACDO meeting was held in March 2005 at OOHL and the development of sustainable strategies to enhance the use of Section 84 agreements for Aboriginal women offenders was discussed.

Section 84 reviews

A review of Section 84 arrangements was completed which included the input from the institutions and community. On the basis of this review, the DCW provided the Wardens of women’s institutions with some of the best practices that should be considered by all institutions:

- compulsory information sharing session with all Aboriginal offenders;
- ensuring interviews at Intake with an Elder, Aboriginal Liaison or representative from the Native Sisterhood; and
- incorporating a statement with respect to Section 84 in all Correctional Plans.

Institutional awareness sessions have been held at various women’s facilities to increase both staff and inmate knowledge about Section 81 and 84 provisions. The Parole Officer Orientation Induction Training Program now includes a component on Section 81 and 84 agreements.

The Aboriginal Initiatives Branch produced a “Section 84 Conditional Release Planning Kit” that contains considerable information on the Section 84 process. The electronic version of this kit was sent to the Wardens of the women offender institutions in April 2005. Hard copy kits were distributed to all institutions in November 2005, advising that a copy should be given to all offenders at Intake who indicate an interest in this type of

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	<p>release process. This will increase the awareness of staff and offenders of this release option.</p>
	<p>Progress on CSC’s results in this area will be included in CSC’s Departmental Performance Report.</p>
<p>11. That all staff working with federally sentenced women receive in depth and ongoing training on sex, race, and disability sensitisation.</p>	<p>ACCEPTED. (COMPLETE)</p> <p>The Women-Centred Training Program sensitizes staff to various issues, including sexism, racism, disability, sexual orientation, physical and/or sexual abuse, self-injurious and suicidal behaviour, addictions, mental health and Aboriginal traditions and spirituality. The content of the <i>National Operational Protocol</i> was incorporated into the Women-Centered Training, and necessary adjustments will be incorporated with the conversion of the <i>Protocol</i> to CD 577 (refer to Recommendation 5(a)).</p> <p>CSC provides Women-Centred Training to all staff who work in women’s institutions, in accordance with the National Training Standards (mandatory training):</p> <ul style="list-style-type: none"> ▪ Ten-day intensive course for all Primary Workers and Assistant Team Leaders who work on the front line with women offenders; ▪ Three-day version covers the same topics and is designed for staff who periodically work with women; and ▪ One-day version for managers which provides an overview of the ten-day and three-day courses. Managers are assessed through the selection process for their knowledge of, and sensitivity to, women’s issues. As a result, it was felt that the intensive training need not be mandatory for these staff. <p>In addition to the Women-Centred Training Program, all CSC staff must participate in a mandatory Anti-Harassment Training Workshop which promotes an awareness of, and sensitivity to, human rights issues and a better understanding of each person’s role in the prevention, identification and resolution of harassment complaints.</p>

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12. That Correctional Service Canada establish an external body to monitor the grievance system in place for federally sentenced women.

COMPLETE.

CSC has no plans to introduce an external body to monitor the grievance system at this time. CSC’s focus will be on making improvements to enhance and streamline the grievance process and improve timeliness of responses.

A number of other independent mechanisms are in place to monitor issues raised by inmates, including the Office of the Correctional Investigator who also monitors the grievance system.

CSC’s Women Offender Sector conducts an analysis, twice per year, on the issues raised by women offenders via the complaint and grievance process. Key issues that emerge are followed up with the respective Warden. A copy of the complaint and grievance analysis is forwarded to the Office of the Correctional Investigator.



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Annex D

CSC Action Plan Update – March 2006

**Protecting Their Rights – A Systemic Review of
Human Rights in Correctional Services for
Federally Sentenced Women
Canadian Human Rights Commission
December 2003**

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1. It is recommended that the Correctional Service of Canada develop and implement a needs-assessment process that responds to the needs of federally sentenced women, including Aboriginal women, women who are members of racialized groups and women with disabilities.

ACCEPTED.

Review of Dynamic Factor Identification and Analysis (DFIA) (COMPLETE):

The DFIA, CSC’s research-based needs analysis, has been an important tool in shaping correctional responses for all offenders. In terms of women offenders, for example, the Structured Living Environment was developed based on needs’ data that suggested more high need women could be accommodated at lower security levels and kept out of long-term segregation if they received more intensive and structured interventions and support. As well, the Women Offender Substance Abuse Program was developed specifically for women offenders given consistent demonstration through the DFIA that substance abuse is a significant need area for the majority of women offenders.

At the time of CSC’s consultation on our Action Plan to the CHRC report, the DFIA instrument was being updated, as is periodically done to reflect new research, consultation and statistical reviews. A series of gender- and culturally-responsive interview prompts and rating guidelines have been added, based on extensive literature reviews, consultation with women’s institutions, reviews by external experts in corrections and a statistical review of 770 women offender cases that examined the reliability/predictive validity of the indicators and corresponding dynamic factor ratings.

CSC has completed the final review of the wording for the revised DFIA tool and is ready to proceed with field testing. Research results related to the revised DFIA are presented in Research Report, 2005, R-164: *The Dynamic Factor identification and Analysis (DFIA) Component of the Offender Intake Assessment (OIA) Process: A Meta-analytic, Psychometric and Consultative Review.*

Field Test of the Revised DFIA (ONGOING):

The planned field test and implementation of the revised DFIA at the women’s institutions is on schedule. Field tests will be completed in FY 2006-07. This will allow for sufficient data collection on women offenders, including those specifically identified by the CHRC: Aboriginal women, women who are members of various racial groups and disabled women.

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Review of Women’s Institutions–Offender Intake Assessment Content Guidelines (COMPLETE):

Pending implementation of the revised DFIA following field testing, the Deputy Commissioner for Women committed to reviewing and updating, as necessary, the *Women’s Institutions - Offender Intake Assessment Content Guidelines*. This review was completed in June 2005. The relevant information in these guidelines has been incorporated into a revised *Commissioner’s Directive 705-6, Correctional Planning and Criminal Profile*. The new policy has been promulgated and will take effect in April 2006.

Related Requirement – Stakeholder participation in case reviews (COMPLETE):

In response to stakeholder concerns raised at the time of CSC’s CHRC Action Plan consultation, CSC committed to inviting stakeholders to participate in one of the reviews of Correctional Plans and security classification for some of the offenders housed in the Secure Units at the women’s institutions.

With the consent of the individual women offenders involved, stakeholders were invited to participate in this review for a total of six women in Secure Units: four at Nova Institution, one at Edmonton Institution for Women and one at Grand Valley Institution. Identified stakeholders agreed to participate in three of the six cases; in some cases, this review coincided with the woman’s regularly scheduled review. Following the review of these three cases, it was agreed that the women should be maintained at the maximum security level. In the remaining three cases, the review concluded that a medium security classification was appropriate.

