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Let's Talk



February / March 1994



Correctional Service of Canada



Correctional Service
Canada

Service correctionnel
Canada

Canada

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

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THE PAINFUL TASK OF REDUCING EXPENDITURES

IN RECENT YEARS, we have experienced reductions in funding below what our workload would warrant – actual cuts of 4-5%. This rises to around 14% when we take into account unsuccessful requests for funding to cover workload increases, price increases and some new programs. Over the period 1993-94 to 1997-98, further cuts are being required of us, amounting to an additional 9.4% reduction from what our operating budget would have been. And further reductions may yet be required.

Our general strategy is to plan reductions so that we are not forced into hurried, and potentially damaging actions. We have two goals:

- (i) to protect service to the public as much as possible by trying to avoid cuts to institutional security, parole supervision and rehabilitation programs; and
- (ii) to minimize the negative effects on staff by adjusting employment levels through redeployment, relocation, retraining and attrition.

There are three elements to the strategy:

- (i) The *Management, Administration and Operations Review Committee*, which was set up last April, is looking at a wide variety of issues including:
 - health care (level of service standards and methods of service delivery);
 - organization of parole districts and institutions;
 - human resource policies (e.g., overtime, shift scheduling);
 - training standards; and
 - staff services (meals, use of vehicles).
- (ii) By streamlining the management structure (use of technology, empowerment, task force approaches to problem solving, etc.), the size of NHQ and RHQs will be substantially reduced. Half of the saving achieved through streamlining will be invested in operational units. After five years, the result will be a 2% reduction in total CSC staff and \$15 million annually towards meeting our contribution to deficit reductions.
- (iii) Each Region will review where expenditure reductions causing the least amount of damage can be made. This may include clus-

tering services so that two or more institutions can get functional support from one place; renegotiating contracts with outside agencies; and terminating contracts where the work can be done by existing CSC staff.

Even with all our careful efforts, we cannot disguise the fact that meeting the ongoing demands for expenditure reduction is becoming increasingly painful. Budgets reductions are especially painful to achieve considering that we are dealing not only with an ever-growing number of offenders, but also with pressure to increase programs offered to offenders. If it is any consolation, other federal departments are facing similar or greater reductions. The situation is even worse among some of our provincial counterparts.

On a final note, one reader took strong exception to a sentence in my comments to the Senior Management Meeting reported in the August/September issue of *Let's Talk*. I had noted that:

Springhill Institution has economized on the use of clerical staff by having inmates putting out the routine stationary supplies for other inmates. This type of innovativeness also supports rehabilitation by giving inmates as much responsibility as they are capable of handling.

In case other readers have jumped to erroneous conclusions from this rather ambiguous wording, let me make it clear that:

- (i) I favour inmates handling prison operations as much as possible (stopping short, however, of security functions!); and
- (ii) I do not assume that all inmates are only capable of clerical or maintenance tasks – I have seen inmates do a wide variety of tasks, including effective handling of program delivery to other inmates.

All of us however, inside or outside prisons, have limited capacities (at least in the short run). As I discovered when I worked a shift at Collins Bay Institution, no one should entrust me with making reliable inmate counts. *

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Implementing the Federally Sentenced Women Task Force Report



ROUND-BREAKING" is a word that has often been used to describe the Federally Sentenced Women Initiative. And rightly so. As a result of the Task Force report, *Creating Choices*, CSC

is building four regional facilities for federally sentenced women — in Edmonton (Prairies), Kitchener (Ontario), Joliette (Quebec) and Truro (Atlantic) — as well as a Healing Lodge for Aboriginal women in Nekaneet/Maple Creek, Saskatchewan. (The Burnaby Correctional Centre will continue to accommodate women in the Pacific region under an exchange of services agreement signed in 1990.) These new facilities are breaking new ground on every front — from underlying philosophy to architectural design.

The Need for a Task Force . . .

The Task Force on Federally Sentenced Women was established in 1989 to resolve many longstanding problems — problems which stem in part from the fact that federally sentenced women differ significantly from fed-

erally sentenced men. Unlike men, the large majority of women are serving their first federal sentence and are not "career criminals." They usually come from disadvantaged backgrounds, with little education or training. Many of these women have a very high incidence of self-injurious behaviour and a history of physical and sexual abuse. Many are single parents. In other words, many federally sentenced women are "low risk" and "high need."

The fact that the numbers of federally sentenced women have always been small has also put them at a disadvantage. They haven't had access to the full range of programs and services available to men, either in institutions or in the community. The programs which *are* available have often been adapted from men's programs, rather than developed with women's needs in mind. What's more, with only one federal penitentiary for women in Canada, many federally sentenced women are geographically dislocated from their families, friends and communities. And because the Prison for Women is maximum security, most of its inmates are incarcerated at a higher level of security than necessary.

Aboriginal women under federal sentence experience even greater disadvantages. From childhood violence to cultural isolation, they have problems which require even more radical changes to their correctional setting in order to ensure successful reintegration into society.



From Task Force Report to Operational Plan . . .

After extensive research and consultations, the Task Force proposed many sweeping changes based on three fundamental recommendations:

- 1) replace the Prison for Women with smaller regional facilities;
- 2) create a Healing Lodge for Aboriginal women; and
- 3) expand community-based resources for women released from federal custody.

In September 1990, the federal government accepted all of the Task Force's proposals and the implementation process began. The National Implementation Committee, in collaboration with the Construction Policy and Services Division at NHQ, was responsible for preparing a comprehensive Operational Plan for the four regional facilities, which was finalized in 1992. In October 1993, CSC senior management approved the design, Operational Plan and Staff Training Plan for the Healing Lodge.

Underlying the Operational Plan is a philosophy based on a "wellness model" — one that is holistic, woman-centred, culturally sensitive, supportive of autonomy and self-esteem, community-oriented, and oriented toward release. As the guiding principle, the Task Force declares, "The Correctional Service of Canada, with

the support of the communities, has the responsibility to create the environment that empowers federally sentenced women to make meaningful and responsible choices in order that they may live with dignity and respect."

Architecturally, these concepts translate into innovative designs. Each facility will include residential-style houses for six to ten women, a central core building for administration and program activities, and an enhanced security unit. Provision is made to accommodate children, including on-site residency. The designs will also incorporate environmental factors, such as natural light, fresh air and privacy.

Since the focus of each facility is on dynamic support and intervention rather than security and control, security will be achieved mainly through high levels of interaction between inmates and staff. Consequently, staff training will emphasize counselling and interpersonal skills, as well as an understanding of cultural and women's issues. Programs and services will, as much as possible, be provided by the local community; all programs will reflect the needs of individual women.



The Healing Lodge, which has been developed independently by a Planning Circle, is significantly different from the other women's facilities. Its Operational Plan ensures that every facet of the Lodge will reflect Native traditions and spirituality and thereby promote healing. Staffed primarily by Aboriginal people, the facility will be under the direction of a Kikawināw and will depend on Elders and Medicine People to provide healing and teaching for both the women and the staff. The architectural design is also distinctive. The plan calls for:

- 1) a separate lodge for Elders, who will come from various Aboriginal communities and live in residence for a minimum of two weeks;
- 2) a cedar tipi for group ceremonies; and
- 3) two-person residential units for the women.

The 160-acre site will also offer the women access to nature — an essential component of Aboriginal healing.

Putting the Operational Plans into practice is a lengthy process, especially since there are no precedents on which to base the new facilities. Although none of the facilities have been built yet, a lot of developmental and design work has already been done, initially by the National Implementation Committee and now by the four wardens and the NHQ Federally Sentenced Women Program Section; and for the Healing Lodge, by the Planning Circle.

A committee composed of the four wardens, the Federally Sentenced Women Program Section at NHQ, the Warden of the Prison for Women and the Director of the Burnaby Correctional Centre was established in August, 1993 to replace the National Implementation Committee. The Kikawināw will join the Committee as soon as staffing for this position is complete. This group, known as the Federally Sentenced Women Committee, is working on a coordinated approach to staffing, program development and policy for the new facilities. Because the work of the Healing Lodge Planning Circle will be completed in the near future, a transitional "board of directors" will be established at the Healing Lodge to support the Kikawināw in implementing the Operational Plan.

What's happening at National Headquarters . . .

In August, 1993, the former Native and Female Offender Program Division was split into two — the Federally Sentenced Women Program Section and the Aboriginal Program Section. The former is staffed by Hilda Vanneste, Director, and Christine Cloutier, Senior Project Manager. Lisa Watson joined the Section from the Family Violence Initiative in January 1994. Its role is to collaborate with the wardens and the Healing Lodge Planning Circle to ensure national coherence among the women's facilities and to obtain input from requisite areas of expertise at NHQ, such as Personnel, Finance and Policy.

What's happening in Edmonton . . .

Since she was appointed Warden of the Edmonton facility last March, Jan Fox has been devoting most of her time and energy to choosing a site and meeting with the public. "It's been very gruelling," she says. "We've had in excess of 18 public meetings in six different areas of a very large city. I've been spending much of my time speaking to groups and meeting with members of the public in an effort to find the best possible site for this prison." The fact that Edmonton is by far the largest centre involved in this initiative has no doubt slowed down the site selection process. (Furthermore, the location of the Prairies facility, like the Quebec facility, was not announced until several months after the Ontario and Atlantic locations.) Ms. Fox was given 60 pieces of property to consider. With the help of a Site Review Committee made up of citizens from each ward of the city, that list was shortened to six and recently narrowed to one recommended site.

Trying to gain public acceptance has meant continued public education but, she says, "You also have to assess how much opposition there is and weigh that against how much support there is — and there is a lot of support throughout the city." In fact, she points out that the proposal for the facility was supported by over 700 agencies in Edmonton.

As part of the work of the Federally Sentenced Women Committee, Ms. Fox has been collaborating with Marie-Andrée Drouin, the Warden in Kitchener, and Linda McLaren, NHQ Manager of Program Development and Implementation, to develop a program model for all the facilities. (The other two wardens are working on the review of operational policies and Commissioner's Directives.) "At the same time," she says, "we're consulting with federally sentenced women, managing the ones in our region in whatever way we can." What's more, she has started consultation with NHQ on the architectural plans. "Some of us



had a little more difficulty choosing a site than others," she adds, "so we're at different stages in the process."

What's happening in Joliette . . .

Warden Lise Bouthillier's main focus so far has also been choosing a site and meeting with the public. Although a site has been selected, it has had to be re-zoned because it is located in a very residential area of Joliette. Ms. Bouthillier admits that there have been public concerns about the site and gives an example: "Because the property has a lot of trees on it, some people were afraid that we would cut most of them down. So we made a commitment to keep as many of them as possible." She has held two public information sessions to reassure the community and has promised to keep the neighbours informed at each stage of the process. "When our construction plans are definite, we will hold a meeting by personally inviting each one of the neighbours to attend."

By and large, however, Ms. Bouthillier has found the municipality very supportive of the facility. "There are four local newspapers and we've never seen a negative article about the project in any of them. People have raised questions, but not in a negative way." She hastens to add: "It's much easier to work in a context like that."

She has recently started meeting with community agencies that have experience working with female offenders — an endeavour which will expand as time goes on. Work has also begun on designing the facility. "The architects seem to have grasped the philosophy behind *Creating Choices*," she says. "So at this point in the process, it looks very encouraging."

What's happening in Kitchener . . .

The site for the Kitchener facility had already been chosen when Marie-Andrée Drouin became warden last spring. "My initial focus was to put a face to this initiative," she says. "So I made contact with the media and with the neighbourhood group that was — and still is — opposed to the project." Although these opponents are few in number, they are very organized. Ms. Drouin realizes there is a lot of misinformation that has to be dispelled. "It's very important to establish the difference between male and female offenders," she says, "to explain that women tend to be low-risk and high-need — which legitimizes our taking such a different approach for these new facilities."

Public speaking engagements take up a lot of her time. Both she and the Deputy Warden have been invited to speak at various universities, colleges and schools in the area, have held open houses for the public and now give at least two small-group presentations a week. Ms. Drouin also cultivates existing community support — which is considerable. Many people in the immediate neighbourhood have called to say that they support the initiative and would like to know how they can help.

Another major focus has been establishing a network of resources available in the Kitchener area. A workshop held in June drew over 100 service providers interested in working with federally sentenced women. "Since then, we've received numerous letters from people who want to be involved in some way."

Meanwhile, Ms. Drouin makes a point of meeting monthly with women incarcerated at the Prison for Women. "I firmly believe they should have some input and I also want to try to reduce their anxiety about the move." Since the change will be a dramatic one for many women, she is getting feedback from them about what programs might be helpful during the transition period.

Recently, the whole issue of selecting and training staff has been preoccupying the warden. Because the new facilities propose such "an unconventional way of doing business," she is doing as much research as she can on the subject. "The staff will have to have the right skills and attitude. It's not even a question of knowledge so much as a question of desire and commitment to work with women."

After about a year's work, the architectural drawings are finally complete and the tendering process for construction has begun. Excited by the progress that has been made — which is comparable to that of the Truro facility — Drouin concludes, "We're right at the leading edge here."



What's happening in Truro . . .

Thérèse LeBlanc was working on the Truro facility long before she was appointed warden. About a year ago, she was involved in holding public meetings on the proposed sites, in choosing the site, and getting the site re-zoned. There were some opponents to the project, but they were encouraged to voice their concerns. "As a result," says Ms. LeBlanc, "two important groups were formed — a Neighbours' Committee and a community agency group. In some ways, the opposition has had a silver lining!"

She meets regularly with the Neighbours' Committee, which includes people living near the site, and addresses any concerns they may have. She also meets with representatives of various community agencies. Attending these open meetings are about 75 people from a spectrum of relevant agencies, like women's groups, a community college, and religious institutions. "We're at the point now of breaking up into three sub-committees to deal with programs, education and spirituality." Public education continues to be a significant component of her job. "We speak to as many groups as we can, both in Truro and out of town, explaining to members of the public what we are trying to accomplish."

Although program development is only at an embryonic stage, a needs analysis has already been done on the women in the Atlantic region to determine what the programming priorities should be. Ms. LeBlanc is currently investigating what program resources are available in the community. But it is easier said than done. "In many cases, we can't rely on traditional programs. For example, where do you find substance abuse programs developed for women?" She is also putting together names for an Advisory Committee — "to keep us on track."

Ms. LeBlanc and her two project officers are developing a staffing plan as well. "We're doing things like finalizing the organizational charts and developing job descriptions — which are certainly not traditional job descriptions." With the design of the facility complete and construction imminent, one of the officers is also working on the commissioning component. "We have to make sure that when the construction is finished, all our contracts are in place — and that means snow removal, health care, furniture in the offices — all kinds of practical considerations. We're just not sure when that date will be."

What's happening at the Healing Lodge . . .

The planning and creation of the Healing Lodge is evolving through an unusual process. Not only is there no warden in charge, a unique group of people — the Planning Circle — has arrived at decisions on all issues through consensus. Created in March 1992, the Planning Circle includes representatives from Aboriginal women's organizations, the Nekanet Reserve, the town of Maple Creek and CSC, as well as several Elders. Sharon McIvor, a member of the Circle and of the Native Women's Association of Canada (CSC's major partner in the planning of the Healing Lodge), reports that so far everything is going according to plan.

After more than a year of collaboration between the Planning Circle and design consultants, the architectural drawings are finished and the land transfer is being negotiated. With such distinctive components as an Elders' lodge, a cedar tipi and a daycare, the Healing Lodge is essentially based on a circular design.

Even the facility's organizational structure is based on concentric circles. According to the Operational Plan, which was created by the Planning Circle, the Kikawinaw, who is soon to be appointed, is responsible for the overall direction of the programs, operational services and activities of the Healing Lodge. She reports to the Deputy Commissioner and also has a strong link with the Ke-kun-wem-kon-a-wuk — a circle of Aboriginals and Elders whose role is to protect the Healing Lodge's Aboriginal orientation.

Another major accomplishment of the Planning Circle has been creating a staff training package. "Staff will be trained for the Healing Lodge quite differently from the other facilities," says Ms. McIvor. "We began by taking the standard Correctional Training Plan and then tailored it to our needs." Although some components of this plan are necessary for any federal institution, such as information about parole or legislation, others are not: "For example, we completely eliminated weapons training and some of the security measures that weren't appropriate. And we put in other components that were, such as drug and alcohol abuse training which came from Aboriginal treatment facilities."