2(a) It is recommended that the Correctional Service of Canada create a security classification tool explicitly for federally sentenced women, one that takes into consideration the low risk posed to public safety by most women, within one year.

ACCEPTED IN PRINCIPLE.

Gender-informed initial security classification tool (ONGOING):

In establishing the initial security classification of offenders, CSC uses the Custody Rating Scale (CRS) as one component of a comprehensive assessment process. This tool, the development of which is based on a research sample of male offenders, was also validated for women offenders. Nevertheless, in response to various recommendations, CSC committed to developing a specific initial classification

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instrument for women offenders. A contract was signed in early December 2005 and work has commenced. The first product, a Literature Review, was received on schedule in February 2006. This is a multi-year project due to the complexity of instrument development and the need for lengthy field testing to gather sufficient data, given the relatively few women admitted each year. Field testing is expected to commence by December 2006.

Gender-informed reclassification tool (COMPLETE):

The security classification level of offenders is regularly reviewed during the period of incarceration, usually as part of the process of preparing for a release or transfer decision or in response to an incident.

The gender-informed Security Reclassification Scale for Women (SRSW) was approved by CSC in February 2005. The three-year field test indicated that the SRSW is valid and reliable for both Aboriginal and non-Aboriginal women. A “train the trainers” session was held in June 2005, at which time most sites started using the scale. It was implemented nationally in September 2005, and all reclassification reviews now use the application of the SRSW as part of the process.

Future plans include ongoing research to re-examine its reliability and validity for Aboriginal and non-Aboriginal women.

Related Requirement – Impact of the correctional environment on women offender risk and need:

a) Development of climate indicator and profiling model (ONGOING):

CSC’s Research Branch has implemented a national Climate Indicator and Profile System which provides institutional and community profiles, including women offenders, for areas such as risk factors, major offences, need indicators and program participation. As part of this model, the next step will be to develop a climate indicator component that will be specific to women offender institutions regarding the impact of the correctional environment on women offender risk and need. This is a multi-year project requiring 2-3 years of data collection, consultation and analysis. A preliminary model is expected to be completed by FY 2007-08.

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b) Invitation to graduate students (ONGOING):

CSC sent letters to 15 academic institutions inviting graduate students to submit a proposal regarding the study of potential impact of the institutional environment on offender behaviour and the framing of possible methodologies for women’s institutions. One response was received and the proposal is under review.

Related Requirement – Review of women with maximum security classification (COMPLETE):

As per our commitment to the CHRC in 2004, CSC reviewed the case of each woman assigned a maximum-security classification between December 2004 to March 2005. This involved 24 women offenders (including the 6 women whose cases were reviewed in response to Recommendation 1 above). For some women offenders, this review coincided with their regularly scheduled case review.

Of the 24 women, 6 were reduced to a medium security classification and 18 remained at maximum security. In all cases, the behavioural and management expectations in support of a safe reduction in the women’s classification were outlined and shared with the offender.

A follow-up summary of results was forwarded to the Wardens of the women’s institutions highlighting the importance of clearly establishing the changes and progress that each maximum security offender must make in order to achieve a reduction in security level, and emphasizing the importance of manageable and realistic expectations and timeframes to meet behavioural objectives.

CSC continues to regular review of women classified at the maximum security level, with two additional reviews completed since the above review.

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2(b) It is recommended that the Correctional Service of Canada commission an independent study of the possible discriminatory impact of section 17(e) of the *Corrections and Conditional Release Regulations* on federally sentenced offenders with disabilities.

ACCEPTED IN PRINCIPLE – JOINT ACTION WITH PUBLIC SAFETY AND EMERGENCY PREPAREDNESS CANADA.

As CSC’s mandate is to apply the law in administering a sentence, issues related to the intent of the law and possible *Charter* implications of certain provisions were considered to be more appropriately examined by PSEPC and/or the Department of Justice.

Exploratory Review (COMPLETE):

CSC committed to conducting an exploratory review of women offenders, in conjunction with PSEPC, to complement CSC’s audit on the accommodation of disabilities.

The final Exploratory Review report was completed in March 2006. In terms of overall findings, the case reviews conducted for a sample group did not indicate that a higher security classification was assigned solely on the basis of a mental health illness or disorder, or a physical, learning or communication disability. It is noteworthy that 11.6% of the sample was classified at a minimum security classification and 49.3% were classified at a medium security level.

In the majority of maximum security cases where there was a mental illness or disorder, this was accompanied by high institutional adjustment, including threatening and assaultive behaviour, which required these offenders to be managed in a more structured setting. As well, in a few cases, it was noted that the offender’s compliance with taking medication was questionable, which affected her institutional behaviour. In the cases of those with physical, learning or communication disabilities, the findings do not indicate that these offenders were classified as maximum security because their needs could not be addressed at a lower security level.

Development of initial security classification tool for women and legislative provisions (COMPLETE):

In terms of the development of the gender-informed initial security classification tool, the Scope of Work specifies that the instrument must respond to the legislative provision of 17(e) of the *Corrections and Conditional Release Regulations* as well as all other elements of the legislative framework.

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Audit on Accommodating the Needs of Offenders with Disabilities (COMPLETE):

The audit took place from March to May 2005 on a sample of men’s institutions and one women’s institution. Action Plans have been developed and the final Audit Report will be released in April 2006.

2(c)(i) It is recommended that the Correctional Service of Canada act immediately to address the issues concerning the disproportionate number of federally sentenced Aboriginal women classified as maximum security by immediately reassessing the classification of all Aboriginal women currently classified as maximum security using a gender-responsive reclassification tool.

ACCEPTED.

Reassessment of all maximum security Aboriginal women (COMPLETE):

At the time of CSC’s response to the CHRC report, the development of the Security Reclassification Scale for Women (SRSW) was in progress; this tool was developed to be responsive to both Aboriginal and non-Aboriginal women offenders. CSC committed to reassessing the security classification of all maximum security Aboriginal women, on a priority basis, upon implementation of the SRSW. The reassessments using the new SRSW are complete.

A reclassification review is undertaken every six months for women who are classified at the maximum security level, which exceeds the policy requirement for an annual review (*Commissioner’s Directive 710-6, Review of Offender Security Classification*).

2(c)(ii) It is recommended that the Correctional Service of Canada act immediately to address the issues concerning the disproportionate number of federally sentenced Aboriginal women classified as maximum security by changing the blanket policy of not allowing maximum security women at the Healing Lodge to a policy that is based on individual assessment.

NOT ACCEPTED.

This recommendation was made in both the Arbour Report and the CHRC report. CSC did not accept the recommendations at either of these times for the reasons reiterated below.

Foremost, it is important to note that, pursuant to the *Corrections and Conditional Release Act*, CSC has a legal obligation to ensure that the penitentiary environment is safe for the public, staff and offenders.

The Okimaw Ohci Healing Lodge (OOHL) has neither the static security nor the staffing levels required to accommodate and manage the needs and the risks of women

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classified at the maximum-security level. It has no fence and its operational philosophy requires a high level of ongoing daily commitment to working intensively on their personal healing path, respect for all in the OOHL and Nekaneet community, including staff, and the ability of each individual to balance their needs with that of the community as a whole.

Research, assessment and experience have shown that the community-living model even within the fenced perimeter of the regional institutions is not appropriate for this group of offenders. The community-living model at the OOHL is situated within the healing framework of Aboriginal culture and philosophy. CSC recognizes that the OOHL context places even higher demands on individual women particularly in terms of the level of interaction required on a daily basis with staff, Elders and Nekaneet community representatives.

Input from those who have worked with the maximum-security women, including Elders, suggests that Healing Lodge candidates must have demonstrated a level of readiness to be able to benefit from the healing processes at the Lodge. Women classified at the maximum security level require considerable structure, intervention and support. To prematurely transfer these women to the more open environment of the Healing Lodge, where their focus needs to be on the healing process, could jeopardize their chance of success.

CSC will continue to work with Aboriginal staff and Elders and community representatives/organizations to conduct the research and program development to increase correctional effectiveness for Aboriginal offenders including those interventions that potentially will support moves to lower security levels.

CSC is committed to ensuring that first, the assessment of “healing readiness” is driven by Aboriginal staff and Elders who work with maximum-security women and second, is explicitly considered in the security reclassification process for maximum-security women. To that end, CSC will ensure that those women who are ready and who would benefit from the Lodge’s approach are identified in a more structured and proactive manner and are clear on the steps they need to take to access the Lodge.

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Healing Lodge readiness assessment process (COMPLETE):

CSC is not in favour of placing maximum security women at OOHL for the reasons stated above. However, we are committed to developing a healing readiness framework to ensure that women (specifically, maximum security women), who have the potential and interest to move to the Healing Lodge, are identified and assisted in a structured and proactive manner.

The Women Offender Sector will monitor the results of this process on a quarterly basis and the results will be shared with the Wardens and Kikawinaw. A video conference took place in January 2006, with representatives from the Women Offender Sector and the women’s institutions, to further discuss implementation and process issues.

Pathways: The Aboriginal Pathways vision at Fraser Valley Institution has established an environment where Aboriginal women may access services in a culturally appropriate manner through a continuum of Aboriginal specific programs, activities and spiritual ceremonies from Intake Assessment to community release and finally to warrant expiry. Fraser Valley provides a culturally supportive environment and resources where women offenders can commit to a healing journey. As a multi-level institution, it can offer elements that fully support and encourage healing at all security levels. The Pathways program is also planned for implementation at Edmonton Institution for Women.

3. It is recommended that *Policy Bulletin No. 107*, which requires offenders serving a minimum life sentence for first or second degree murder to be classified as maximum security for at least the first two years of federal incarceration, be rescinded immediately in favour of fair and balanced individual assessment.

NOT ACCEPTED.

CSC’s policy, effective February 23, 2001, is that offenders serving a life sentence for first or second degree murder spend at least the first two years of their federal sentence in a maximum-security institution. In exceptional cases, offenders could be granted an exemption and be assigned a medium-security classification initially or within that two-year period with the approval of the Assistant Commissioner, Correctional Operations and Programs. On September 1, 2005, this policy was modified such that the Wardens now have the authority to grant the exemption.

Commencing in November 2004, the Deputy Commissioner for Women reviewed all cases of newly admitted women offenders subject to *Policy Bulletin 107* prior to decision by the Assistant Commissioner, Correctional Operations and Programs, as per the

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	<p>commitment to the CHRC in November 2004. From November 2004 until September 2005, when the policy changed, 6 cases were reviewed. In 5 of those cases, the final security classification decision was medium.</p> <p>While consultation with the Deputy Commissioner for Women is no longer required prior to the Warden’s decision the number of lifers in the women’s institutions continues to be monitored. The most recent policy amendment also requires that the Regional Deputy Commissioners and the Assistant Commissioner Correctional Operations and Programs periodically monitor all placement decisions.</p> <p>The Warden’s decision may be grieved by an offender. Should an offender choose to do so, the grievance will go directly to the second level as a high priority. Should the offender pursue the matter to the third level of the grievance process, the Deputy Commissioner for Women will review the decision/grievance file prior to review and sign-off by the Senior Deputy Commissioner.</p>
<p>4. It is recommended that the Correctional Service of Canada implement a pilot needle exchange program in three or more correctional facilities, at least one of which should be a women’s facility, by June 2004. The results of the pilot project should be monitored, disclosed and assessed within two years.</p>	<p>UNDER CONSIDERATION.</p> <p><u>Consultation with the Public Health Agencies of Canada (COMPLETE):</u> Consultation with the Public Health Agency of Canada (PHAC) on a needle exchange program in federal penitentiaries is taking place. The Chief Public Health Officer and the previous Commissioner of CSC signed a Memorandum of Understanding in Spring 2005 outlining the scope of work for this project. The MOU calls for PHAC to complete a literature review on needle exchange, conduct site visits and provide a report on their findings. The site visits have been completed. It is expected that the PHAC will complete its report in 2006.</p> <p><u>Safer Tattooing Practices Initiative pilot (ONGOING):</u> A women’s institution is part of the pilot and implementation is continuing. Planned completion of the evaluation is FY 2007-08. Once the evaluation results are available, CSC will consider the next steps for this initiative.</p>

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5(a) It is recommended that the CSC take immediate steps to ensure the *National Operational Protocol — Front Line Staffing* be strictly respected, viz the *National Operational Protocol — Front Line Staffing* be made into a formal policy in the form of a Commissioner’s Directive or Standard Operating Procedure.

ACCEPTED. (COMPLETE)

The *National Operational Protocol* was implemented in 1998 and converted into a corporate policy document following completion of a consultation process which included stakeholders. *Commissioner’s Directive 577 – Operational Requirements for Cross Gender Staffing in Women Offender Institutions* was promulgated in March 2006.

The policy objectives of *CD 577* are “to ensure that the dignity and privacy of women offenders is respected to the fullest extent possible consistent with safety and security; and to ensure cross-gender situations in the workplace do not expose staff or offenders to vulnerable situations”.