Ms. McIvor is very aware of the uniqueness of the Healing Lodge project. When she sat on the working group of the Task Force, she specifically asked the researchers to look for any similar facilities in the world. "They couldn't find anything that was remotely like what we wanted." She is also very aware of the risk CSC is taking. "I really commend Correctional Services for sticking their necks out in this initiative," she says. "It's something they never dreamed of before and yet they have been very supportive and have given us the freedom to make our vision a reality." ✨

by Louise Ellis, Contract Writer

Creating A Harassment Free Work Environment

THE CULTURE of an organization refers not only to the formal rules of an organization, but also to the everyday practices, attitudes and behaviours of the people who work in that organization. These everyday attitudes and behaviours often become so common, that they are no longer questioned and are viewed as normal. Harassment is one example of such ingrained behaviour – becoming so common that it is seldom recognized as unacceptable.

Both the Prairie and the Ontario regions have recently conducted studies on harassment. The Prairie region study, entitled, *It Goes With The Territory*, looked specifically at gender harassment. The study reviewed current policies and their impact on the work environment, as well as the methods available for handling complaints of harassment. The purpose of the study was to further understand the effects of harassment on CSC. Additionally, the study looked for support and commitment from staff to change



the culture, and made recommendations on how to do so. The Ontario study on the other hand, looked at all forms of harassment and discrimination in the workplace. The first part of this study consisted of voluntary surveys and interviews with women employees; the second phase of the study will provide input from male employees. Based on the findings of the first phase of this study, recommendations are made for addressing the problems raised. Recommendations will also be made after the second phase of the study is complete.

Prairie Report

To survey as many employees as possible, three task forces were established to visit as many sites within the Region as possible. Each task force consisted of three members (plus alternates). Correctional officers, case-management officers, parole officers and administrative staff were represented on the task forces. The study involved a review of CSC policies where the possibility of harassment might exist – recruitment and promotion, training and development, management responsibilities, employment equity and the handling of complaints. The study also looked at popular myths within CSC, the support systems available and the degree of awareness of gender differences.

Findings

The study found that sexual/gender harassment exists in all groups and levels within CSC – including the senior management level. The task forces also reported that gender harassment seems to be systemic and ongoing within the correctional officer and case-management

groups. Furthermore, a large number of male participants believed that women should not work in male institutions. In general, most men felt that the correctional environment was unsafe for women. They also felt that women would be unable to provide adequate back-up in a crisis situation.

The study also found that managers do not clearly understand their responsibility in creating a workplace free of harassment. For example, some managers believed that they were not obligated to react to an incident of harassment unless someone complained. The task forces reported that managers did not appear to understand that "teasing" or "good-natured fun" with sexual connotations is as unacceptable as outright sexual discrimination. Furthermore, most managers did not realize that the Service is liable should management be aware of harassment and not take action.

Considering that 50% of those surveyed do not believe that management is committed to eliminating harassment, the report suggests that management clearly demonstrate commitment to eliminating harassment before any other training opportunities are introduced.

The Prairie study also found that staff view the policy of employment equity as a "quota" system. Staff are not con-



tive in creating work environments free of harassment, rather than reacting to incidents of harassment.

Although the Prairie report leaves no doubt that gender/sexual harassment exists, it also found strong support for change. It is clear from this study that staff want to work in an environment where people have respect for one another. The report points out that this study has already raised staff awareness on the subject of harassment. As for management, their commitment to eliminating harassing behaviour was affirmed in a recent statement.

Ontario Study

The purpose of the Ontario region study was to determine the nature and extent of harassment and discrimination within the region. As mentioned earlier, the Ontario region study is being conducted

in two phases: the first phase looks at the harassment of women in various correctional settings, while the second phase (not yet complete) will address harassment from a male perspective. This article only addresses the first phase of the study.

Eighty percent (760 employees) of the female staff in the Ontario region participated in this study. Participation was voluntary and face-to-face interviews were conducted at work.

Training and Development

The task forces reported that the information contained in the Correctional Training Program (CTP) did not adequately prepare women to enter a male dominated working environment. Although a section on harassment exists in the CTP, and a course for managers and supervisors is offered throughout the Region, those interviewed felt that the information in the CTP needed updating. Gender awareness training was also strongly recommended for both men and women.

vinced that the Service is committed to employment equity. Additionally, the study found that managers are uncertain of the objectives of employment equity and feel that implementation of it is haphazard at best. The report points out that when a program such as employment equity is introduced without a specific action plan, a backlash against women and minority groups can result.

Changing the Culture of an Organization

The task forces presented a number of recommendations to help make the Service an organization with zero tolerance for harassment. High on the list of recommendations is that management must show a commitment to eliminating and preventing harassing behaviour. Also important is for managers to be proac-

Reported Incidents of Harassment

Incidents of harassment were reported among all occupational groups. Interestingly, a higher incidence of harassment was found at institutions with higher security levels. The study found, however, that a majority of incidents were not reported. Reasons given for not reporting incidents of harassment included concern for job security, fear of reprisal, and a feeling that management would not respond.

Of those employees who reported harassment, about 10% were of aboriginal or ethnic backgrounds, or persons with disabilities. Male superiors and peers were most often cited as the harassers. However, female superiors and peers were responsible for 32% of the incidents reported. The types of harassing behaviour cited most frequently included derogatory remarks, innuendoes, intimidation and abuse of authority.

The study found that most complaints of harassment were made orally, usually to a supervisor or management representative. In most cases, respondents reported that their complaints were not handled through standard redress procedures. In fact, most could only speculate as to how their complaint had been dealt with.

During the course of the study, employees were asked if they felt their work environment was free of harassment. They were also asked if they were aware of CSC's policy on harassment (Commissioner's Directive 255). Although a majority of employees were aware of the harassment policy, most felt that their workplace was not free of harassment.

Interestingly, compared to opinions expressed by employees from other groups (case-management, nursing, clerical/sec-retarial), participants from the correctional officer group felt that harassment was more commonplace in their work environment.

Moving Toward a Zero-Tolerance Culture

Based on the findings of the first phase of the Ontario region study, the report identifies a number of steps that need to be taken if CSC is going to achieve a zero-tolerance culture. CSC's harassment policy must be revised to include specific steps that can be taken if someone feels that they have been harassed. The harassment policy must also make clear management's role in not only reacting to harassment, but also in preventing harassment.

The report also recommends gender-awareness training for all employees. Finally, the report makes it clear that harassment will not be eliminated without staff support. By attending sensitivity awareness seminars and training initiatives, staff can learn how to demonstrate zero-tolerance of harassment. Staff must also make the union and management aware of any situations or policies that may interfere with one's productivity or self-esteem.

In the last issue of *Let's Talk* (December/January), Commissioner John Edwards, and Lynn Ray, President of the Union of Solicitor General Employees (USGE), jointly stated their commitment

to preventing and eliminating harassment from all areas of the Service. The Commissioner has made it very clear that the Service will not tolerate harassment at work. He has also made it clear that CSC management will take disciplinary measures against harassers.

The findings of the two reports discussed in this article give CSC a good idea of the changes that need to be made to eliminate harassment. In fact, CSC has already acted on some of the key recommendations made in the two reports. Some of these include:

- that union and management work together on the issue of harassment in the workplace;
- that anti-harassment training be mandatory for all staff;
- that complaints of harassment be dealt with quickly and confidentially with appropriate actions taken against the harasser; and
- that the policy of employment equity has clear objectives and an action plan to meet those objectives.

Both management and CSC employees must work together to change its culture. It is clear from the two reports discussed that staff want to be treated with respect. The desired changes will come if both staff and management treat the issue of harassment with the seriousness it deserves. *

by Ray Raymond, NHQ Staff

Control

From the Ground Up

Self-Assessment Workshops

T*he auditors are coming!" Now there's a cry that can clear a room. While it is true that audits are not always popular, they are nevertheless an essential part of good management. Organizations rely on internal audits to help answer such questions as: Is a certain function or program achieving its goals? Is a certain program working efficiently? Are there better ways of doing the job?*

At CSC, these assessments are conducted by auditors of the Corporate Review Sector – who check to ensure that the steps needed to make things happen (known as controls) are in place and are being followed.

The formal audit is the traditional approach to assessing controls, but there's a new way now being explored by some forward-looking organizations, including CSC. The method is called *Control Self-Assessment* (CSA), and it is based on a "ground-up" rather than a "top-down" approach. More specifically, this means that the people most directly involved in operations – the employees themselves – assess their contributions to achieving specific objectives.

Through intensive workshops, usually one or two days long, groups of employees analyze the work they do and how to improve it. The method, pioneered by Gulf Canada, is viewed by many as a way of not only improving an organization's performance, but also of boosting morale and promoting teamwork.

"Both the traditional and the new approach of conducting audits have strengths and limitations," explains Audit Manager Lucien Gosselin. He continues by saying that, "A combined use of the two techniques may be the best way for an organization such as CSC to test and fine tune its operations." A CSC pilot project conducted in 1992 at Collins Bay Institution showed that this technique of Control Self-Assessment could indeed be adapted to the correctional environment. CSC is now planning a series of pilot programs at a number of institutions to assess the implementation of CSC's Green Plan.

How does it work?

Control Self-Assessment brings together groups of eight to 12 employees involved in a certain function to discuss the procedures they use in their day-to-day work. The group does its brain-storming under the guidance of facilitators. In most organizations using Control Self-Assessment workshops, the facilitators are auditors, skilled in keeping discussions on track because of their

training in the CSA approach and their thorough knowledge of assessments and controls.

Before the workshop begins, the facilitators do their "homework." They familiarize themselves with the function under discussion, summarize its core objectives and review these with management. The workshop participants only start their detailed self-assessment after agreeing on the overall goals they are trying to achieve. Next, participants analyze the means of achievement, identifying both strengths and weaknesses – methods that work well and those that are simply barriers to their goals. At the end of the workshop, participants produce a report for management on their findings and make suggestions, much as a conventional audit would do.

There are a number of significant differences, however, between Control Self-Assessment and a traditional audit. The latter method tends to focus on formal controls: budgets, expenditures, use of procedures, authorizations and so on.

However, the success of an organization depends in large part on informal controls. These include: communication between people, commitment to the values of the organization, enthusiasm and cooperation. Such matters involve people's feelings and perceptions and are difficult to evaluate through traditional methods. Herein lies the potential value of a self-assessment workshop which allows participants to talk about day-to-day experiences and perceptions.

Let's take a hypothetical situation – a literacy program at Institution X. A formal internal audit could determine whether the program is in line with CSC's overall educational objectives, whether it has achieved target enrolments, whether students are receiving the requisite hours of instruction, whether the program is within budget, and so on. All of this is valuable data, important to gaining an overview of the situation. The success of the program, however, relies on many intangible issues. Are correctional officers involved in promoting literacy? Is the institution as a whole convinced about the value of inmate literacy? Are there ways that literacy training could be incorporated into non-classroom activities?

These are questions that cannot be answered with a simple yes or no, and are best tackled through a creative exchange of ideas in a workshop setting.

The Control Self-Assessment process requires that participants speak openly and frankly about problems, rather than saying what they think management wants to hear. Therefore, facilitators focus on creating an atmosphere of trust. All statements made in

the workshop are confidential, and the final report is presented as the voice of the group rather than that of individuals.

"It's their (participants) findings," emphasizes Gosselin. "The facilitators help them put their ideas down on paper, but the ideas are their own and are based on people's day-to-day experiences."

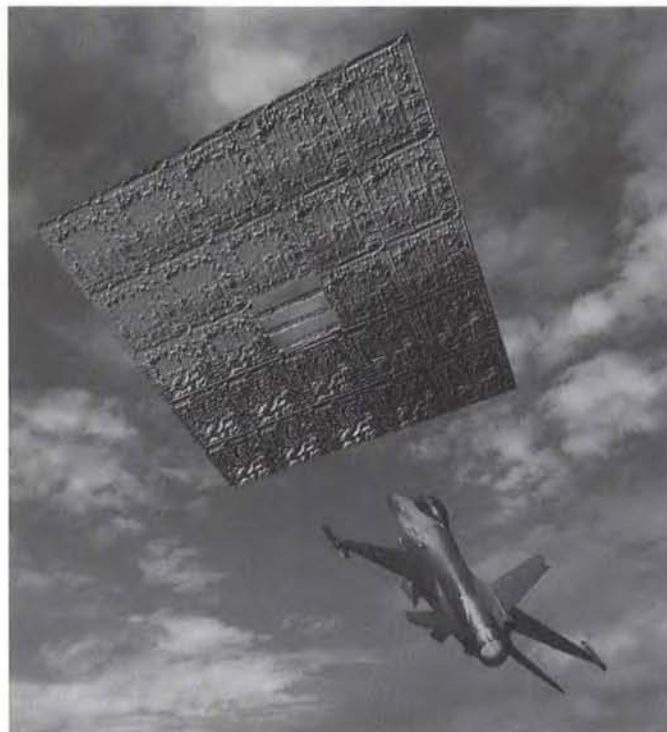
Benefits

The self-assessment workshop gives management valuable feedback on operations from the grassroots of the organization. It also reflects the goals of the organization and fosters support

for these goals by empowering employees, giving them a voice and a role in implementing controls rather than dictating them from the top down. The process also benefits participants in a number of ways. Self-assessment workshops allow participants to identify problems, contribute their own ideas for solutions, strengthen their commitment to their work and one another, and create an action plan for tackling issues.

Control Self-Assessment is still in the exploratory stage at CSC. The hope is that the workshop reports will provide management with relevant information regarding their own operations, and will assist auditors in better focusing future audits on key areas of concern. However, it is too early yet to predict results. ★

by **Gabriella Goliger**, Contract Writer



Key Roles to be Played by

Prisoners' Sunday takes place once a year – on the third Sunday in November. This day is set aside for the community to remember both those who have been affected by crime, as well as those in prison. This day gives community members an opportunity to consider that everyone deserves a second chance.

What follows is condensed from a speech given by Tom Epp, Assistant Deputy Commissioner (Ontario), on Prisoners' Sunday. He was addressing the parishioners of St. Thomas Anglican Church.

The city of Kingston is home to the largest concentration of correctional facilities in the world. In fact, Kingston has enjoyed the notoriety of being a prison town for over 160 years. Hundreds of millions of dollars have bolstered the local economy, with corrections ranking as the third largest local employer. And yet, most residents in this, the prison capital of Canada, are ignorant of the problems which confront both prisoner and correctional worker as they "do time" together.

As a society, we have yet to come to a complete understanding of all the factors which lead certain individuals to commit crime. And although the types of crime committed range from the irritating to the horrific, criminals are lumped together, condemned as a group, regardless of the type of crime committed.

Making the problem worse is the growing perception by the public that all crimes are increasing (although statistics show that the vast majority of Canadians have not been victims of crime). This misconception is further hardening society's attitudes towards criminals. Canadians are becoming increasingly intolerant of mistakes made by correctional workers which result in further crimes being committed by offenders in the community.

In light of these circumstances, it is not surprising that understanding the causes of criminal behaviour and reconciling the offender to, and with the community, are giving way to feelings of outrage and vengeance.

What, then, should a caring community do to help those affected by crime – the victims of crime, the offenders' families, those who work with offenders and the offenders themselves?

1. Invest quality time and research to determine the causes of crime and its impact on the community.

We have failed to create safer communities because we have failed to respond to the precursors of crime. We read the reports on poverty, unemployment, domestic violence, substance abuse, mental illness and illiteracy but we don't do anything about them because we consider them to be someone else's problems.

Despite spending \$7.7 billion on the criminal justice system in 1990, we are no closer to finding the solution to fighting crime. Compared to the \$7.7 billion spent on the criminal justice system, a very small amount is spent on fighting the causes which are known to contribute to crime (poverty, illiteracy, etc.).

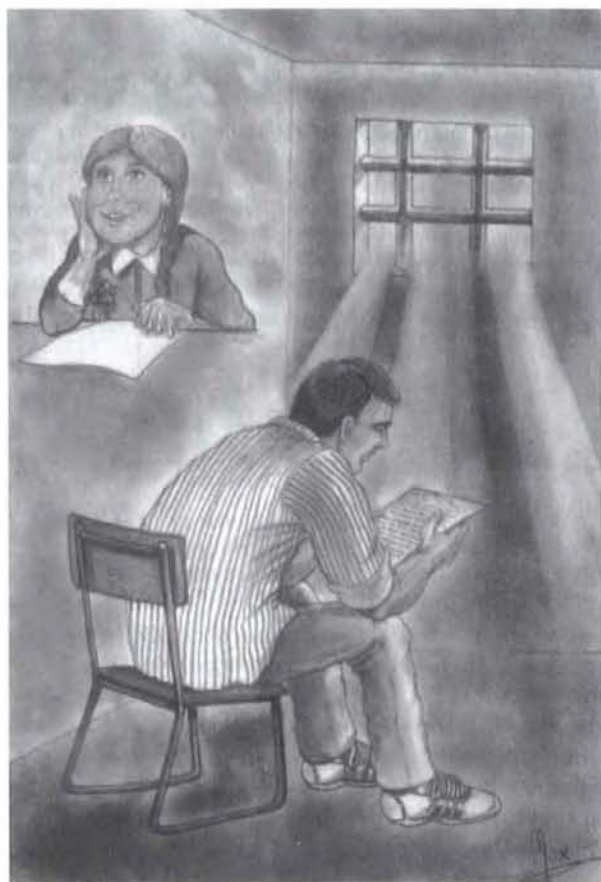
We need to find out more about what brings diverse Canadians to prison. Without this knowledge, money will continue to be spent at the wrong end of the crime cycle. Without this knowledge, Canadians will continue to lump all offenders in the same pile.