CD 577 provides direction on operational requirements where there are men in front line positions at the regional women’s institutions. For example:

- male and female staff shall be paired for security patrols at night;
- strip searches shall only be conducted, witnessed and videotaped by female staff; and
- the first response to a situation requiring pre-planned use of force will always be a women-only team.

5(b) It is recommended that the CSC take immediate steps to ensure the *National Operational Protocol — Front Line Staffing* be strictly respected, viz that the ten-day Women-Centered Training be mandatory for everyone who works in a women’s facility.

ACCEPTED IN PART. (COMPLETE)

The Women-Centred Training Program sensitizes staff to various issues, including sexism, racism, disability, sexual orientation, physical and/or sexual abuse, self-injurious and suicidal behaviour, addictions, mental health and Aboriginal traditions and spirituality. The content of the *National Operational Protocol* was incorporated into the Women-Centered Training, and necessary adjustments will be incorporated with the conversion of the *Protocol* to *CD 577* (refer to Recommendation 5(a)).

CSC provides Women-Centred Training to all staff who work in women’s institutions, in accordance with the National Training Standards (mandatory training), however, required portions differ for various staff as follows:

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	<ul style="list-style-type: none"> ▪ Ten-day intensive course for all Primary Workers and Assistant Team Leaders, who work in the front line positions with women offenders; ▪ Three-day version covers the same topics and is designed for staff who periodically work with women offenders; and ▪ One-day version for managers which provides an overview of the ten-day and three-day courses. Managers are assessed through the selection process for their knowledge of, and sensitivity to, women’s issues. As a result, it was felt that the intensive training need not be mandatory for these staff. <p>In addition to the Women-Centred Training Program, all CSC staff must participate in a mandatory Anti-Harassment Training Workshop which promotes an awareness of, and sensitivity to, human rights issues and a better understanding of each person’s role in the prevention, identification and resolution of harassment complaints.</p>
<p>5(c) It is recommended that the CSC take immediate steps to ensure the <i>National Operational Protocol — Front Line Staffing</i> be strictly respected, viz that a refresher course on the Women-Centered Training for Correctional Service front line staff be offered annually.</p>	<p>ACCEPTED IN PART. (COMPLETE)</p> <p>The one-day refresher training program for staff working in front line positions in women’s institutions was developed and approved by CSC in March 2005 for inclusion in the National Training Standards (mandatory training).</p> <p>The training has been delivered to all front line staff as part of the continuous development training. The training was well-received and delivery will continue every second year rather than annually.</p>
<p>5(d) It is recommended that the CSC take immediate steps to ensure the <i>National Operational Protocol — Front Line Staffing</i> be strictly respected, viz that the implementation of the National Operational Protocol be assessed by an independent external evaluator after two years.</p>	<p>ACCEPTED.</p> <p>CSC committed to an independent evaluation in FY 2007-08, following implementation of the Management Control Framework tool and the availability of results. In addition, CSC uses a range of approaches, both internal and external, to assess compliance with policy and procedures:</p>

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Management Control Framework (MCF) process (ONGOING):

CSC committed to developing and implementing a MCF for the *National Operational Protocol*, which has now been converted to CD 577 (refer to Recommendation 5(a)). A draft MCF tool has been developed and will be implemented in the new fiscal year. The MCF results will form the basis for required corrective action.

Inmate Consultation (ONGOING):

The Deputy Commissioner for Women or her designate meets with the Inmate Committee during visits to the regional women’s institutions. The Warden and the institutional management team also have regular meetings with the local Inmate Committee, which provides a forum for discussion and resolution of issues.

6(a) It is recommended that the Correctional Service of Canada implement independent adjudication for decisions related to involuntary segregation at all of its regional facilities for women. The impact of independent adjudication on the fairness and effectiveness of decision making should be assessed by an independent external evaluator after two years.

COMPLETE.

CSC has no plans to introduce independent adjudication at this time (refer to Annex A, recommendation 9(f)).

6(b) It is recommended that a Segregation Advisory Committee for Women’s Institutions should be created with membership from both within and outside the Correctional Service, including representatives of Aboriginal communities.

ACCEPT IN PRINCIPLE.

CSC is committed to examining alternatives to long-term segregation and enhanced transparency of the administrative process.

Segregation Advisory Committee Pilot Project (ONGOING):

In keeping with our commitment in the CHRC Action Plan, CSC has established a Segregation Advisory Committee, as a pilot in one women’s institution, to review the cases of women in segregation over 30 consecutive days, and all women whose cumulative stay in segregation exceeds 60 days over a one-year period. The purpose of the Committee is to identify possible reasonable alternatives to both short- and long-term segregation that are in the context of acceptable risk management.

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	<p>The Committee will be piloted at Edmonton Institution for Women for two years. Membership includes one CSC staff member and two external members with knowledge of, and experience working with, Aboriginal women offenders and knowledge of mental health issues. The Committee's mandate has been approved by the Deputy Commissioner for Women and the Regional Deputy Commissioner, Prairies. The training of the committee members has taken place. The first review took place in March 2006. A framework for the purpose of evaluating the pilot is being developed.</p> <p>Segregation Case Reviews (ONGOING): CSC committed to conducting case reviews for segregation cases meeting specified parameters. The review was completed and will be shared with the above-noted Segregation Advisory Committee. The following summarizes the findings of the case review.</p> <p>CSC reviewed all admission placements of women offenders who were segregated for more than 30 consecutive days or more than 60 cumulative days during fiscal years 2002-03 and 2003-04. There were a total of thirty-three (33) women who accounted for 140 segregation placements who met the above noted criteria. It is important to note that fourteen (14) of the 33 women were placed in segregation when they were located in a women’s unit within a men’s institution, prior to the opening of the Secure Units in the regional women's institutions.</p> <p>This review concluded that the decision to place an offender in segregation and subsequent decisions to either continue or end the segregation were in keeping with the legislation and CSC policy. There was evidence that staff were aware of their roles and responsibilities in the segregation process. Decisions were made within the timeframes established in legislation and policy. The review also reinforced the need for full and complete documentation on the identification of options regarding the segregation status.</p>
<p>6(c) It is recommended that the Correctional Service should examine alternatives to long-term segregation for women offenders, in consultation with external stakeholders.</p>	<p>ACCEPTED. (ONGOING)</p> <p>CSC committed to examining alternatives to long-term segregation in the context of the Segregation Advisory Committee noted above. Refer to Recommendation 6(b).</p>

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7. It is recommended that the Correctional Service of Canada consider the needs and low risk of minimum and medium security women inmates in the construction of additional facilities for women.

ACCEPTED IN PRINCIPLE. (ONGOING)

CSC accommodation planning is based on population analysis – risk, needs, forecasted numbers, etc. All these elements feed into the master plans of renovations/changes to existing institutions and into the operational plans for new institutions.

Due to small numbers, the 1990 *Creating Choices* Task Force recommended, and CSC accepted, to accommodate women in multi-level regional-based institutions. The needs and risk requirements of all security levels were considered in the development of the regional institutions and CSC will continue to do so.

8(a) The Commission recommends that the Correctional Service of Canada ensure that the revised program strategy for women acknowledges that some of women’s criminogenic factors are unique.

ACCEPTED. (COMPLETE)

The revised *Program Strategy for Women Offenders* (2004) describes the current state of knowledge and research with respect to women’s criminogenic factors, including those unique to women. For example, specific references can be found on pages 5 and 6 of the *Program Strategy*, which is posted on the CSC website www.csc-scc.gc.ca. As with the *Program Strategy*, Program Advisory Committees that are convened to assist in CSC program development include members with a background in women’s studies and research.

Ongoing commitment: The *Program Strategy* will be updated periodically to reflect the implications of new research.

8(b) The Commission recommends that the Correctional Service of Canada develop and implement gender-responsive programming that addresses the full range of women’s criminogenic factors.

ACCEPTED.

Program development or re-development for women offenders is an ongoing activity that is conducted in the context of the *Program Strategy for Women Offenders* (2004). Existing programs include the Women Offender Substance Abuse Program (WOSAP), Survivors of Abuse and Trauma, Dialectical Behaviour Therapy and the Individualized Sex Offender Program for Women.

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Violence Prevention Program (ONGOING):

In October 2005, CSC approved a proposal to develop a national Violence Prevention Program for Women. This program will be a valuable addition to the programs currently offered to address women offenders’ violent behaviour. An Advisory Committee was convened in January 2006 to proceed with program development, the completion of which is expected by December 2006.

National Committee on Programs for Aboriginal Women Offenders (ONGOING):

This Committee was formed, and Terms of Reference developed, following a national meeting in 2005 hosted by the Reintegration Programs Branch and the Aboriginal Initiatives Branch. The Committee held its first meeting in February 2006 to discuss the development of a substance abuse program for Aboriginal women offenders.

9. The Commission recommends that the Correctional Service of Canada bring a gender focus to its employment and employability programming for federally sentenced women, including the development of job opportunities in the community.

ACCEPTED.

CORCAN, a Special Operating Agency within CSC, is a key part of reintegration. CORCAN contributes to safe communities by providing employment training and employability skills to offenders in federal correctional institutions. During 2005-06 (to February 12, 2006), 380 vocational certificates were earned by women offenders in the following areas: food safety, WHMIS, first aid, forklift safety, traffic control, employability skills, computer training construction safety, construction framing, and fundamental shop skills (compared to 361 certificates earned in 2004-05).

CSC committed to a series of actions to address the employment need area for women offenders in the institution and in the community:

Employability Skills Program Pilot (COMPLETE):

A gender-informed version of the national Employability Skills Program was developed in January 2005 as delivered at Joliette Institution and Fraser Valley Institution as part of a pilot project, the results of which were positive. Modifications were made to the program based on the feedback from staff and the participants, as well as a review of literature on women offenders and employability. Full implementation of the National Employability Skills Program in women offender institutions was approved and will be ongoing.

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Employment Needs Survey (COMPLETE):

CSC’s Research Branch completed an employment needs survey for both incarcerated women and women on conditional release: *Employment Needs, Interests, and Programming for Women Offenders*, Report #R-166, which will be posted on the CSC website www.csc-scc.gc.ca. Some of the findings are as follows:

Institution:

- The majority of incarcerated women (57%) present some need for improvement in the employment domain.
- Women offenders have high educational needs (66% do not have a high-school diploma).
- 58% of incarcerated women offenders do not have a skill, trade or profession to help them find a meaningful job.
- An overwhelming 72% of women were unemployed at the time of their arrest and almost half (47%) were unemployed 90% or more of the time.

Community:

- Majority of women in the community (65%) report that their current jobs are related to their work experience prior to incarceration and there is little association between their current employment and past institutional training.
- Women in the community report interest in accessing employment services like those that provide links to employers, résumé writing, interview skills, job-search techniques and their perceptions that no employment services are offered or available for them.

National Employment Strategy for Women Offenders (ONGOING):

The information derived from the above-noted survey served as the basis for CSC’s development of a National Employment Strategy Framework for women offenders. Consultation will commence in April 2006.

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10. It is recommended that, based on common guidelines, an action plan for each region should be developed to ensure that the Correctional Service of Canada meets the need for accommodation for federally sentenced women on community release. The plan should include home placement agreements, satellite apartments and other options that would permit women on conditional release to be housed with their children.

ACCEPTED.

Alternative accommodation options/information sessions (ONGOING):

While the accommodation needs for women and the mechanisms to address them vary across the country, the Women Offender Sector has assumed, in the past year, a centralized role of monitoring, supporting and promoting regional strategies to address the needs in the community.

A centralized data base is maintained of beds available by type (structured houses, hostels, private home placements, satellite apartments, treatments centres and as well as utilization data (updated monthly). A representative has been identified in each region for ongoing liaison with the Women Offender Sector about the changing accommodation needs and strategies to address them.

In June 2005, a national meeting was convened that brought regional representatives together to review regional needs and strategies for women’s accommodations and to share practical information about developing alternative models in particular such as Private Home Placements (PHP’s) and satellite apartments.

However, experience indicates that alternatives such as PHP’s do not always provide sufficient structure and monitoring considered necessary for the first step of gradual release (Day Parole) compared to the halfway house model. Satellite apartments can provide a good alternative residential model for certain cases (e.g., mothers with children) but normally are associated with an existing facility in a location that can sustain sufficient referrals.

Training in mental health issues to community-based residential facility staff (ONGOING):

Many women have been identified with personal and emotional needs, and require continuity of service upon arrival in community. Specialized training in mental health is planned for staff of women’s halfway houses to be completed in FY 2006-07 to increase their capacity to assist women offenders with these needs.

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11(a) It is recommended that the Correctional Service of Canada continue to take steps to ensure greater continuity between programs offered in the institution and those offered in the community. The community programming phase of the Woman Offender Substance Abuse Program may provide a good model for doing so and should be monitored.

ACCEPTED.

Each offender has a Correctional Plan developed to respond to her particular risks and needs both in the institution and the community. CSC addresses the offenders' needs through a combination of its own programs, community-based programs, specialized services and other interventions.

The revised *Program Strategy for Women Offenders* which frames ongoing program development addresses the requirement for continuity.

As noted by the CHRC, the maintenance/relapse prevention framework for WOSAP ensures a continuum of delivery between the institutions and the community.