2. Educate the public about the criminal justice system.

Canadians have one of the most complicated criminal justice systems in the world. The federal government has jurisdiction for offenders sentenced to two years or more, while those with shorter sentences are the responsibility of the provinces (eleven correctional jurisdictions). We have municipal, provincial and federal police forces. It is not surprising then, that the co-ordination of all these players in the protection of society and the reintegration of offenders is a complicated process.

The system, however, is working much better than perceived. There are many incredible success stories of offenders who return to the community as law-abiding citizens. Your task is to destroy the myths that surround the police and the prisons and to learn how these institutions work. Remember that we, through our elected

a Caring Community



representatives, set these institutions in place. If they no longer reflect our values, we have both the power and the obligation to reform them. Our reasons for change however, must be based on informed reason rather than uninformed emotion.

3. Take steps to become constructively involved with those people affected by crime.

Even with a knowledge and understanding of the system, you can't respond to all of the issues along the crime-punishment-reintegration continuum. Many of you are already ministering to the spiritual needs of offenders in area institutions. This type of care lets offenders know that they are not alone, that there is hope and that someone cares. This contact can also

help prepare the offender for successful re-entry into the community.

But as important as your work with offenders is, others who have been affected by crime also deserve and need your love, compassion and understanding. The families of those locked-up are often in a state of poverty. Many offenders come from dysfunctional families. Research reveals that without our involvement in their lives, many victims of abuse will become abusers later in life. This cycle of violence will continue unless we interfere at various levels: through our schools and churches, through the political process and through individual acts of kindness.

Victims of crime and their families deserve our special attention. Many of these people have endured unspeakable acts of violence, or have experienced the tragic death of a loved one.

Those who police our neighbourhoods deserve our support, as do those who work with offenders. They perform a stressful and dangerous job yet they are often targeted as a collection of racist, lawless brutes. Few peace officers meet these characteristics, yet they attract the most attention. We need to speak-up in support of the vast majority of professional peace officers as they perform their difficult and increasingly politicized roles.

4. Speak-up on issues of social justice and crime prevention.

I firmly believe that instead of preoccupying ourselves solely with the condition of those in prison, we should devote more thought and energy in tackling the larger

issue of crime prevention. Although there will always be some offenders who will never be released from prison, the majority of offenders will return to the community. To help these offenders remain crime-free, we have to provide them with an opportunity to be productive and accepted members of our communities. We have an even greater obligation to help remove the economic, social and educational barriers which create inequalities in our society. In effect, we have to rethink our strategy for reducing the tensions in society which lead some to consider crime as the only option.

Finally, there will always be those who will lobby for tougher and longer sentences. It is our duty to ensure that decisions are based on researched facts and not on emotional reactions.

5. Open your hearts.

It is always easy to turn your back on those who have transgressed. We must accept the fact that crime will occur and that most offenders will eventually return to their neighbourhoods. We must also realize that offenders who have served their time, have paid their debt to society. It is at this point that a caring community must try to understand and forgive. Such action is not without its risks. Faith has to come into play as a buffer for the uncertainty of risk – not blind faith, but informed faith. ✱

Fighting Stress -

A Full-Time Job

ROBERT has not been the same for a week now. He is easily irritated and his mood is constantly changing. The reason is simple: he is in danger of losing his job. This situation is making him very nervous, and consuming him to the point where he is having trouble sleeping at night. He is working twice as fast in his job to accomplish as many tasks as possible and improve his productivity. He has sunk into isolation and almost never sees his colleagues any more.

Carole is a research officer with CSC, and a full-time mother. Outside office hours, she must see to the needs of her two children and take care of the house. Yesterday, Carole went to the doctor because she has a cold – her third one in five months. He told her that her immune system is very weak, probably as a result of the constant stress she is under. In fact, when he asked her to do a relaxation exercise, she was totally incapable of loosening up.

Cases like those of Robert and Carole may not be new to you. Even though people talk about stress all the time, the number of victims of this twentieth-century affliction continues to grow. The economic uncertainty in which we live contributes an enormous amount of additional pressure to our daily lives. Some people get caught up in a work pace that is too fast for them. They become physically and psychologi-

cally exhausted, and eventually burnout, become depressed or even suffer a heart attack.

Some stress is normal; too much stress, however, is dangerous. Stress is your body's way of responding to a dangerous situation or a positive or negative emotion. It is the tension you feel when you experience a new, exciting, unpleasant or threatening situation. Stress gives you added strength when facing danger. It is also stress that helps a musician to perform in public, allows managers to devote extra energy to urgent work and helps paramedics, for example, respond quickly and effectively in emergency situations.

In times of stress, your heart beats faster, your blood pressure rises, the level of cortisone and adrenalin in your blood system increases, and your muscle tone is enhanced. In short, your body shields itself by ensuring that all its systems are at their maximum performance level.

Chronic stress (also referred to simply as stress) occurs when people try to maintain their emotional or physical systems at

a high level over a long period of time. They do not give their body a chance to recuperate, relax or rid itself of its chemical substances.

Symptoms and Illnesses

Some common physical symptoms of stress include cold hands or feet, tensed-up muscles, weight fluctuations, lack of energy and headaches. Psychologically, stress is manifested in particular by confusion, errors in judgment, memory losses, anxiety, depression, over-sensitivity, irritability, increased alcohol and drug consumption, mood swings, changes in sleeping and eating patterns and changes in one's sex life.

In some cases, people have been under stress for so long that they forget what life is like without it. They attribute the initial symptoms to another cause, such as temporary fatigue. In Carole's case, it would have been very difficult for her to link her frequent colds to a problem of stress that she simply did not see. Of course, some of the symptoms she had may be due to other problems, which is why it is important to see a doctor if symptoms persist.

Stress can cause many serious health problems: back pain, insomnia, gastro-intestinal problems, high blood pressure, burnout, depression, and cardiovascular or cerebrovascular episodes. It also sometimes leads to eczema, arthritis, allergies and diabetes. Some researchers even believe it is a cause

of cancer. In addition, irritability due to stress increases the risk of accidents.

Chronic stress has a serious effect on people's social lives, by affecting interpersonal relationships. It can also lead to alcoholism and drug abuse.

Causes of Stress

There is an inherent link between people's personalities and the causes of stress. In a given situation, each person will react according to their nature, past experiences and so on. Some people will overcome difficulties by staying in control, while others will fall to pieces.

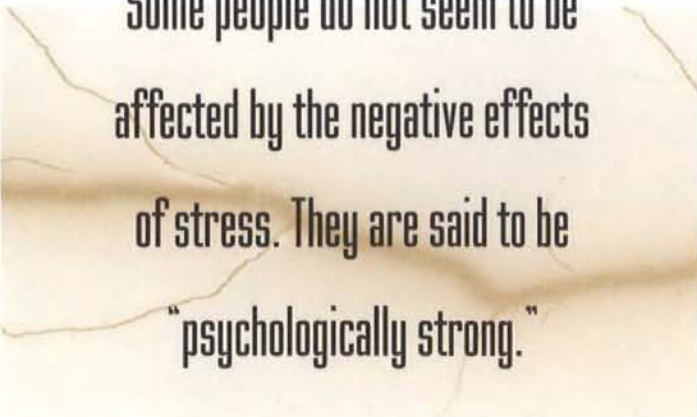
People can become "stressed out" for an endless number of reasons. In Robert's case, insecurity was a major factor, as he had to face the unknown. Work-related sources of stress include:

- too much or no work;
- lack of self-confidence, fear;
- too-tight deadlines;
- conflicts with superiors or colleagues;
- poor working conditions;
- lack of communication;
- being incompetent or overcompetent for the position occupied; and
- work that seems to have no real meaning or purpose.

In our personal lives, divorce, separation, death, financial problems, or even a marriage or financial success can increase our stress level. Similarly, noise, confined spaces and lack of comfort in our environment do little to improve our lifestyle.

Managing Stress: Attitudes and Habits

Reducing stress necessarily involves change. In order to live better with less stress, we have to change the way we perceive others, our work and difficult situations. This involves taking a step back and stopping to analyze our emotions. We



Some people do not seem to be
affected by the negative effects
of stress. They are said to be
"psychologically strong."

must also change the way we perceive ourselves. In Robert's case, he must learn to detach himself from his job and relax, or else his personal life will suffer. We must also realize that stress management is not an activity that will change our lives overnight. It is a philosophy of living that we must work at every day.

To control stress better, we must learn to deal with events. We must identify the stressful factors in our lives and determine the extent to which we can control or handle stress

so that we do not exceed this limit. We must also find ways to improve our work, and develop and maintain a network of contacts and friends. Time organization is very important. Make a daily list of tasks. For example, decide in the morning which task you want to do the least and do that one first. You will then be relieved and more relaxed the rest of the day. Continue to develop your skills, so that you always have confidence in your work.

Set yourself objectives so that you are working toward a goal, and you will get more out of the effort you put in. You will also have a feeling of accomplishment, recognition and personal growth.

Above all, do not let work invade your whole life. Take advantage of weekends and holidays to forget your work concerns. Know how to delegate. Do not be too much of a perfectionist.

Below are two very simple but effective techniques for reducing stress. You can practise them whenever and wherever you want.

■ Deep or conscious breathing

- Sit comfortably and relax;
- Breathe deeply through the nose, allowing first your abdomen and then your chest to expand;
- Hold your breath for approximately five seconds;
- Exhale slowly through the nose, drawing in your chest, which will allow your lungs to empty;
- Repeat the exercise until your breathing becomes calm and regular. Concentrate on each breath. The first few times, you may feel dizzy (hyperventilated) because your body is not used to this kind of oxygenation. This will disappear after some repetitions.

■ Meditation

The purpose of meditation is to free your mind from its normal busy activity. There are several different techniques that can be used. Some use a word as a focal point (a mantra), others suggest you focus on a colour, your breathing, an abstract concept or an object. Sit quietly with your eyes closed and relax all your muscles from head to toe. Become aware of your breathing. Breathe silently. Repeat the word you have chosen, or focus on the colour you have chosen. In and out ... Just let distracting thoughts pass through your mind. Continue doing this for 15 to 20 minutes. *

Source: *Managing Stress for Managers*,
Transport Canada

In the United States, the number of compensation claims for illness or work injuries caused by stress rose from 5% to 15% of all work-related illnesses in ten years (1980 to 1990). In all, stress costs Americans \$200 billion a year.

How to Reduce Stress

■ Physical Exercise

Reactions due to stress are reduced after a long-term exercise program. Research has found that adults who exercise regularly are less nervous and more relaxed, stable and sure of themselves. Exercise relieves frustration, improves concentration and releases aggression, in addition to helping in weight control. The type of physical exercise you do depends on your health and personal taste.

■ Relaxation

There are many ways to relax. Among them are deep relaxation methods (such as meditation, hypnosis and T'ai Chi). There are also more universal methods, such as taking breaks during work, going for a walk, thinking about moments you are looking forward to, chatting a little with others, massaging your forehead or the nape of your neck, stretching, or doing something else for a while.

Of course, the best type of relaxation is a good night's sleep. When you have slept well, you have much more energy and drive to face problems that come up during the day.

■ Healthy Eating

Watch your intake of fat, sugar and salt and avoid caffeine. A good cup of coffee in the morning can be nice; it is the fourteen others that some people drink in the same day that are harmful. Coffee may seem to stimulate you but it only makes you more irritable.

■ Hobbies

If your daily activities can be summed up by "go to work, go home and go to sleep," it's time to get out a little. Find yourself a hobby – music, painting, cooking, gardening, dance, theatre, pottery, carpentry or mechanics. If you prefer sports, do those! You might also want to volunteer your time to your community.

■ Avoid False Remedies

Alcohol gives you a false sense of relaxation. Tobacco speeds up your heart rate and raises your blood pressure. Tranquilizers can be easily replaced by a few minutes of deep breathing or by physical exercise.

■ Socialize

Talk about your problems; confide in someone. Share your concerns with a person you know can offer comfort. Express your opinions. Keeping everything inside leads to frustration and isolation – a sure path to stress. Seek companionship in people who you get along with well and who will help your morale.

■ Positive Thinking

The world is grey enough as it is. There is no point adding to it. Try to see your life from a positive angle. And smile!

Employees who manage their stress well are healthier, more efficient in their work and absent less often due to sickness. On a personal level, they are more successful in their relations with their family and friends. By managing your stress, your health can only improve. You will be calmer, at peace with yourself, and feel you have things under control. *

by **Stéphane Ruel** and **Steve Bergeron**,
Communications Branch Co-op students

NATIONAL CITIZENS' ADVISORY COMMITTEE CONFERENCE ADOPTS MISSION

Communication and Consultation—*Keys to Our Success* was the theme of the Citizens' Advisory Committee (CAC) Conference, which took place on October 16-18, 1993, in Quebec City. This national conference takes place every two years.

Representatives of the more than 500 CAC members that are part of the 50 Citizens' Advisory Committees from across the country, met to adopt their new Mission, which states that:

Citizens' Advisory Committees, through voluntary participation in the Canadian federal correctional process, contribute to the protection of society by actively interacting with staff of the Correctional Service of Canada, the public and offenders, providing impartial advice and recommendations, thereby contributing to the quality of the correctional process.

The Conference also gave participants an opportunity to talk about some of the dif-

ferent and innovative projects initiated by local CACs. For example, Walter Brown, a CAC and executive member from the Atlantic region, described how inmates from the maximum security institution in Renous, New Brunswick are raising salmon fish fry and releasing them into the Miramichi River. The inmates are trying to curb the depletion of the famous Atlantic salmon found in the Miramichi.

Participants also heard how, at the Burnaby Centre for Women, the Citizens' Advisory Committee was instrumental in getting citizens' escorts to allow inmates to interact with the community.

Audrey Howard, a member of the Collins Bay CAC, described their involvement in organizing the multicultural festival for inmates in the Kingston area, while Michel Houde, who heads the Cowansville CAC, described their approach to better communication between the institution and the community.

Commissioner Edwards, who participated in this session where members traded "success stories," was impressed by both the innovative projects initiated by the CACs and by the commitment and support shown by CAC volunteers. The Commissioner voiced his support for the CAC Mission document, and stated that CACs are "an important bridge between CSC and the community."

Citizens' Advisory Committees: What Are They All About?

Citizens' Advisory Committees consist of members of the community who volunteer their time and effort to help protect society by interacting with staff of the Correctional Service of Canada, the public and offenders. They observe the correctional system at work, and provide impartial advice on how to make it better.

CACs have existed on an informal basis since the early 1960s, when citizen participation committees were established at individual federal institutions to deal with specific problems. In 1967, Warden William Chitty of Beaver Creek Correctional Camp, organized a very active CAC to improve the acceptance of his institution in an "unsympathetic" community, and to assist in finding meaningful offender employment placements in the area. Other early CAC groups were also established at Saskatchewan Penitentiary and at Matsqui Institution in British Columbia.

CACs were formalized in 1977, when the *Parliamentary Sub-Committee on the Penitentiary System* (MacGuigan Report) established their mandate: "... to assist in the overall development of Canada's Federal



Les Shand, Acting Director of Creative Services (left), and Joe Price, Director General of Communications, answer questions during the Public Participation and Consultation workshop.

Penitentiary Service (now the Correctional Service of Canada).

The Sub-Committee, established after several serious prison disturbances, recognized a need for the involvement of citizens and community representatives in the correctional process. The Sub-Committee report also recommended that CACs be established in all penal institutions. The report noted that correctional agencies had traditionally operated in isolation and that the general public had never been well-informed about corrections or the criminal justice system. CACs then, were to help gain the support of the community by educating and informing the public about the penitentiary system: "CACs can provide a real service to the Canadian Penitentiary System (now the Correctional Service of Canada) in terms of informing the public about the realities of prison life and informing the Service itself as to its shortcomings. They are to assist in planning programs both inside and outside the penitentiary, and to consult with staff and offender committees to determine the extent and nature of activities needed."



Bill Chitty talks about establishing the first CAC at Beaver Creek Correctional Camp in 1967.

CAC Membership

Members of CACs are recommended by the Director, warden or parole representative of the Correctional Service of Canada and are appointed by the Regional Deputy Commissioner for a period of two years or more. Citizens' Advisory Committees also try to be representative of the community they are serving by including representatives from various cultural, ethnic and religious backgrounds.

It should be noted that under the regulations of the *Corrections and Conditional*

Release Act, CSC employees (including those under contract) and offenders, can not be considered as CAC members. Retired employees, however, can become CAC members.

CAC Activities

CAC members participate in a number of various activities. Some members walk the ranges, talking with inmates and staff. Many members are involved in inmate literacy programs, while others act as observers during disturbances or emergency situations at institutions. CAC members meet regularly with CSC managers, staff and offenders; provide advice on community issues; meet with community members to inform and receive feedback on correctional issues; and assist in the development of community resources for institutional pre-release or post-release programs (i.e., by researching employment opportunities). *

CAC Values

- ▲ The belief that the protection of society must be the paramount consideration in the correctional process.
- ▲ Respect for the dignity of individuals, the rights of all members of society, and the potential for human growth and development.
- ▲ All citizens have the right to become informed participants in the correctional process, contributing to the quality of the process and the decisions made.
- ▲ The belief that offenders have the potential to live as law-abiding citizens.
- ▲ The belief that the community has a responsibility to facilitate the reintegration of the offender into society.
- ▲ The effective operation of all CACs throughout Canada is essential in managing CSC with openness and integrity.

CAC Goals

- ▲ To promote public knowledge and understanding of corrections through communication among offenders, CSC staff and the public.
- ▲ To contribute to the overall development of correctional facilities and programs.
- ▲ To foster public participation in the correctional process.
- ▲ To participate in developing community resources designed to support correctional programs.
- ▲ To act as independent observers. *



CSC to conduct staff survey



I BELIEVE that knowing and understanding the views of staff about their work environment is necessary for an organization to be well-managed. At the Executive Committee (EXCOM) meeting in September 1993, we decided that the Service should conduct a questionnaire-based survey of all CSC staff to determine some of these views. The survey will take place in March 1994, and will try to determine staff attitudes and perceptions on such issues as: the quality of work life, effectiveness of offender programs, career management, unit management, information technology, staff safety and health. We are also committed to responding to the issues and problems identified through the survey results. We are planning to conduct the staff survey every two years.

The content of the survey was developed with the input of many people. The Human Resources Committee (which includes representatives from the USGE and PIP-SC), chaired by the Deputy Commissioner of the Ontario region, also provided input for the development of the staff survey content.

Other organizations have shown staff surveys of this nature to be beneficial to both staff and management because the views of employees in all areas and at all levels are clearly revealed. These organizations have also shown that two factors are crucial to the success and usefulness of staff surveys: a high response rate by staff, and strong commitment by management to address the problems and issues raised in the staff survey.

The following measures will be taken to encourage employee participation in the survey:

- The views expressed by employees and the actions to be taken by managers in response to these views will be widely published within CSC.
- I have asked that all managers make arrangements for their staff to be able to complete the questionnaire during their normal working hours.
- To ensure the anonymity of those who participate in the survey, and the confidentiality of the information they provide, the questionnaire will not ask CSC employees to identify themselves. Rather, employees will be asked where they work, what type of work they perform, gender, and so on.
- Also to ensure confidentiality, employees' completed questionnaires will be returned to an independent organization that will administer the survey and analyze the results. Furthermore, no individual survey report will be made on working units where there are fewer than five employees. For example, an employee may work within the CORCAN organization at Institution "X." If there are fewer than five employees within this unit, then no survey report will be made on that specific working unit. However, their opinions will be included in the overall results (i.e., at the institutional, regional and national levels).

I have asked all site managers to nominate staff members to serve as survey coordinators. Their jobs will be to distribute the questionnaires, and report to site managers and staff on questionnaire return rates. Managers may also ask their sur-

vey coordinators to participate in working groups set up to address the problems and issues identified in the survey.

The national, regional and local survey results will be made available by mid-May. EXCOM will review these results and decide on what follow-up measures or strategies will be taken to respond to significant problems or issues which may be identified. These measures and strategies, including local initiatives, will then be communicated to CSC employees. The status of longer term initiatives will be communicated to employees on a regular basis.

Some might argue that this is a bad time to be conducting a survey, considering that the responses, particularly those of staff at NHQ and RHQs, may be influenced by the uncertainties associated with the current reorganization. However, organizations are always undergoing changes of various kinds. It is better to have regular surveys and then interpret the results, rather than waiting for some "normal" period to occur.

We all have an important part to play in making CSC's first all-staff survey a valuable exercise. CSC has worked closely with the Unions on the development of the staff survey. Managers at all levels are expected to promote the survey and act on the survey results. Employees should recognize the importance of participating in the survey. Only through a high employee response rate can the survey results be considered valid. ★

Double Bunking



FOR A LONG TIME, DOUBLE BUNKING IN CSC INSTITUTIONS HAS BEEN REGARDED AS A TEMPORARY ABERRATION.

It has become increasingly evident, however, that double bunking is a growing reality that is unlikely to disappear over the next decade.

As such, the challenge for CSC is to acknowledge its existence and to manage it as well as possible. While the fact of double bunking is regrettable, there is also little favour for embarking on a massive building program of new facilities along the pattern of the United States; in any case, the budgetary situation in government would not permit this.

For a day and a half in mid-January, a focus group chaired by the Commissioner met to discuss what should be done about double bunking. Involved were regional managers, staff from NHQ, CSC legal counsel, Treasury Board and Auditor General officers, representatives from the USGE, the Solicitor General's Secretariat and the Correctional Investigator's office.

It was apparent from the meeting that a discussion of this issue was long overdue. Many ideas and views were discussed, resulting in the following strategy. (The name of the person responsible for each part of the strategy is provided so that readers may share their views.)

Over the next three months...

- Complete and widely circulate the report of the focus group (Wayne Scissons);
- Prepare a short statement on CSC's general position on double bunking (Wayne Scissons);
- Review construction plans for projects underway to ensure that flexibility is built into the plans (Gerry Hooper);

- Document the factors that have caused inmate numbers to rise by about 8% over the last year – admissions, releases, waiver rates, concordance rates, paperwork backlogs, requirements for work releases, timing of programming vis-à-vis release date, adequacy of facilities and programming at the community level (Wayne Scissons);
- Review the factors that discourage inmates from accepting transfers to institutions classified at lower security levels despite being judged ready for such moves (Al Stevenson);
- Assess what can be done to increase privacy in double bunked cells (Gerry Hooper).

Over the next six months...

A task force is being set up to:

- establish policy guidelines on double bunking regarding:
 - security level and size of institution
 - method of selection
 - duration of stay
 - number of hours in the cell
 - discipline regarding contraband
 - CSC's responsibility for loss or damage to personal belongings;
- explore the staff implications of double bunking and how those would be affected by implementation of the guidelines; and
- develop an evaluation framework so that our experience in double bunking can be regularly assessed.

The task force will be small, but will include representation from maximum, medium and minimum security institutions, from USGE or front-line correctional officers, and from NHQ's functional areas. An announcement on the composition and leadership of this task force will be made very soon. *



In Brief

Let's Talk is pleased to introduce a new addition to our publication. The Research and Statistics – In Brief section, prepared by the Research and Statistics Branch, will appear regularly in Let's Talk. This section is designed to make our readers aware of CSC's research activities. For more details, readers can contact the Research and Statistics Branch at: (613) 995-3975; or by facsimile: (613) 941-8477.

Forum on Corrections Research

The January issue of FORUM focuses on women in prison. This issue provides a history of this subject as well as current developments in the field, assessment research and programming. Essentially, this issue of FORUM examines what we actually know about women in prison, not only from a correctional perspective, but also from the perspective of the inmates.

NEW INITIATIVES

Corrections and Conditional Release Act (CCRA): Victim Survey

The National Parole Board is working with the Research and Statistics Branch on a study of victims who have asked for information on offenders under federal jurisdiction. (Requests of this nature are possible under the CCRA.)

Impact of Education Programs on Reintegration

A study is currently being developed to measure the effects of the Adult Basic Education (ABE) program, secondary and post-secondary education on offender reintegration.

Crimes Committed by Offenders on Conditional Release

The Research and Statistics Branch, in cooperation with the Central District Parole Office in Ontario, is conducting a study on federal offenders who commit robbery while on conditional release.

RECENT PUBLICATIONS

Survival Time Until Suspension for Sex Offenders on Conditional Release

(L. Motiuk and S. Brown)

The suspension of sex offenders on conditional release is an important measure of how well they adjust to the community. While the reasons for suspending an offender can be varied, a warrant is most often issued because there are strong indicators that the offender is about to re-offend. This research examines the use of survival analysis to explore the time until suspension for sex offenders on conditional release. The study found that the issuing of suspension warrants for sex offenders usually occurred when the offenders showed "dynamic" or situational/victimization patterns. This information is helpful for relapse prevention strategies because it suggests that a systematic approach to assessing and re-assessing a sex offender's needs (i.e., marital situation, substance abuse, etc.) coupled with an awareness of the offender's sexual preferences (age, gender, etc.) and past sex offence history can improve the community supervision of offenders.

Compendium of Research on Family Violence and Offender Family Functioning

(L. MacLean, E. Vallière and J. Comeau)

The Research and Statistics Branch conducted a mail survey on family violence research projects. The survey was mailed to universities, colleges and non-academic agencies across Canada in an attempt to expand upon and organize the information available on family violence (as it relates to federal offenders and their families). The result of this survey is an easy-to-follow directory of family violence research projects. The directory is designed to be used as a research tool, as well as to give exposure to researchers active in this field. This research, and other family violence research projects being conducted by the Research and Statistics Branch are part of CSC's contribution to the Government of Canada's Family Violence Initiative; a multi-departmental and multi-year commitment to dealing with family violence.

Warkworth – CORCAN Case Study Report

(M. Getkate)

CORCAN operations at Warkworth Institution show that prison industry in Canada can work. An examination of Warkworth Institution shows that the way in which CORCAN is integrated into the institution, the changes brought about by demands for increased product quality and the nature of employee involvement are key elements in CORCAN's organizational development. Implications for both research and CORCAN are briefly presented. *

CSC's WORK FORCE: 1982-1992

ACCORDING to a recent study of CSC's work force, staff at NHQ decreased by 12% between 1982 and 1992. The study, called *Report on the Work Force From 1982-1992: Trends and Analysis*, was conducted between July 8, 1993 and September 24, 1993. The purpose of this introductory study was to determine the trends within CSC's population over a ten-year period and the possible future implications of these trends on CSC. Here are some of the highlights of the study.

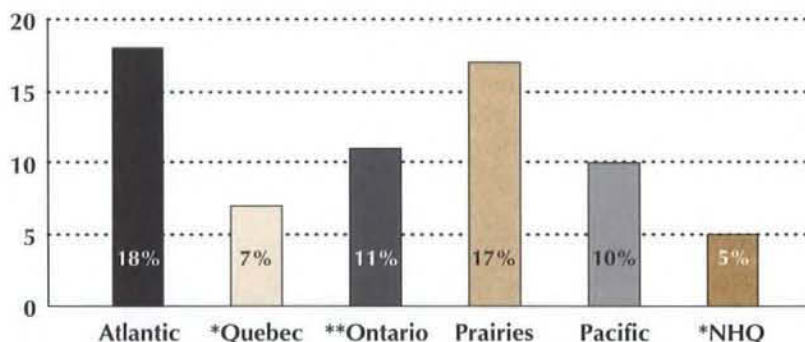
- CSC's total employee population grew by 9% (921 employees) between 1982-1992.
- During the same ten-year period, the work force in all regions grew by at least 4%, with the Atlantic region experiencing the greatest growth (22.3%).
- Although the population of the EX (executive) group has been decreasing in recent years, for the ten-year period examined, the EX group increased from 37 to 92 positions.
- Most growth occurred in the non-operational categories (with the exception of the Technical category).
- The Scientific and Professional category increased by 20%, the Administrative and Foreign Service category grew by 30% and the Administrative Support category by 17%.
- The Nursing category showed significant growth, increasing by 29.7% (about 100 employees) between 1982-1992.
- Psychologists experienced the greatest rate of increase (81.5%), almost doubling in size. *

EMPLOYEE ASSISTANCE PROGRAM HIGHLIGHTS FROM THE 1992-93 ANNUAL REPORT

THE employee assistance program (EAP) is designed to help CSC employees improve their quality of life. CSC recognizes that its staff is its major resource. It also recognizes that staff's well-being and quality of work life can be affected by their health and personal circumstances. The objective of the EAP is to encourage employees with health or personal problems to voluntarily seek assistance. What follows are some highlights of the EAP's accomplishments for the 1992-93 period.

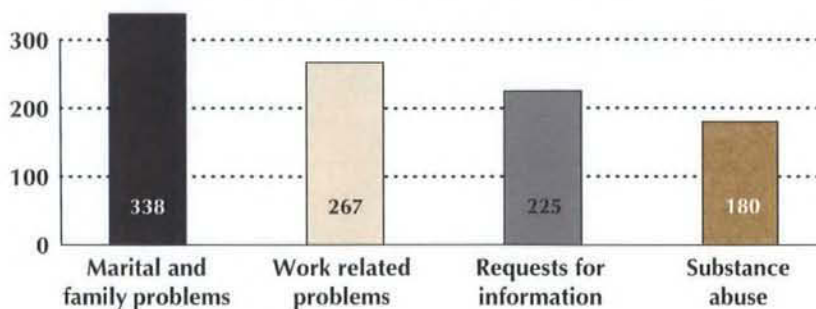
- The Employee Assistance Program is made possible by the 269 employees (referral agents) who generously contribute their time, skills and energy for the well-being of their colleagues.
- Basic or advanced training was provided to 109 referral agents.
- The program was used by 1,238 employees from across CSC.
- In each region, the local EAP Committees are promoting awareness of the program, as well as providing staff with information on healthy lifestyles. *
- Commissioner's Directive 253 was approved in October, 1992.

Percentage of Employees by Region Who Used the EAP



*Data available only for the last six months of the year. **Ontario data available for the last six months except for referrals to psychologists where the data covers the entire period.

Major Reasons Staff Used the EAP
and Number of Cases for Each Reason Cited





NATIVE COMMUNITIES FIND CREATIVE ALTERNATIVES TO JAIL SENTENCES

BEGINNING this winter, some adults who get in trouble with the law in the Baffin Island community of Iqaluit are getting a chance to make amends without going to jail. This Northern community is one of the latest across the country to bring in an Adult Court Diversion Program. The Crown prosecutor or the police can recommend that an offender, who acknowledges responsibility for a crime, go to a committee of people from the community rather than to court. The committee tries to come up with creative ways to let offenders make up for their crime, while putting them on the road to rehabilitation — anything from community work to going hunting to supply meat for a local family. Bill Riddell is a justice of the peace who's helping to organize the project. He says it takes the load off an overworked court system and is especially useful in cases involving Inuit, who make up about half the population of Iqaluit. He says the advice of Inuit elders "is often culturally more appropriate" than decisions made by a court system that seems foreign to many Inuit.

The program is based on the highly successful Youth Justice Committee, which has been operating in Iqaluit since 1989. That program has worked with more than 80 young offenders. So far, less than eight percent of them have gone back to crime.

Although some people fear the adult program will be abused by some offenders hoping to get off lightly, Riddell believes a properly run program will make things better, not only for offenders but also for the community. *

Source: Canadian Living, January 1994

TOO MANY WOMEN DO TIME IN CANADA'S JAILS

A MONTREAL-BASED researcher says Canada is putting far too many women in jail.

Margaret Shaw, who teaches criminology at Concordia University in Montreal, has spent almost 30 years conducting research in Canada and Britain. She says there are about 1,000 women in federal and provincial jails. That's the same number as in Britain, a country with double the population.

Shaw says most of the women in Canadian prisons have committed relatively minor crimes, such as prostitution-related offences and theft of property under \$1,000.

Incarceration numbers are high, she believes, because in the past, judges have

had few alternatives. But that's beginning to change. In Nova Scotia, the government has adopted a plan that would see some women serve time in special community residences, rather than in jail. She says such centres would recognize the fact that many women in trouble with the law have been victims of sexual or physical abuse. "Staff at these residences would focus on support rather than control," she says.

Shaw is confident similar programs will be developed elsewhere in Canada. "Prison," she says, "is a 19th-century solution, but we still use it as though it's the only way." *

Source: Canadian Living, January 1994

CHILD IDENTIFICATION CLINIC

ON OCTOBER 22-23, 1993, the Truro Police Department and the Truro Block Parent Association held a child identification clinic at the Truro Mall. Peggy DeCoste and Colleen Pinkney of the Correctional Service of Canada helped to fingerprint and photograph about 300 children. If any of these children disappear, this identification process should make finding them easier.