CSC will continue to monitor effectiveness of community programs for women and work with community partners to continue to enhance these programs.

Evaluation of Women Offender Substance Abuse Program (WOSAP) (ONGOING):

The interim evaluation of the first two modules of WOSAP (Engagement and Education/E&E; and Intensive Therapeutic Treatment/ITT) is complete. The next stages of evaluation will focus on the continuity of programming in the institution and in the community.

The preliminary results from the pilot support continued implementation of WOSAP, e.g., women are making gains in knowledge and skills to deal with substance abuse as a result of participating in the E&E and ITT modules.

Joint initiatives for federal/provincial/territorial Heads of Corrections (ONGOING):

There is a federal/provincial/territorial Heads of Corrections' Female Offender Sub-Committee. The Sub-Committee currently has members from all jurisdictions with the exception of Quebec. One of the current co-chairs of this Sub-Committee is the Director General, Women Offender Sector, CSC. The Sub-Committee has developed a proposed work plan, based on their discussions at their November 2005 meeting and

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	<p>December 2005 conference call, which will facilitate the exploration of joint initiatives amongst the various jurisdictions. The issue of programs for women offenders is a standing agenda item for information-sharing amongst the Sub-Committee, with action items outlined in their proposed work plan. In terms of community-based programming, the Sub-Committee will, for example, focus on opportunities for bi-jurisdictional partnerships for mental health programs and services, programs for Aboriginal women and substance abuse programs for women.</p>
<p>11(b) It is recommended that the Correctional Service of Canada offer more assistance to women on conditional release, particularly through employment counselling and child care.</p>	<p>ACCEPTED IN PART.</p> <p>Employment counselling and child care were some of the issues raised by women in the Employment Needs Survey, the results of which will be examined and incorporated into CSC’s National Employment Strategy (refer to Recommendation 9).</p> <p><u>Referrals to CORCAN employment centre (ONGOING):</u> In 2005-06 (February 2006), 225 women offenders in the community received employment centre referrals (representing 8% of all offenders receiving services). It should be noted that one offender may receive more than one service (e.g., Internet access or writing a resumé).</p> <p>CSC committed to promoting the value of employment centres with Parole Officers to increase the number of referrals. As part of Corcan’s initiatives to enhance the community corrections infrastructure, a number of actions are occurring or are planned which assist in meeting this commitment:</p> <ul style="list-style-type: none"> ▪ the majority of Community Employment Centres (CEC) are located in a Parole Office or have strategies in place to ensure CEC participation in the community program board; ▪ a formalized referral process will be established through the Offender Management System (OMS) for Community Employment Service participation (similar to a Program Referral);

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- a reference document will be created to be appended to the existing Program Description Table outlining the employment services available in the Community. This document is used widely by all Parole Officers and Program Boards (bodies that make referrals).

Child Care (ONGOING):

CSC’s legislative mandate does not extend to child care; child care is a provincial jurisdictional issue, however, CSC does play a liaison role. A discussion document aimed at providing direction to staff working with women who have children, including reference to situations of residential accommodation, has been drafted and shared for internal review. It is based on consultations with CSC and community agency representatives, as well as with Legal Services. It reinforces the need for coordination with municipal, provincial, and federal sources responsible for children’s services. The document will be given wider consultation in early FY 2006-07 prior to finalization and will result in an annex, possibly to the new *Commissioner’s Directive on Community Supervision*.

12(a) It is recommended that federally sentenced women be provided with an opportunity to consult with an Elder before finalizing their correctional plans. With the agreement of individual women, Elders should play a key role throughout case management and release planning.

ACCEPTED.

Enhanced role of Elders/Aboriginal Liaison (COMPLETE):

CSC has completed consultation and policy revisions that address the issue of Elder/Aboriginal Liaison involvement in the development of Correctional Plans.

The relevant paragraphs of the new *Commissioner’s Directive 705-6, Correctional Planning and Criminal Profile*, apply:

20. *Ensure that the Correctional Officer II/Primary Worker is present for the first meeting with the offender, if possible. Throughout the assessment process, if the offender is Aboriginal, or would like to be engaged in Aboriginal tradition, culture, spiritual practices or programming, an Aboriginal Liaison Officer and/or an Elder will be included as part of the assessment interview.*

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31. *Input from institutional and community staff, Elders and Aboriginal Liaison Officers will be obtained in applicable cases.*

In addition, there is provision in Annex A of the policy (Content Guidelines – Criminal Profile Report) to obtain an Elder assessment, if possible and appropriate, for the Criminal Profile. If such is the case, there is a requirement to complete an Aboriginal Healing Plan.

12(b) It is recommended that in partnership with Aboriginal communities and organizations, the Correctional Service of Canada should review the use of section 84 of the *Corrections and Conditional Release Act*, identify barriers to its use, and create and implement an action plan to encourage its use for federally sentenced women. Progress should be reviewed and reported within one year.

ACCEPTED. (ONGOING)

Regions continue to be engaged in discussions with a number of Aboriginal communities to raise interest in participating in Section 84 arrangements.

Aboriginal Women Offenders

The consultation to establish a new National Aboriginal Strategy for men and women offenders has been completed and action plans have been developed specifically for women offenders.

CSC’s ongoing work has involved a number of initiatives to help develop the capacity of Aboriginal communities to participate in the reintegration efforts of Aboriginal women offenders:

Programs for Aboriginal Women

The Aboriginal community is represented on the National Programs Advisory Committee for consultation on the development of programs for women. A first meeting took place in February 2006 to discuss an Aboriginal substance abuse program for women offenders. Institutional, culturally-specific programs are currently offered to Aboriginal women offenders to help prepare them for release including Spirit of a Warrior and Circles of Change.

Circles of Change focuses on issues such as: process of change; increasing knowledge of Canadian Aboriginal culture; communication styles; self-esteem and self-care issues; problem-solving skills; woman’s role in her family of origin; healthy and unhealthy relationships; and social injustice.

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The Spirit of a Warrior Program is divided into four sections: introduction; childhood; adolescence; and adulthood/alternatives to violence. The Program consists of an in-depth intervention that is intended to reduce the risk to re-offend with violence, reduce risk to relapse, improve family relations, improve ability to communicate with others, improve coping skills, and adapt Aboriginal culture and spirituality into all aspects of behaviour and everyday life. It is expected that with a more informed base of traditions, Aboriginal women will be better able to manage their lives.

In October 2005, CSC approved a proposal to develop a national Violence Prevention Program for Women. This program will be a valuable addition to the programs currently offered to address women offenders’ violent behaviour. An Advisory Committee was convened in January 2006 to proceed with program development, the completion of which is expected by December 2006.