The Truro Police Department and the Block Parent Association appreciate the support given by Terry Mahoney of CSC. The clinic was a great success! *



Peggy DeCoste (l.) and Colleen Pinkney at the child identification clinic in Truro.

CONFERENCE REPORTS AVAILABLE

THE REPORTS of the conferences listed below are available from the Policy, Planning and International Development (PPID) Branch of the Correctional Service of Canada.

American Correctional Food Services Association National Conference
August 22-26, 1993
Sacramento, California

American Probation and Parole Association (APPA) Training Institute
September 18-21, 1993
Philadelphia, Pennsylvania

Canadian Education Association Conference
September 28 – October 1, 1993
Victoria, British Columbia

National Association of Institutional Agribusiness
October 3-7, 1993
Spokane, Washington

5th National Workshop on Female Offenders
October 23-27, 1993
Tulsa, Oklahoma

Requests for copies of reports should be directed to:

**PPID Directorate
Correctional Service of Canada
340 Laurier Avenue West
4th Floor, Section "E"
Ottawa, Ontario
K1A 0P9**

**Tel: (613) 995-7912
Facsimile: (613) 995-3603**

THE OFFENDER MANAGEMENT SYSTEM: WHO HAS ACCESS?

THE Offender Management System (OMS) is an automated information system designed to collect and consolidate offender related information. The OMS links the three entities of the Solicitor General – CSC, the NPB and the RCMP – so that offender information can be easily accessed and easily shared. The OMS is designed so that staff who work on a daily basis with offenders, at all levels of responsibility, can make informed, responsive decisions on individual offenders.

When should you access the OMS?

The OMS offender file is no different than any other version of offender files – you need a demonstrable “need-to-know” before you access a file. In other words, you must be able to show that you needed access to a specific offender file, on a specific occasion, in order to do your work. Offenders also have the right to ask on what basis an individual was given information about them.

CSC is required by law, to record who accesses information about offenders. These requirements also existed with paper files. Staff are accustomed to signing files out, using locked filing cabinets and filling out file request forms to protect information from inappropriate access. With the Offender Management System, your “sign out” is automatically recorded when you open a file. While the OMS is built so that access to files is easy, an automatic audit record ensures that information is not misused.

An access to information request by an offender is only one reason audit files may be examined. Periodic audits to confirm that privacy legislation is being followed, or a need to trace the source of changes in a file may be other reasons for local, regional or national use of the audit records.

Inappropriate reading of file material is a serious breach of responsibility. While staff can expect understanding when innocent errors are made, obvious abuses of access to offender information may result in serious consequences.

If you are not sure if you should be accessing a file, consult your supervisor or your local privacy and access to information experts. Common sense, rather than a complex list of rules, should be your guide.

We are currently looking at the possibility of adjusting the OMS so that when a file is opened, the purpose for opening that file could be recorded. While reasonable security must be maintained, staff must be allowed to perform their duties quickly. The alternative is a highly restrictive system that would prevent abuse, but would inconvenience the majority of staff who access information responsibly. In the meantime, unless access to an offender file is an obvious extension of your daily duties, you may feel more comfortable keeping a log of which files you open and why you open them. *

Let's Talk

Calendar 1994-1995



Correctional Service of Canada

March 1994

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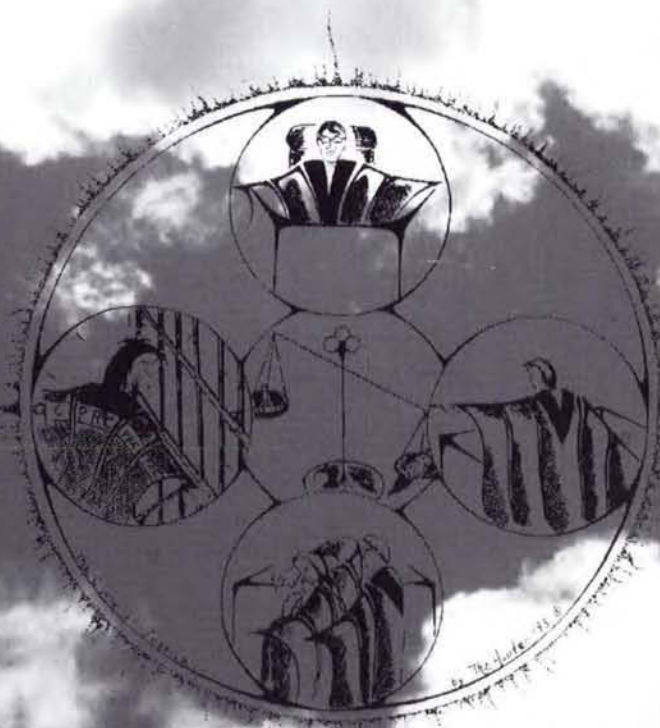
Let's Talk

April / May 1994

Correctional Service of Canada



THE
FAMILY SIDE
OF JUSTICE



Correctional Service
Canada

Service correctionnel
Canada

Canada

LET'S TALK / ENTRE NOUS

Volume 19, No. 2,
April / May 1994

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Let's Talk

with the
Commissioner

ACCOUNTABILITY, PROFESSIONALISM

AFTER A YEAR AS COMMISSIONER I think I have learned a great deal, and I know I continue to learn each day. Two things have particularly impressed me.

The first is how critically important our mandate is in terms of the quality of life of Canadians. We deal on a daily basis with two fundamental aspects of life in a democratic society: the protection of the public and the liberty of individuals. This is often a difficult and always a very delicate balance.

The second thing that has impressed me is the high degree of professionalism of CSC employees throughout the Service and their commitment to their work.

This commitment is apparent:

- in past surveys;
- when I meet staff across the country and see correctional officers participating enthusiastically in new programs;
- when I see officers actively engaged in the development and application of new approaches to initial assessments;
- when case management officers help and encourage offenders to pursue their correctional plans;
- when I see CORCAN staff working to impart skills to inmates while striving to achieve financial targets;
- when I see parole officers working to develop a better information system;

- when I see psychologists searching for ways to better manage sex offenders; and
- when I see so many staff members contributing in the best way they can to the achievement of our Mission.

This professionalism is, I am sure, due at least in part to the existence and clarity of purpose evident in our Mission and the goals we have set to pursue it. Improvements in security practices, better staff training, increased reliance on dynamic security and many other factors have also contributed.

In CSC we are being paid to make decisions – about people and about risk – based on our knowledge, experience and professional expertise. Many of these decisions, in one way or another, affect public safety, the safety of our colleagues and of offenders. Some of these decisions are fraught with high levels of risk. When things go wrong the results can be tragic. These situations can be further intensified with the possibility of focused media and public attention.

Few know better than ourselves how difficult it is, on a case by case basis, to predict future human behaviour. There will inevitably be some decisions that in hindsight, turn out to have been less than perfect. At the same time we are significantly improving our knowledge and our practices in the assessment and management of risk. I want to assure staff that the

AND RISK MANAGEMENT

management of CSC, beginning with myself, will support you steadfastly when you make professional judgments based on all reasonably available information, and that are in accordance with our policies (particularly those policies designed to guide you in the exercise of your discretion and to safeguard, as much as possible, from error). This is the essence of professionalism. This is the equation—I want professionals making the best decisions they can, knowing that they can count on management being in their corner if, despite their professionalism, things go wrong.

Lest there be any confusion, I am not talking about those few who simply take unwarranted risks, who fail to follow basic policies and procedures, or who get into trouble because of other forms of unprofessional behaviour. There is not a place in our organization for individuals who do not respect our Mission, who do not respect the essential humanity of offenders or who do not respect their fellow workers. The last mentioned is important in any organization, but absolutely essential in ours, where life itself may depend on confidence in one another.

In the past year we have had, regretfully, to move on a number of cases

where the professionalism we expect was simply not pursued. We acted decisively in these cases and will continue to do so. *



I am happy to announce appointments to two new and key jobs:

Dr. Sharon Williams, Ph.D., Psychologist in the Ontario region, was appointed National Coordinator, Sex Offender Treatment on March 7th. Dr. Williams is an authority in the field of sex offender treatment, is actively involved in sex offender program delivery and teaches at Queen's University in psychology and psychiatry. She will be based in Kingston at the RHQ but will report to the Correctional Programs Division in Ottawa. The position of National Coordinator was recommended several times to the government, and more recently following the Stephen-Coroner's Inquest.

Ms. Teresa Ann Nahanee was appointed Director of Aboriginal Programs on April 5th. Teresa Nahanee was referred through the Public Service Commission Inventory.

She has a long and rich experience, having worked with several First Nations organizations, the Native Women's Advisory Committee, has been legal assistant to federal ministers, and in the mid-'80s, she was Regional Director General of the Native Economic Development Program, a federal organization in B.C. She holds a law degree from Queen's, and she also studied at the University of Ottawa and at George Washington University in

Washington, D.C. At a time when Aboriginal issues are increasingly important in the life of our country, Teresa Nahanee will no doubt contribute to pushing forward the CSC agenda for Aboriginal offenders. *

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In January, the Commissioner announced the Executive Committee's decision to adopt a new management strategy.

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Opening the Door to Recovery

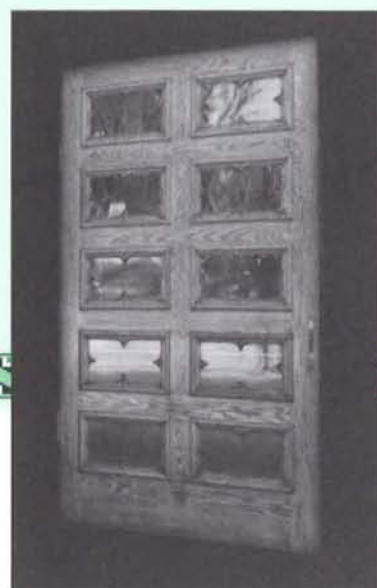
IT IS A WELL DOCUMENTED FACT *that substance abuse, particularly alcohol addiction, afflicts the majority of Aboriginal inmates and is a serious criminogenic factor in their lives. Because Native offenders comprise a significant proportion of the federally sentenced inmate population — over 12% across Canada and as much as 36% in the Prairie region — this fact has recently prompted important research and development within the Correctional Service.*

Although substance abuse programs have been offered to federal inmates for many years, few of them are culturally sensitive to the experiences and needs of Aboriginal peoples. Those that are designed for Aboriginal inmates are only offered in certain institutions and are not national in scope. As a result, most Native offenders with an addiction problem are at a disadvantage when entering treatment facilities after their release, and are less likely to successfully complete primary intervention programs. Furthermore, only about half of all Aboriginal residential treatment facilities in Canada accept conditionally released offenders.

And so it was that the Native Pre-Treatment Substance Abuse Program was born. Says Millard Beane, Acting Director of Aboriginal Offender Programs at NHQ, "Of all the programs we could develop for Native offenders, this one addresses the most clearly iden-

tified and pressing need." Originally a one-year research and development demonstration project, the program was developed by the National Native Association of Treatment Directors. Although the program was based on established substance abuse treatment research, it was designed to meet the needs of Native offenders within a federal correctional context. It was jointly sponsored by the Ministry of the Solicitor General and Health and Welfare Canada.

The purpose of the program is to prepare the participants for subsequent institutional or community-based intervention. Its ultimate goal of course is to enhance their chances of successful recovery and to motivate them to seek a healthy, satisfying life on the outside. Holistic in approach, the Native Pre-Treatment Program is based on the theory that addictions can't be addressed separately from other personal problems



such as racism or childhood sexual abuse. Participants are therefore encouraged to explore many relevant psychological and social issues in their lives and to develop a greater sense of self-esteem, trust and self-awareness, as well as to gain pertinent knowledge and skills.

In keeping with its holistic philosophy, the program emphasizes greater family and community involvement. The participants' treatment involves a network of support from family members, institutional staff, the NPB, parole supervisors, Elders, treatment facilitators and members of the community. The program also promotes many broad positive effects — from increased participation in the program to increased self-esteem — through its unique focus on Native culture and spirituality. Mr. Beane is proud of that uniqueness, especially since cultural sensitivity is a critical component of effective intervention: "This is the first national program which has been wholly developed by Aboriginal people for Aboriginal people and will also be delivered by Aboriginal facilitators." He also underlines the fact that the program

"Of all the programs we could develop for Native offenders, this one addresses the most clearly identified and pressing need."

is intended to complement other personal development programs currently offered in federal institutions. The results of pilot testing the program at Mountain and William Head Institutions in 1990 were encouraging enough to warrant larger scale pilot testing and evaluation. Eight CSC institutions representing all regions were subsequently chosen for that purpose. A new program was also developed for female offenders. "It's important to note," says Denis Méthé, Director General of Correctional Programs, "that a separate program was developed for women — it wasn't just an adaptation of the men's program." Some 120 male and female Native offenders volunteered to participate in the eight-week program, after which a study of the program's effectiveness was undertaken — with very positive results.

To begin with, the study indicates that the program was successful in attracting Native offenders with very serious substance abuse problems, particularly those with alcohol abuse problems. As a result of being involved in the program, the participants improved — both in knowledge and attitude — in a number of areas related to alcohol abuse. For example, they were more aware of the extent of their alcohol problem, more knowledgeable about the effects of alcohol, and



more aware of substance abuse relapse. In the area of problem-solving, there was improvement in such skills as problem definition and decision-making. And, consistent with the stated purposes of the program, there was an increase in the participants' sense of self-esteem and a decrease in their defensiveness when questioned about becoming involved in treatment. The program also affected the participants' views on the importance of Native beliefs, culture and spirituality, bringing them "closer to their roots."

According to the facilitators of the program, the overwhelming majority of participants were successful in the program and benefitted from it at least to some extent.

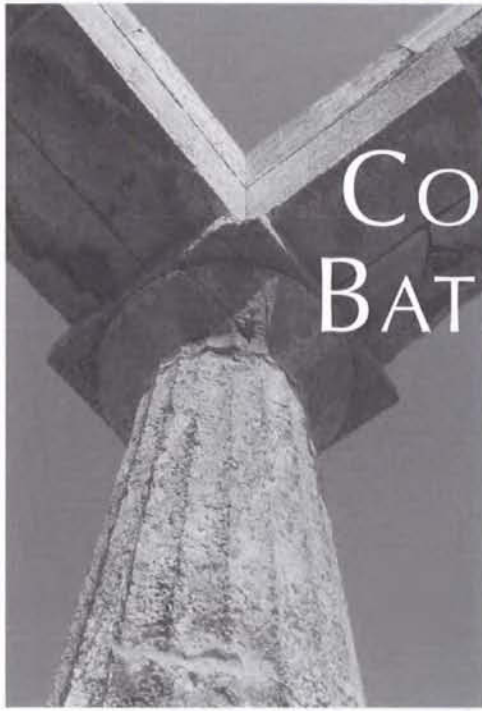
Despite all these positive findings, the current study focused only on the immediate effects of the Native Pre-Treatment Substance Abuse Program. CSC is therefore planning a longitudinal study to determine how effective the program will be in the long term — in other words, how successful the participants will be in subsequent primary intervention treatment programs.

Millard Beane is very optimistic about the future of the Native Pre-Treatment Program. He anticipates that, subject to the approval of the Executive Committee, the program will be designated as one of the three core programs for Aboriginal offenders and will be implemented in institutions across the country in the new fiscal year. "I'd like to see this program made available to all federal Aboriginal inmates who acknowledge that they have an addiction problem," he says. "Then hopefully, Aboriginal treatment centres will open their doors to those who have successfully completed the program." It looks like that day is not too far away. ✱

by Louise Ellis, Contract Writer

"This is the first national program which has been wholly developed by Aboriginal people for Aboriginal people and will also be delivered by Aboriginal facilitators."





CONSTRUCTION AT BATH INSTITUTION

A

S PART OF THE CORRECTIONAL PLAN for offenders, the Management Services Division at Bath Institution employs inmates, at basic pay levels, in a Construction Skills Development Program. The Program benefits both the participants, who gain valuable skills and increase their chances of successfully reintegrating into the community, and the Canadian tax payer, who saves substantially on institutional construction projects.

A number of major projects have been completed over the last few years as part of the Construction Skills Development Program. For example, the Bath Institutional School is now located in a 100' x 30' building constructed by the crew in 1991. Subsequently, in 1992, a 100' x 40' structure was built adjacent to the school. Both the Institutional Construction Crew and the Regional Repair Shop operate from this building.

While the Regional Repair Shop serves primarily as an avenue for developing offenders' skills, it also provides a valuable service to the Ontario region and to local community agencies by repairing and refinishing furniture.