Aboriginal Community Development Officer (ACDO)

Ten ACDO positions have been staffed across the country to create links for both men and women offenders with Aboriginal communities, raise Aboriginal community interest in participating in the correctional process, and initiate Section 84 agreements. As well, an Aboriginal advisory committee has been established in the Pacific Region to explore Section 81 and 84 agreements for women offenders.

An ACDO meeting was held in March 2005 at OOHL and the development of sustainable strategies to enhance the use of Section 84 agreements for Aboriginal women offenders was discussed.

A video conference was held in January 2006 with the institutional OOHL “champions”. Further ideas for promoting OOHL were discussed:

- forward copies of the OOHL video to all women’s institutions to share with the inmate population;
- convene a meeting for the “Champions” at OOHL to educate staff on programs and services; and

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- development of a workbook and other tools on Aboriginal programs, to enable women at the regional institutions to begin a program prior to transferring to OOHL.

Section 84 reviews

A review of Section 84 arrangements was completed which included the input from the institutions and community. On the basis of this review, the DCW provided the Wardens of women’s institutions with some of the best practices that should be considered by all institutions:

- compulsory information sharing session with all Aboriginal offenders;
- ensuring interviews at Intake with an Elder, Aboriginal Liaison or representative from the Native Sisterhood; and
- incorporating a statement with respect to Section 84 in all Correctional Plans.

Institutional awareness sessions have been held at various women’s facilities to increase both staff and inmate knowledge about Section 81 and 84 provisions. The Parole Officer Orientation Induction Training Program now includes a component on Section 81 and 84 agreements.

The Aboriginal Initiatives Branch produced a “Section 84 Conditional Release Planning Kit” that contains considerable information on the Section 84 process. The electronic version of this kit was sent to the Wardens of the women offender institutions in April 2005. Hard copy kits were distributed to all institutions in November 2005, advising that a copy should be given to all offenders at Intake who indicate an interest in this type of release process. This will increase the awareness of staff and offenders of this release option.

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13. It is recommended that the Correctional Service of Canada consider whether its current organizational structure optimizes its capacity to ensure consistent human rights compliance in women’s facilities, and that it develop an enhanced functional capacity to ensure the consistent protection and promotion of human rights across its operations.

ACCEPTED.

Identification of Human Rights elements in Management Control Framework tools (ONGOING):

CSC developed a work plan to complete the identification of the human rights elements in the 94 Management Control Frameworks (MCF). To date, the Human Rights Branch has reviewed 26 MCF’s against CSC’s international treaty obligations and domestic legislative and policy framework. Proposed amendments have been drafted based on these reviews. Further consultation is planned with the Performance Assurance Sector throughout CSC.

Corporate Human Rights Monitoring Tool (ONGOING):

CSC is in the process of developing this tool and expect it will be ready for consultation in 2006.

Lessons learned approach (ONGOING):

Two Human Rights bulletins have been issued and are available for staff on CSC’s intranet site. The development of additional bulletins is planned on an ongoing basis.

Review of national training courses (ONGOING):

CSC will be highlighting the human rights issues in each of its existing training programs, with the assistance of training specialists. A review of all mandatory national training programs is planned to ensure that they articulate the human rights elements of corrections. This will be a multi-year task, given that over 40 training programs will be subject to review. To date, the following programs have been reviewed and revised:

The Correctional Training Program (required for all new Correctional Officers): The profile and exposure on the topic of human rights has been enhanced by including, within the new CTP Stage 1 on-line component, a specific module entitled: Human Rights. This module specifically addresses the protection of the human rights of offenders. There is a specific section on the human rights of women offenders. Included is a discussion of Canada’s and CSC’s obligations to international covenants and declarations. This revised program will be implemented by January 2007.

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Parole Officer Orientation (required for all new Parole Officers): In the current Parole Officer Orientation, human rights is dealt with mostly from a legal point of view. There are sessions on the rights and freedoms under the *Charter* and on principles of fairness within the context of parole. The topic of human rights from an ethical perspective is addressed in the session on “Ethics in Corrections”. Aboriginal and women offenders are addressed in other sessions such as risk assessment and programming. This program is being redesigned over the next several months. Staff from CSC's Human Rights division are contributing to this redesign by helping to build some scenarios that will highlight human rights issues.

New Employee Orientation Program: The concept of human rights is addressed in sessions on the *Constitution*, the *Charter*, the *CCRA* and CSC’s Mission.

14. It is recommended that, in consultation with its staff and inmates, the Correctional Service of Canada immediately develop and implement an anti-harassment policy and education program that applies to inmates. The policy should provide for independent anti-harassment counsellors for inmates. A short, plain-language version of the policy should also be developed and distributed.

ACCEPTED IN PART.

Human Rights section for Inmate Handbook (ONGOING):

CSC committed to drafting, for inclusion in all inmate handbooks, a plain language standardized section on human rights, which would also include a question and answer section on the CSC anti-harassment policy and complaint/investigation process. As well, CSC agreed to producing an alternative communication method such as an audiotape version of the standardized section.

A standardized human rights section for inmate handbooks was developed and consultation has been completed with the institutions, community, CHRC, stakeholders and offenders. A revised version has been approved and an audio version of the human rights section will be produced and distributed to the institutions.

Policy Bulletin 186 – Harassment (COMPLETE):

CSC committed to ensuring that all offenders receive a hard copy of *Policy Bulletin 186 – Harassment*, and that offenders admitted after that date receive a copy during their intake interview. The Policy Bulletin was forwarded to each Warden for distribution to the inmates and meetings with the Inmate Committees also took place.

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Offender Redress 1-800 line (COMPLETE):

All staff who receive calls on the Offender Redress 1-800 line have completed the TB/PSAC Joint Learning Program’s Anti-Harassment Training.

Human Rights/Advocacy Training (COMPLETE):

The Human Rights Branch, in conjunction with the Women Offender Sector, piloted training sessions in February and March 2006 at Edmonton Institution for Women and Nova Institution. The sessions were attended by staff and offenders and included issues of human rights, values and ethic and advocacy.

15. It is recommended that the Correctional Service of Canada immediately develop and implement a comprehensive accommodation policy that specifically addresses the accommodation of inmates on all prohibited grounds of discrimination. A short, plain-language version of the policy geared to offenders with cognitive limitations or low literacy levels should also be developed and distributed as part of an educational program.

NOT ACCEPTED AS STATED.

CSC accepts the underlying requirement to ensure human rights are accommodated appropriately.

Refer to Recommendation 14 regarding the standardized section on human rights for the Inmate Handbooks.

Refer to Recommendation 13 regarding the Human Rights Bulletins.

16(a) It is recommended that the Correctional Service of Canada establish guidelines for institutional handbooks to ensure that complete, consistent and accurate information is provided to inmates in all facilities.