The construction crew is currently working on a 132' x 48' building which will connect the Institutional School to the Re-

pair Shop. This project, expected to be completed late in the Spring of 1994, will serve as the new location for the Programs Division.

In 1992, workers renovated and added-on to the ten-man accommodation unit at the Institution. The ten-man unit is now a 13-man independent living style unit. A 30' x 38' addition serves as the common area (kitchen, dining room and living room). The facility is also used by the Programs Division for delivery of its independent living program.

The building formerly occupied by the Institutional School was renovated by the construction crew in 1993, and now provides office and program delivery space for the Psychology Department. Health Care is also located in this facility and now offers on-site services for physiotherapy, dentistry and minor surgery. This eliminates the need for inmates to be transported outside the Institution for these services.

In addition to the Institutional Construction Crew, the Skills Development Program at Bath Institution also has a Regional Construction Crew. The Regional Construction Crew is currently renovating three heritage homes which were moved from Queen's University to the CSC Staff College. When finished, the three homes will

provide 28 self-contained accommodation units to be used by visiting government officials. The Regional Construction Crew was also responsible for the construction of a Private Family Visiting unit at the Prison for Women.

Much of the work described was necessary. Bath Institution has grown from its original population of 92 inmates to its present capacity to house 221 inmates. Bath currently has 185 rooms, 36 of which are semi-private.

Change continues at the Institution as it is currently in the midst of converting from minimum to medium-security. The conversion is an effort to help relieve overcrowded medium-security institutions in the Ontario region. Although the major construction work for the conversion is being completed through outside contracts, the project has generated a number of jobs which are being handled by the Institutional Construction Crew. For example, the two Private Family Visiting units which were originally built in 1991-92 by the construction crew, were recently moved by the crew so that they would fall within the new (medium-security) perimeter fence.

A great deal of work has been accomplished at Bath Institution with the resources available. Most importantly, the Construction Skills Development Program provides inmates with the opportunity to learn and use skills which they will hopefully use when released into the community. Additionally, the program provides CSC with enormous cost savings. The inmates and staff at Bath Institution are extremely proud of their accomplishments – it is anticipated that the Construction Skills Development Program will continue to flourish. ■

THE MANAGEMENT TRAINEE PROGRAM IS A FIVE-YEAR TRAINING AND DEVELOPMENT PROGRAM THAT RECRUITS UNIVERSITY GRADUATES AS WELL AS EMPLOYEES OF FEDERAL DEPARTMENTS AND AGENCIES, TRAINS THEM, AND OFFERS THEM POSITIONS WITHIN THE PUBLIC SERVICE.

JENNIFER TROTTER IS A CSC MANAGEMENT TRAINEE. AFTER SPENDING THREE YEARS AT NATIONAL HEADQUARTERS, JENNIFER VENTURED TO THE OTTAWA PAROLE OFFICE TO COMPLETE A ONE-YEAR FIELD ASSIGNMENT.

PLEASE KEEP IN MIND THAT THE FOLLOWING ARE JENNIFER'S PERSONAL COMMENTS AND REFLECTIONS ON THE YEAR SHE SPENT AT THE OTTAWA PAROLE OFFICE.

THE PAROLE EXPERIENCE

AS I REFLECT BACK ON the year, I can say I worked with some very professional and dedicated people. I had excellent teachers, particularly Ken Baughan and Rosemary O'Brien, but all the parole officers and support staff were very helpful throughout my assignment.

Although the Ottawa Parole Office is only blocks away from National Headquarters, I did not expect to feel so removed from the centre and I must admit, I missed the "global" picture of corrections. Much of the work done at NHQ is not visibly seen or even well understood at the front line level, and I sometimes wondered whether more work done at the centre should result in more visible, value added assistance to the front line.

On one occasion, Larry Motiuk from the Research and Statistics Branch, presented an excellent overview on research initiatives and it was well received. There appears to be support at the field for this type of information-sharing. With respect to organizational structure, I question the added value that the district level has to the operational

level. It appeared to represent another level of reporting and in light of greater accountability, transparency and clearer communications, it may make sense to review this reporting structure.

In this same vein, there appears to be a need for the organization to clearly state the role community corrections will play in the foreseeable future. While the role of community corrections is recognized as a vital component in our Mission, the relative importance of the community side of our business is not well reflected in our management structure. In my own experience from both the national and community perspective, community corrections should be given a more rightful place in the organization.

There were many audits during the year – three regional supervision audits, an office management audit, and interviews with the Auditor General for the major CSC audit. Recently, I read an article which stated that when an organization is in crisis, instead of looking for real change, it keeps doing the same things, only more vigorously. This certainly reflects, in my view, the current situation in the Ontario region. Very few parole officers that I met

would argue that the supervision standards are fundamentally flawed. They are, for the most part, excellent standards and the fact that we cannot meet them, time and time again, does not require another audit. It requires a good assessment of why the field cannot meet these standards, when in fact, they clearly would like to.

Enormous preparation time is required in order to meet the audit criteria (Andrew Graham correctly described this as "midnight madness"). This raises the issue of whether the audit reflects reality. A review of the audit process could address the issue of managing expectations with our current reality (diminishing resources, new technology, etc.). The audit process, as it now stands, should be linked to resourcing and the stresses being felt with the thrust of new technology. There is also a need to bring more consistency to the supervision standards audit process at the regional level. Once these issues have been resolved, I think that personal accountability should be built into the supervision standards.

The arrival of the OMS (Offender Management System) Release II was most certainly the largest impact "event" to hit the field office during my time there. The whole idea of computers is still relatively new to many field workers. For those employees who are computer literate, the most frustrating factor was the slowness of the system, and brings to

issue the lack of up-to-date computer hardware in the field and the cumbersomeness of the software itself.

Another important issue to recognize and address is the concern that the OMS system is eroding the sense of professionalism and value of social work. Many colleagues, rightly or wrongly, felt that the social work aspect of the job was no longer being valued, as the time required at the computer consumed more and more of their time. This also raises concern with respect to how a parole officer contributes to the safety of the public. Fundamental change in how we do parole work will need to be examined if time spent in front of the computer is the new reality. I saw my role as more of a "broker" for services and a "risk analyst" rather than a "true" social worker. Those employees who still get their "employment rewards" and "sense of value" from the latter, is perhaps one reason why morale is so low.

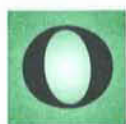
There were many "lessons learned" during this year: I soon came to realize that I could not control my daily agenda, and this was a major adjustment for me. I learned to deal with a level of stress that I did not expect. Surprisingly, the stress was not related to the supervising of offenders and related crisis intervention, but to the actual workload, which I can only describe as brutal. Comfort was secured in the knowledge that all the other parole officers were in the same boat!

In a more global sense, I did not expect to feel such frustration with Canada's social system. There appears to be a lack of cooperation, understanding and communication with other agencies, from a municipal, provincial and federal level, and this only reaffirmed the need to develop a more coordinated and strategic approach to some of our country's social problems. The need to develop partnerships in the community is vital and I believe that tremendous advances are possible if efforts are concentrated in searching out untapped resources.

Overall, the memories I have are good ones. I have gained a good knowledge of parole and a greater understanding of the stresses in the field and the enormous challenges that lie ahead. It was a very challenging job and I have never been busier. I have great respect for the parole officers who have chosen this work as their career. To face these demands on a daily basis, year after year, makes them very special people. This was also an assignment which provided some very tangible rewards – a true sense of contributing to public safety and of representing both CSC and the public service in a very visible way. ✱

Jennifer Trotter is currently completing an assignment at the Canadian Centre for Management Development, working on the Public Service Renewal initiative, but will return to CSC in November.

The Family Side of Justice



OFTEN TAKEN for granted, the family is fundamental to the functioning and well-being of any society. In recognition of the importance of the family, the United Nations declared 1994 the International Year of the Family. Countries around the world have joined together to offer the family the special protection and assistance it deserves and to increase awareness of the rights, responsibilities and problems of families and family members.

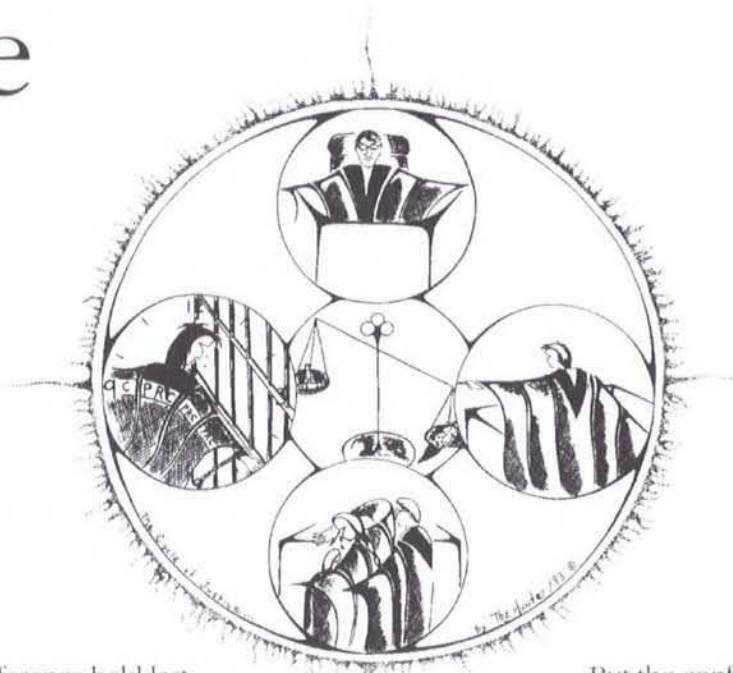
Ideally, the family provides nurturing, protection, education, and financial support, as well as a vital means of transmitting and preserving cultural values. Many families, however, fall short of this ideal. Perhaps no families are more severely challenged in carrying out their many functions than those of incarcerated offenders. Their need for support and understanding is often much more acute since the stresses caused by incarceration have unique effects on both the offender and family members – from the traumatic separation of young children from their mothers to the awkward reintegration of an offender into the family.

A conference held last October in Quebec City shed much-needed light on every facet of the family and corrections. Held in anticipation of the International Year of the Family, the conference, called *Exploring the Family Side of Justice*, was the fourth North American Conference on the Family and Corrections. Michelle Landry, a project officer in CSC's Chaplaincy Division summed up the tone of the conference in five positive words: energy, commitment, creativity, advocacy and collaboration.

The participants responsible for the conference's enormous success included 200 people from six countries – a cross-section of representatives from community-based agencies, universities and correctional institutions.

But the conference was also attended by the family members of inmates. According to Chris Carr, Associate Director of the Chaplaincy Division at CSC and Co-Chair of the conference, "It wasn't just a matter of professionals sitting around talking *about* offenders' families. There were family members right there being encouraged to speak and have their points of view heard."

Another way that the conference organizers involved inmates and their families was to hold several workshops at two local prisons – CSC's Donnacona Institution and the Quebec Provincial Detention Centre. The input from the inmates who attended gave many of the 100 participants food for thought, including the Deputy Di-



About the illustration for this article: *The Cycle of Justice* is a painting by "The Hunter." "The Cycle of Justice is about a personal bout with the Justice System and its seeming inability to pay more heed to the family members who feel the greatest impact of having a loved one incarcerated."

rector of the Quebec Detention Centre, who decided afterwards to review his visiting policies.

The conference began on opening night with the presentation of a play called *Waiting on the Outside*. Performed by a local amateur theatre group, the play helped set the tone for the conference by graphically portraying the stresses and frustrations experienced by an inmate's family. It proved to be very moving not only for the conference participants, but also for the actors themselves, who admitted that it had forced them to reflect on their own relationships.

In all, more than 50 workshops were offered at the conference. They covered such diverse issues as:

- Imprisoned Mothers and their Children: Maintaining Family Ties
- Providing Family Support to Ex-Offenders
- Alcohol and Drug Addiction: Impact on Families of Incarcerated Persons
- Moral Development and Attachment: Disruptions that Create Cycles of Criminal Behaviour
- The Effects of Community Violence on Children and Families
- The Legacy of Abuse
- Cultural Issues Impacting the Prisoner's Family
- The Private Family Visit Program in the CSC

One workshop which Rev. Carr found intriguing was *Foster Homes for Released Prisoners* – a program run by the Quebec Detention Centre. The program encourages families in the community to shelter and support ex-offenders during their process of rein-

tegration into society. For released prisoners who have no family support of their own, the homes are a godsend. Says Rev. Carr, "These families are really committed to helping ex-offenders and can provide them with an invaluable asset – the experience of normal family living."

Michelle Landry was impressed by a number of workshops which focused on the relationships of female inmates with their families, particularly with their children. One of these concerned a prison nursery program at the Bedford Hills Correctional Facility in New York State. Ms. Landry considers this comprehensive program an inspiring

"These families are really committed to helping ex-offenders and can provide them with an invaluable asset — the experience of normal family living."

model for CSC – one which can help in establishing the new facilities for federally sentenced women here in Canada. The Bedford Hills program has many progressive features: pre-natal classes for pregnant inmates, a day-care centre, facilities that allow babies to live with their mothers, and a house in the community for mothers and their babies after release.

Another program, *Continuité-famille auprès des détenues*, was initiated in Montreal in 1985 by Yolande Trépanier. Ms. Landry refers to Yolande Trépanier as a pioneer whose primary goal has been to help maintain and improve the relationships between incarcerated

mothers and their children. This community-based program has expanded over the years and now offers family-related support to women after their release. "This support is very significant," says Ms. Landry, "especially considering how stressful it is for these women to live full-time with their children while trying to reintegrate into the community."

Continuité-famille auprès des détenues has been so successful in fact, that it was singled out at the conference for a special award – as was CSC's Private Family Visit (PFV) Program.

It is not surprising that the PFV program was considered worthy of such an accolade. "Our program is far more advanced than in countries like the U.S.," says Denis Barbe, Manager of Education Programs. Private Family Visits have become a crucial means for inmates and their families to maintain close ties. Although regular contact visits help, it is the PFVs that provide an opportunity to interact in a more personal and meaningful way. The PFV Program is one of a number of efforts that the CSC is making to help maintain positive family relationships. Denis Barbe is well aware, however, that not all family relationships are beneficial: since many offenders come from abusive families themselves, they may perpetuate the cycle of violence in their own families. "It is the CSC's responsibility," he says, "to help change those relationships so that the private family visits will be that much more rewarding and effective." Efforts to improve family relationships will have an impact not only on private family visits, but also on regular visits, temporary absences and on the offender's eventual reintegration into

the family and society.

CSC's Family Violence Initiative is aimed specifically at breaking the cycle of family violence. According to Linda MacLaren, Acting Manager of Program Development and Implementation, a number of demonstration projects are underway for the treatment of inmates who have been identified as abusers. These treatment programs are offered to offenders while they are in prison, as well as after they are released – a time which is recognized as high-risk for their families. There are also education and prevention programs for offenders, two of which are now core CSC programs – *Living Without Violence* and *Parenting Skills*. "Although they aren't available yet at all institutions," says Ms. MacLaren, "more and more people are being trained to provide these programs. We're offering staff both basic awareness training and more intensive training for those who work directly with the offenders." Finally, many special projects related to family violence have been conducted in the various regions. So far, these range from a symposium for psychologists to interactive theatre performances.

It remains to be seen how effective the Family Violence programs are in improving offenders' family relationships, both in the institution and later on in the community. For now, preventive measures are already being taken. Says Ms. MacLaren, "We're

about to implement a new policy on Private Family Visits which puts the onus on us to look for potential abuse and, if necessary, to deny a visit."

CSC is also committed to improving the relationships of female offenders with their families through the Federally Sentenced Women Initiative. Since most of these women are mothers and have primary parental responsibility, being incarcerated has

usually meant painful separation from their children.

The new regional facilities, however, will provide improved visiting programs, live-in arrangements for children, parenting programs, and day-care services – all in a home-like environment.

Located in all five regions, the new facilities will also encourage closer family ties by allowing the women to be literally closer to home.

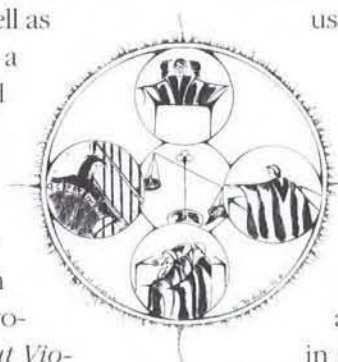
By and large, visits between inmates and their loved ones are a beneficial way of staying in contact. Visiting can, however, put financial and physical stress on family members, especially for those travelling long distances. To help provide accommodation for families visiting inmates, CSC contributes funding to four hospitality homes across the country – Family House in Abbotsford, B.C.; Bridge House in Kingston, Ontario; Good Shepherd House in Port-Cartier, Quebec; and Spring House in Springhill, Nova Scotia. The demand for accommodation is so great in the Kingston area that Bridge House has to turn away about 60 families a month. As a result, a second house is going to be opened in the near future.

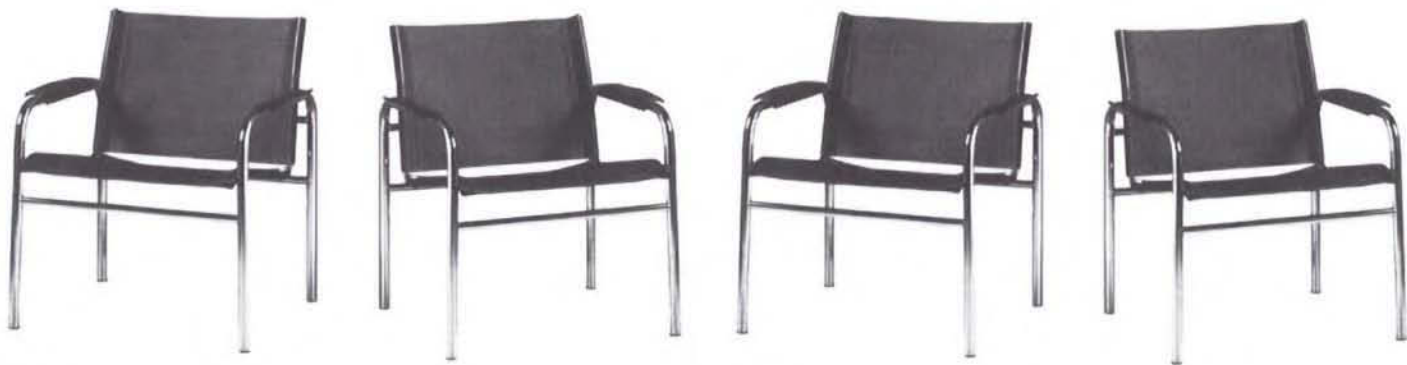
It can be a daunting and confusing experience for anyone to have a family member incarcerated. In order to pro-

vide useful information and advice to the families and friends of offenders, CSC published a booklet entitled, "How Can I Help?" The booklet suggests different ways to support and encourage an inmate during the period of incarceration as well as during the release process. It also describes the kind of difficulties that family members may experience along the way.

The promotion of positive relationships between inmates and their families was the *raison d'être* of the Canadian Families and Corrections Network (CFCN) – the organization that sponsored the conference in October. Both the Chaplaincy Division of CSC and the Ministry Secretariat have helped keep the network going since its inception about four years ago. Like others actively involved in CFCN, Chris Carr believes that, even though the value of loving families is widely recognized throughout society, the family ties of people who are incarcerated are often overlooked. "If you go to workshops on the family in the community, you won't find one about the stresses imposed on the family by incarceration – and yet the number of people in Canada with prison sentences is enormous. Somehow, when we get to the edge of imprisonment, we stop all normal thinking."

Fortunately, however, a growing concern about the family and corrections is helping bridge the gap between the community and the penitentiary. CFCN conferences like *Exploring the Family Side of Justice*, and various CSC initiatives are a step in the right direction: they are helping to bring unprecedented attention to the most important relationships in any human being's life – whether incarcerated or not. *





Employee Absenteeism

EMPLOYEE ABSENTEEISM has increased steadily over the last 15 years. Recently, the Conference Board of Canada launched the "Absenteeism and Attendance Management Project," to address this growing problem. Having surveyed 20 different organizations, the report identifies some of the causes and effects of absenteeism and suggests ways of reducing absenteeism.

The study found that this increase in absenteeism is due to a changing workforce that now includes a larger number of older workers and more dual income families. The existing policies on absenteeism no longer reflect the special needs of this "new" workforce.

Employee absenteeism is no longer simply caused by personal illness. Rather, people stay home from work for more complicated reasons. For example, a survey conducted jointly by the Canadian Institute of Stress and the Ontario Ministry of Labour found that 26% of absenteeism is believed to be linked to stress. Also contributing to absenteeism is the fact that in many families, both parents work. This means that when a child is sick, or a family emergency occurs, one of the parents must stay away from work.

Further contributing to absenteeism are those employees who feel that they should "use up" all their sick leave entitlement, even if they are not sick or have no real reason for not going to work. Studies show that most employees who feel this way are not satisfied with their work and are not motivated.

In short, employee absenteeism creates serious costs for organizations. For example, CSC employees used, on average, approximately ten days of sick leave in 1992-93. Expressed differently, you could say that for every working day of the year, approximately 425 of our 10,600 employees are absent. Even a small reduction in these absenteeism figures could result in substantial savings. The recent National Overtime Review conduct-

Attendance Orientation Project

CSC recognizes that its employees need leave for illness and family related matters. For CSC to function effectively, it must try to manage employee leave fairly and efficiently.

CSC is presently developing tools to assist supervisors in managing leave effectively, while ensuring that employees use leave benefits for their intended purpose.

ed by CSC showed that by reducing the use of sick leave by one day in the area of custody, we could save CSC over \$1,000,000 in overtime.

Organizations have aimed their efforts at controlling absenteeism by promoting, in various innovative ways, a culture that is "attendance oriented." Some organizations are trying to adjust to the needs of their employees by offering alternatives to the traditional five-day work week. This means that employees have the option of working an extended, or compressed work week. This flexibility allows employees to complete their work week and meet family responsibilities without contributing to the problem of absenteeism. Not surprisingly, researchers have found that in firms where employees are given more control over their own working hours, absenteeism was substantially re-

duced. These employees also increased their productivity and felt more satisfied with their work.

The survey results from the Conference Board study suggest that motivation can be increased through better communication and teamwork among employees. One respondent commented that, "our team-oriented method of production requires full attendance by team members... peer pressure on team members has a positive effect on their attendance."

To increase job satisfaction, respondents suggested job redesign, with an emphasis on task variety, and a better matching of employees to jobs. Continuous training in different tasks allows workers to be more flexible, and offers diversity in their activities. These initiatives depend upon increased communication between workers and managers, to determine areas of their jobs with which employees are unhappy. When workers are more satisfied with their jobs, respondents believe they will be more productive and less inclined to miss work. ■

Report On Canadian

The following was condensed from an article that appeared in the **Ottawa Citizen**, on February 8, 1994.

ACCORDING TO A NEW STUDY OF FAMILY life in this country, after three decades of dramatic change, the typical Canadian family is toast.

The study, conducted by the

Ottawa-based Vanier Institute of the Family, reports

that today's families are much more diverse and run on a different set of

economic realities. The re-

port, called Profiling Canada's

Families found that Canadians still consider families the most important part of their lives, but they now need more help from society to sustain them.

"Instead of the portrait we have from the '50s and '60s of the typical Canadian family as two parents and three or four children in a single-breadwinner family, what we now have is a gallery of diverse images," explains Bob Glossop of the institute.

A wide variety of social trends have changed the face of families, including higher rates of divorce, remarriage and blended families, marrying later and having fewer children, an increasing number of common-law couples, an aging population and more elderly people living on their own. "It used to be common to ask parents how many chil-

dren they had," says the report. "Today, one asks children how many parents they have."

The change that has had the most significant impact on families

is the emergence of the

dual-income family. How-

ever, despite two-income

households, the study

shows that in the past 15

years, average incomes have

remained static or declined.

Families are working a lot harder in order to make ends meet.

Even more reason for concern

is our inability to

decrease poverty.

In 1991 the

poverty rate

for fami-

lies was

13.1% -

the

same as

ten years

earlier. In

1991, 18%

of Canada's

children under

18 (1.2 million)

were living in poverty,

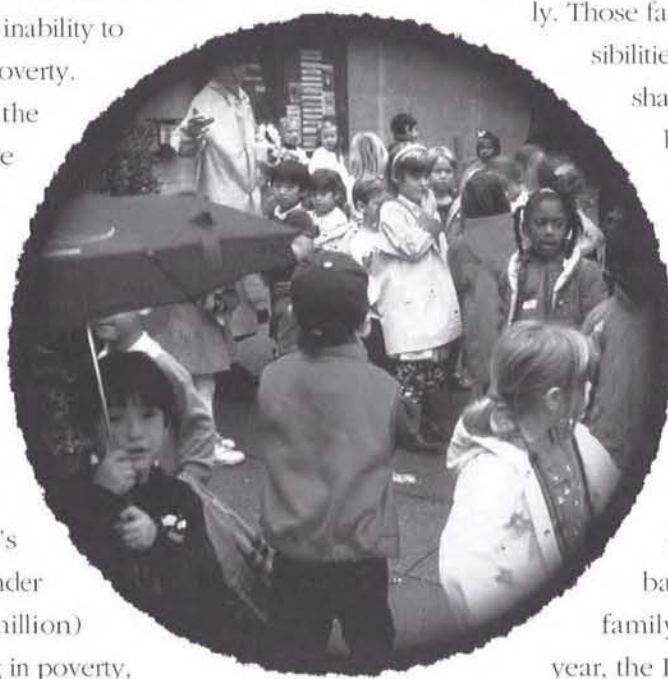
compared to 15% a decade

earlier. Single mothers are the most vul-

nerable, with about 60% living in

poverty.

**"Today's
typical family
leads a harried,
frenetic
lifestyle."**



"The lives of families today are harried and frenetic," Glossop said. "There's a real concern that time is at such a premium. Families need time in order to build shared memories and experiences that are the essence of family."

The issues raised by these changes include the need for child care, care for the elderly and work places that are sensitive to the needs of employees with family responsibilities. "The changing role of men and women are part of this new home economics," said Glossop.

"Women are still carrying this double burden of employment and fami-

ly. Those family respon-

sibilities are not yet

shared equitably

between

men and

women."

The in-

stitute

pro-

duced

the report

to inform

public de-

bate around

family issues this

year, the International

Year of the Family.

The report explains that how we define family is crucial because the definitions will entitle certain family members to

Families

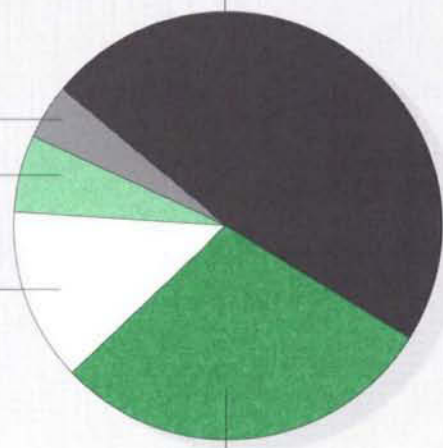
Married with children 48%

Common-law with children 4%

Common-law without children 6%

Single parent 13%

Married without children 29%



Source: The Centre for International Statistics

various kinds of benefits while denying them to others. This is relevant to situations such as employee benefits, pension plans, tax policies and property division after break-up.

In 1991, 84% of Canada's 26.7 million people lived in the nation's seven and a half million families – a substantial decrease from 89% in 1971. And a greater proportion of people live alone, 16% in 1991, compared to 11% 20 years ago.

While some Canadians believe the family is falling apart, the study disagrees. It noted that it may become even more

"It used to be common to ask parents how many children they had," says the report. "Today, one asks children how many parents they have."

important as hard times underscore the many ways in which we depend upon each other.

The institute says community groups can help families with recreation programs, food co-ops, parenting education programs, child care or elder care. Governments can help by providing income security programs, tax exemptions and subsidies for recreation and child care. *

Facts

● Size

Families have decreased in size from an average of 3.7 persons in 1971 to 3.1 persons in 1991.

● Status

Sixty-one percent of Canadians aged 15 and over are married or living with a common-law spouse. Another 26% have never been married; 6% are widowed; and 6% are divorced or separated.

● Divorce

Divorces grew from 11,000 in 1968 to 78,000 in 1990, under laxer laws.

● Remarriage

Remarriages increased from 12% in 1967 to 33% in 1989.

● Common-law

Common-law families increased from 7% in 1986 to 10% in 1991.

CSC's Corporate Operational Plan

THE Correctional Service of Canada completed, and submitted to Treasury Board, its fourth Corporate Operational Plan (COP) together with the Multi-Year Operation Plan (MYOP) in October 1993. The COP process was developed to help CSC meet its Mission objectives, and it states how CSC will pursue its objectives in the coming years. The COP is also an important part of CSC's accountability framework and ensures that the Service will provide programs to help meet the needs of offenders, strengthen community corrections, and try to increase public understanding and participation in corrections. CSC's Corporate Operational Plan takes into account current government priorities such as public safety, fiscal restraint, deficit reduction and Aboriginal concerns.

The COP is CSC's primary method of requesting additional resources from Treasury Board. This year, CSC asked for and received funding for its Aboriginal programs, for offender population increases, the chaplaincy division and informatics. CSC was unsuccessful in obtaining additional funding for urinalysis testing (which will be the subject of a separate Treasury Board submission) and for the Workplace Hazardous Materials Information System (WHMIS).

The key elements of the COP continue to be the Correctional Strategy, the Offender Accommodation Strategy, Management Support Services and the Resourcing Strategy. Throughout the Corporate Operational Plan, attention has been focused on issues of health, safety and security, followed by budget restraint and cost avoidance.

If you are wondering what the Corporate Operational Plan involves, you might wish to read the following summary.

The Correctional Strategy

The Correctional Strategy continues to focus on Corporate Objectives #1, #2, and #3: that is, to safely reintegrate a significantly larger number of offenders as law-abiding citizens while reducing the use of incarceration; to reduce the amount of recidivism in specific groups of offenders; and to reduce the number of incidents involving violent behaviour in institutions.

The strategy revolves around three key concepts:

(i) Initial offender assessment ensures that offenders receive the most appropriate programming at the most strategic point in their sentence;

(ii) Making programs available to offenders that meet prevalent criminogenic needs; and

(iii) Making available and delivering effective programs in the community which are linked to those in the institutions.

Some of the major initiatives under the Correctional Strategy are described below.

🌱 **Living Skills** focus on completing special needs programs for women and for aboriginal offenders, and

fully implementing the Anger and Emotions Management program.

🌱 The **Mental Health Area** continues to focus on the implementation of the Mental Health Strategy and treatment and programming for sex offenders.

🌱 **Substance Abuse** provides education and programs and addresses the requirements for urinalysis testing.

🌱 The **Federally Sentenced Women's Program** is proceeding with the construction of five facilities and a healing lodge.

🌱 **Aboriginal Programming** continues to make progress in the areas of adult basic education,



and community participation; and in the provision of sweat lodges and the availability of Spiritual Elders and Native liaison workers. Additional progress is being made by expanding the national policy governing aboriginal offender programs and services.

❧ **Family Violence Programming** focuses on the criminogenic factors of offender family violence and places emphasis on establishing treatment programs that will be continued from the institution to the community.

The Offender Accommodation Strategy

The Offender Accommodation Strategy takes into consideration different levels of risk and need for offenders; minimum security placement of offenders; community accommodation provided for offenders by both CSC and privately operated facilities; the provision of mental health facilities; and the construction of five facilities for federally sentenced women, including one facility specially designed for Native women.

The offender population forecast continues to make up a big part of the Accommodation Strategy. This year's forecasts were based on the 1992 offender population forecast prepared by the Research and Statistics Branch. This differs significantly from previous forecasts which were based on long-term forecasts which in turn were based on long-term historical growth rates of 2.5% per year.

As a result of these forecasts, the Service plans to increase its minimum and medium-cell capacity by 1,233 by the end of the 1996-97 fiscal year. The capacity of the Community Correctional Centers is expected to increase by 220 beds during the same period.

Management Support Services

Management Support Services is, in effect, a total management concept. Management Support Services offer management help in achieving CSC's corporate objectives. A number of initiatives have been started that will have a significant influence on CSC in the year ahead.

❧ The **Shared Management Agenda (SMA)** outlines the key management initiatives that will be pursued by CSC. For example, the SMA emphasizes that the Service's major resource is its staff. Part of the Shared Management Strategy is to ensure that front line workers have the necessary understanding and skills to help achieve CSC's corporate strategy. As part of the SMA, the Resource Reduction Strategy will help implement the current budget reductions, and will develop a long-term plan to better manage reductions in the years ahead.

❧ The **Management and Operations Review Initiative (MAOR)** recently reviewed CSC's management and administration practices to find out where expenditures could be reduced. The MAOR concentrated on eleven major areas including the role and structure of NHQ and Regional Headquarters, CSC's use of contracts, health care and human resource policies. The announcement in January of a 50% reduction of staff at

NHQ as well as at Regional Headquarters (over a five-year period) is a direct result of the work of the MAOR Committee. The cuts are expected to be achieved through redeployment and attrition.