ACCEPTED. (COMPLETE)

The existing Inmate Handbook from each of the women’s institutions has been reviewed by the Women Offender Sector. Based on this review, a standard framework has been developed to serve as a guideline for institutions in making necessary revisions to their handbook and to achieve consistency in content. The framework has been sent to the Wardens of the women’s institutions requesting that the established format be used as a guide in the next review and revision process of their respective handbook.

The handbook will include a human rights section (refer to Recommendation 14).

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16(b) It is recommended that the Correctional Service of Canada annually monitor the human rights-related content of inmate handbooks, orientation sessions and ongoing human rights-related training.

ACCEPTED IN PRINCIPLE. (ONGOING)
Refer to Recommendation 13 and 14.

16(c) It is recommended that the Correctional Service of Canada make available information suitable for women with limited cognitive abilities or low literacy levels, as well as information in alternate formats.

ACCEPTED. (ONGOING)
Refer to Recommendation 14. An audiotape version will be produced for the Q&A’s related to CSC’s anti-harassment policy and the standardized human rights content for inmate handbooks. All Wardens were asked to report on other methods used by their case management team to ensure offenders are informed of the content of the inmate handbook. The responses indicate that the institutions adopt suitable alternative approaches to address the specific needs of an offender (e.g., reading the information to the offender).

16(d) It is recommended that the Correctional Service of Canada ensure that the accountability accords for managers include contribution to human rights compliance.

ACCEPTED. (ONGOING)
Annual Performance Agreements for senior managers currently include human rights compliance, insofar as they include compliance with CSC’s legislative and policy framework. Management Control Framework tools are used to monitor compliance. In addition, the Annual Report of the Correctional Investigator serves to identify areas of organizational accountability related to offenders’ rights.

16(e) It is recommended that the Correctional Service of Canada integrate human rights training vertically throughout the organization through effective knowledge management.

ACCEPTED IN PART. (ONGOING)
Refer to Recommendation 13.

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<p>17. It is recommended that the Correctional Service of Canada implement a pilot mediation project at facilities for federally sentenced women, using trained, external mediators trained in human rights to attempt to resolve complaints, as well as providing conflict resolution training for inmates. The pilot project should begin by the end of 2004, and it should be evaluated within two years of implementation by an independent contractor.</p>	<p>ACCEPTED IN PART.</p> <p>In the CHRC Action Plan, CSC highlighted the need for a conflict management strategy that employs a continuum of approaches. CSC’s commitment is to focus efforts on the complaints and grievance system as well as other broad initiatives.</p> <p><u>Analysis on complaints and grievance issues (ONGOING):</u> The Women Offender Sector conducts an analysis, twice per year, on the issues raised by women offenders via the complaint and grievance process. Key issues that emerge are followed up with the respective Warden. A copy of the complaint and grievance analysis is forwarded to the Office of the Correctional Investigator.</p> <p><u>Survey on mediation and conflict resolution strategies (ONGOING):</u> A letter was forwarded to all Wardens asking them to identify practices that promote formal and informal resolution to resolve offender complaints and grievances. Staff, Inmate Committees and various stakeholders were invited to participate in the survey. The internal report from this survey was completed and a pilot was developed in a men’s institution using staff mediators. Data from this pilot is being collated and an analysis of results is scheduled for completion in 2006. The results of the pilot will be reviewed to revisit options for the women’s institutions.</p> <p><u>National Steering Committee on Restorative Justice (ONGOING):</u> CSC’s Action Plan identified the CSC National Steering Committee on Restorative Justice as a mechanism for ensuring that approaches to dispute resolution for offenders are consistent with the Integrated Conflict Management System (as per the Public Service Modernization Act). While the Committee has had a less active role over the past few years, the intent is to re-establish their presence with a redefined role and tasks.</p>
<p>18. It is recommended that the Correctional Service of Canada work with the Canadian Human Rights Commission to develop, implement and assess a human rights audit model, including the identification</p>	<p>ACCEPTED IN PRINCIPLE.</p> <p>Refer to Recommendation 13 regarding the corporate Human Rights Monitoring Tool.</p>

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<p>and measurement of human rights performance indicators and public reporting.</p>	<p>Sector Head consultation on the annual audit plan has provided the opportunity for the Human Rights Branch to input on activities related to human rights issues.</p> <p>The audit on accommodation of disabilities is complete. Refer to Recommendation 2(b).</p> <p>The audit on Privacy and Access to Information is complete and the report will be available in Fall 2006.</p>
<p>19. It is recommended that the Solicitor General of Canada and the Correctional Service of Canada, in consultation with stakeholders, establish an independent external redress body for federally sentenced offenders.</p>	<p><u>Review of models for independent external redress body (COMPLETE):</u> CSC has no plans to introduce an external redress body at this time. A review to date has not identified any other correctional jurisdiction which is known to have an oversight body that can compel compliance with its recommendations. The lack of international models to inform and guide discussions, as well as the potential implications for other government bodies in Canada, presents difficulties in conceptualizing a model that results in granting to an independent body executive powers over CSC decisions other than through the current redress through the courts.</p> <p><u>Inspection of two women’s institutions by Her Majesty’s Inspectorate of Prisons for England and Wales (COMPLETE):</u> The inspections at Nova Institution and Grand Valley Institution for Women were completed in September 2005. As part of the process, national stakeholder consultation was undertaken by Anne Owers, Her Majesty’s Chief Inspector of Prisons, and local stakeholder consultation involved the inspection team. An oral report provided upon completion of the inspection at each institution indicated that the preliminary findings were quite positive and that CSC’s approach with women offenders is commendable. The Inspectorate’s written report will be released in Summer 2006 once it is finalized and translated.</p> <p>One of the components of the inspection process at Nova and Grand Valley Institution for Women (GVIW) was the Inspectorate’s administration of a pre-inspection, confidential survey to the inmate population. The purpose of the survey was to ask the women offenders about various aspects of institutional life and to use that information as a basis for further assessment during the inspection.</p>

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CHRC Recommendation

Action

At each site, there was at least a 90% response rate and the overall findings were shared by the inspection team in the oral debriefing at the end of the inspection. The information amassed from the survey provided CSC with considerable insight as to the women’s perceptions regarding the reception process, legal rights, safety, health care, purposeful activity and reintegration.

To identify issues of concern and supplement the findings at Nova and GVIW, CSC had the survey administered at the remaining four women offender institutions: Joliette, Okimaw Ohci Healing Lodge, Edmonton Institution for Women and Fraser Valley Institution. This took place in March 2006.

The Inspectorate will provide CSC with a comparative analysis of survey results for all women’s institutions. This will be used as a basis for identifying issues of concern and where further review is required.