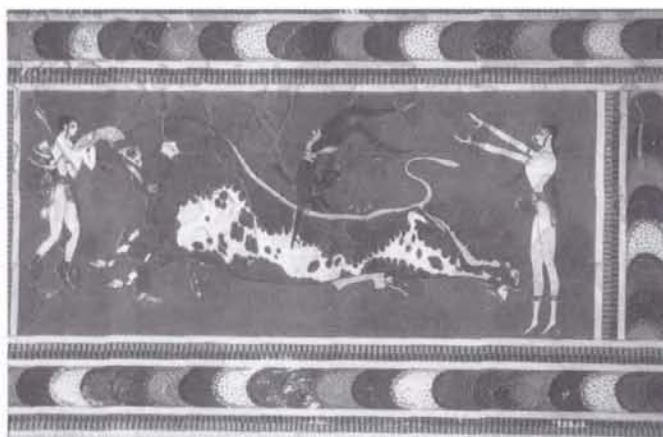
❧ The **Long-Term Management Strategy** tries to envision what CSC will be like in ten years. It tries to predict some of the challenges CSC will face and possible solutions to these challenges.

❧ The **Applied Technology Strategy** includes the increased use of teleconferencing as well as methods of reducing the handling of paper. It is hoped that applying this technology will reduce costs and provide for better informed decision making.

The Resourcing Strategy

It is of no surprise that the thrust of CSC's resourcing strategy has been one of restraint. Only the most essential activities (and clearly linked to government priorities) were considered for increased funding. Wherever possible, the Service tries to fund from within by reallocating existing resources while reducing expenditures where possible. *

by **Barbara Cook**, NHQ Staff



CSC's Long-Term Organizational Plan

Why Change our Management Practices?

- ✱ Magnitude of reductions we need to achieve: close to \$87 million over a five-year period (1993-94 to 1997-98)
- ✱ Need to reduce in areas other than operations in order to safeguard our capacity to achieve our Mission
- ✱ Need to maintain a viable and innovative CSC even when faced with continued restraint
- ✱ Need to clarify accountability across levels of management

Key Implementation Dates

May 17, 1994

EXCOM discussion on global Human Resource Strategy and on organizational structures for regional offices

May to November

Re-engineering teams are in place

September 1994

General implementation of organizational structures at the national and regional levels

Management Renewal Themes

- ✱ Increased leadership role for Unit Heads in corporate arenas
- ✱ Increased clarity of results, standards and expectations leading to more accountability
- ✱ Improved measurement systems which are easily accessible to all managers
- ✱ Elimination of duplication between organizational levels except where needed
- ✱ Better capacity to capitalize on current and developing trends in technology
- ✱ Shortened communication lines for management on sensitive issues
- ✱ Improved capacity to share "lessons learned" more quickly and effectively
- ✱ Subject matter expertise obtained as required rather than on a permanent basis

FACED WITH CONTINUING, and indeed rising difficulties associated with government deficits, CSC initiated a thorough search in all areas of activity to determine where costs could be reduced. This search was orchestrated by the Management, Administration and Operations Review Committee, under the leadership of Willie Gibbs, Senior Deputy Commissioner.

As part of its search for cost savings, the Committee examined the Service's organizational structure. A task force of senior officials from NHQ, Regional Headquarters and operational units reviewed the Service's management practices and in December 1993, presented Executive Committee (EXCOM) with a number of proposals.

In early January, the Commissioner announced EXCOM's decision to adopt a new management strategy which would lead to different roles and responsibilities for NHQ, Regional Headquarters and for the operational units. Briefly, this new strategy involves increasing the responsibility and authority of operational units in corporate decision-making; enhancing staff empowerment at all levels of the organization; making greater use of team approaches to problem-solving; and, exploiting to the fullest, information technology.

During the months of January, February and March, extensive consultations on this renewed management strategy took place throughout CSC. The results of the consultations were reviewed by EXCOM on March 29th. EXCOM confirmed its commitment to the new management model and approved a new organizational structure for National Headquarters. EXCOM will implement its new management strategy over a five-year period, allowing for shifts to occur in current staffing levels both nationally and regionally. In short, by reducing the size of NHQ and RHQs, and by revising current work procedures, CSC should be able to reduce expenditures by approximately \$15 million by the end of the five-year period.

EXCOM also approved a plan to implement the new management strategy. The plan includes:

- (i) Developing a human resource strategy in accordance with the government's workforce adjustment policy (Treasury Board), which will help CSC support staff who may be affected by the implementation of the new organizational structures;
- (ii) Developing organizational structures for regional offices; and
- (iii) Establishing working groups to redefine and reshape current functions and activities.

Implementing CSC's new management strategy will require extensive re-engineering efforts. All CSC activities will be scrutinized to ensure that they classify as "value-added" activities. Where possible, activities will be redesigned to better meet the needs of our clients. Activities will also be redesigned for better quality, more flexibility and speedy completion.

During the course of CSC's reorganization, we will be faced with many changes – some of which will be accomplished easily and quickly, while others will require considerable time and preparation. To help EXCOM manage this change process, a project management team has been established under the leadership of Lucie McClung, Assistant Commissioner, Corporate Review.

It is virtually impossible to describe, at this point, all of the activities which will take place to help ensure a smooth transition to the new management strategy. Plans will become clearer as the implementation process develops. Staff may obtain more detailed explanations about the new management approach and its impact on specific work situations from their supervisors.

In addition to management briefings, news bulletins will be distributed to all operational units, Regional Headquarters and National Headquarters on a bi-monthly basis. These bulletins will provide general information and highlight the progress being made in implementing the new management strategy. ✱



S m o k i n g

D e b a t e

A f f e c t s C S C

I n s t i t u t i o n s

THE BATTLE between smokers and non-smokers continues, with, it seems, ever more protection being given to non-smokers against exposure to tobacco. Even correctional facilities are not immune to this debate.

Treasury Board established a government-wide smoking policy in 1990. In August of the the same year, CSC received permission to establish its own smoking policy, allowing for partial exemption from non-smoking laws for its institutions.

With the exception of a number of more detailed restrictions, CSC's smoking policy does not permit smoking by staff or offenders "in the administrative areas, gymnasium, dining areas, kitchen and health care centers." Staff and offenders can, however, smoke in the living areas and visiting rooms. There has been some suggestion that CSC's smoking policy is not being ful-

ly observed. Regional Deputy Commissioners have been asked to remind staff of the need to do so.

There are also growing pressures from some staff and offenders for a more smoke-free environment. Judging from society at large, court challenges to CSC's present policy may well be launched before long. A number of institutions are trying to respond to pressures for a more smoke-free environment by (when renovating or adding to existing facilities) reserving a range or some other living area for non-smokers.

Considering that the Service's policy on smoking was issued almost four years ago, a review of the policy is in order. This has been discussed with the Union of Solicitor General Employees (USGE).

The Joint Occupational Safety and Health Committee (JOSH) at each institution is being asked to examine the issue and submit their views. Additionally, in CSC's all-staff survey in March, questions were asked on staff's attitudes about smoking. Inmates will also be consulted about their views on smoking.

In early summer, the Executive Committee will consider options based on the outcome of the JOSH deliberations, the survey results and professional input from health authorities. A Commissioner's Directive will probably then be issued. *

History of World No-Tobacco Day

IT WAS DURING HIS first voyage to America on October 15, 1492, that Christopher Columbus mentioned a plant called tobacco in his ship's log. His log stated that: "In a stretch of water between two islands I found a man alone in a small boat going from island to island, carrying some bread, a calabash of water, a piece of powdered-then-kneaded red-dish earth and a few dry leaves that must have been highly appreciated among his people because they brought me some as a gift in San Salvador."

When Christopher Columbus's companion, Rodrigo de Jerez brought back several cases of tobacco to Spain and started smoking in the streets of Barcelona, he had no idea how quickly the habit would spread. Smoking would become a habit for hundreds of millions of men and women. The tobacco plant, first cultivated in Spain in 1558, would quickly spread to every continent.

Christopher Columbus could never have imagined the problems that these innocent looking leaves would cause.

The many illnesses known to be caused by smoking clearly show that tobacco (when smoked) is far from harmless. Regardless of the many warnings about the effects of tobacco, smokers have discovered that it takes a great deal of courage and willpower to stop.

A day without smoking is the first step toward kicking the habit.

On May 31, 1994, the seventh **World No-Tobacco Day** will take place. Perhaps you will be among those who will refrain from smoking for 24 hours? Perhaps for you, this day will be a new beginning!

World No-Tobacco Day, organized by the World Health Organization (a branch of the United Nations) promotes research on specific subjects. The Organization also publishes information and launches new initiatives and challenges. This year, the chosen theme is *The Media Against Tobacco*.

Let us hope that **World No-Tobacco Day** will attract much media attention. If so, then the theme of World No-Tobacco Day, *The Media Against Tobacco* will have been well chosen. *





RESEARCH AND STATISTICS

In Brief

This section, prepared by the Research and Statistics Branch, is designed to make our readers aware of CSC's research activities. For more details, readers can contact the Research and Statistics Branch at: (613) 995-3975; or by facsimile: (613) 941-8477.

Forum On Corrections Research

The number of offenders who have special needs because of age or disability is growing. Correctional programs, services and supervision techniques must be designed or modified to accommodate these offenders. The May issue of Forum focuses on offenders with special needs. This issue examines the problems faced by these offenders, as well as the progress made in meeting these special needs in Canada and other jurisdictions.

NEW INITIATIVES

Classification of Substance Abuse Programs

The Research and Statistics Branch, in collaboration with the Program Development and Implementation Division of the Correctional Programs Branch, is conducting a major classification study of substance abuse treatment programs.

Studying the Work Attitudes of Offenders in Correctional Industry

Correctional industry programs aim to develop positive work attitudes in offenders. A study is currently being con-

ducted to identify and measure the work attitudes developed by offenders who work in Corcan operations.

Shift Work: Alternative Schedules and Their Effect on Performance

A literature review is being conducted by the Research and Statistics Branch to determine the impact of alternative shift schedules on staff's job performance and job satisfaction. The review will identify work schedules that might lessen the impact of shift work on employees, as well as provide a methodology for measuring the effects of shift changes on staff and management. The review is part the Branch's contribution to a CSC Working Group investigating alternative shift schedules. The Working Group includes representatives from management (Personnel, Institutional Operations) and the Union of Solicitor General Employees.

RECENT PUBLICATIONS

Native Offender Substance Abuse Pre-Treatment Program (J. Weekes and W. Millson)

The Native Offender Substance Abuse Pre-Treatment Program was developed and delivered by the National Native Association of Treatment Directors. The program is designed to serve as a pre-treatment or "warm-up" to prepare Na-

tive offenders for subsequent institutional or community-based intervention. The program blends established substance abuse treatment methods with a focus on Native culture, spirituality and other Native needs, to prepare offenders for treatment.

A total of 120 offenders from eight CSC institutions participated in the program. Although alcohol was cited as the major problem for these offenders, over 92% of the offenders who participated in the program had substance abuse problems classified as moderate-to-severe (i.e., drugs or alcohol).

Program participants showed noteworthy improvements in several areas including the extent to which they recognized that they had a substance abuse problem, attitudes toward substance abuse, self-esteem, general problem solving abilities and recognition of Native cultural factors.

The Validity of Offender Needs Identification and Analysis in Community Corrections (L.L. Motiuk and S. Brown)

In collaboration with an Ontario Region Working Group, the "Case Needs Identification and Analysis" portion of the Offender Intake (Front-end) Assessment Process was adapted and

(continued on next page)



In Brief

(continued from previous page)

field tested for community-based corrections. The seven need areas assessed included the offenders' employment history, marital/family situation, associates/social interaction, substance abuse history, personal/emotional orientation and attitudes.

A sample of 573 federally sentenced adult male offenders who had been released from Ontario region institutions, over a six-month period, was gathered for the study. Twenty-two parole offices (including one Community Correctional Centre) and seven private agency offices were represented. The results of the Case Needs Identification and Analysis field test verified previous findings concerning the predictive value of offender risk/needs assessment. All of the seven need areas (listed above) were significantly related to an offender's likelihood of succeeding or failing on conditional release.

As many as 36.7% of offenders assessed as high-risk/high-need (using the Offender Needs Identification and Analysis test), were issued suspension warrants within six months of their initial assessment. In contrast, only 9% of offenders assessed as low-risk/low-need were issued suspension warrants. Factors that were found important in predicting an offender's failure on conditional release were: a lack of education, unstable job history, marital problems, poor family functioning, criminal associations, poor financial management, weak cognitive skills and anti-social attitudes. Variables found to be unrelated to an offender's conditional

release outcome were: learning disability, physical impairment, physical/sexual abuse as a child, social isolation, assertiveness, health, self-presentation, sexual dysfunction and mental deficiency. Another important finding was that offenders assessed to be motivated to address their needs had significantly better release outcomes.

CSC Staff Survey of Knowledge and Attitudes Regarding Family Violence (E. Vallières)

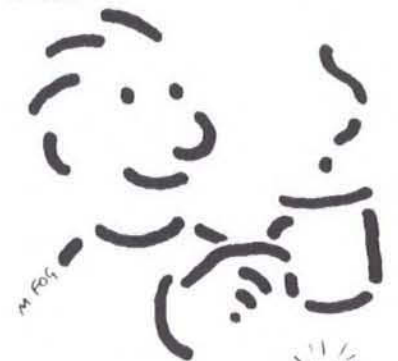
The Research and Statistics Branch conducted a mail survey of CSC operational staff who work with offenders (correctional officers/supervisors, case management officers, instructors, medical service providers, general labour/service groups, psychologists and chaplains). Of the 1,500 staff who were randomly selected to participate in the survey, 941 (67.2%) responded. The survey assessed various indicators of awareness of family violence issues in general, and as they relate to offenders. Staff were surveyed about their attitudes toward family violence and gender relations, opinions regarding the responsibility of CSC and CSC staff in dealing with family violence issues in the offender population, and the need for educational programming in this area. The survey also assessed levels of family violence awareness and attitudes across occupational groups and other background factors. Overall awareness of family violence issues was assessed by com-

paring the responses of staff to current knowledge in this field.

The survey results indicate that staff are relatively well informed about family violence issues. Depending on the occupational group surveyed, between 60-90% of employees responded to the survey questions in a manner that corresponds to available empirical information about family violence. Psychologists and case management officers appear to be more informed about general issues of family violence than instructors, correctional officers, general labourers and others. Some male staff, older staff and those who have been working in their present positions for the longest periods tend to be less aware of family violence issues. *

HELP WANTED

Help cut down on our use of throwaway products by bringing your own cup to work.



GO GREEN.
THIS WEEK. EVERY WEEK.



FINDINGS OF SURVEY ON VIOLENCE AGAINST WOMEN

BETWEEN February and June, 1993, Statistics Canada conducted a national survey on male violence against women. A random sample of approximately 12,300 women, 18 years of age or older, were interviewed about their experiences of physical and sexual violence since the age of 16, and about their perceptions of personal safety. The results of this national survey, which was the first of its kind anywhere in the world, are highlighted below.



The survey revealed that violence against women is widespread. Among the most notable findings were that women face the greatest risk of violence from men they know, rather than strangers, and that the number of violent attacks in large urban centres surpass rural attacks by a small margin (54% vs. 46%). In more than 40% of the violent incidents, the abuser had been drinking alcohol.

Eighteen percent of violent incidents were reported to have resulted in physical injury, and almost half (45%) of these were spousal assaults. In nine-of-ten incidents victims reported feelings of anger, fear and lack of trust. However, only 9% of the victims used the services of a social agency. Of those who did, most were cases of wife assault (24%). Only 16% of the abusers received counselling for their violent behaviour.

Very few incidents (14%) were reported to the police, and only 33% of these resulted in a charge.

Cases of wife and physical assaults were more likely to be reported than sexual assaults.

Attacks not involving marital partners were more likely to result in a charge than were those by spouses. It was also found that weapons were used more frequently in spousal attacks than in non-spousal ones. *

FINDINGS

- One-half of all Canadian women have experienced at least one incident of violence since the age of 16.
- Almost one-half of women reported violence by men known to them and one-quarter reported violence by a stranger.
- One-quarter of all women have experienced violence at the hands of a current or past marital partner (includes common-law unions). In 34% of the cases of wife assault, the abuse or threats of abuse were serious enough that the victims feared for their lives. While 45% of these spousal assaults occurred in past marriages, 13% of women in their current marriage had at some point felt their lives were in danger.
- One-in-six currently married women reported violence by their spouses; one-half of women with previous marriages reported violence by a previous spouse.
- More than one-in-ten women who reported violence in a current marriage have at some point felt their lives were in danger.
- Six-in-ten Canadian women who walk alone in their own area after dark feel "very" or "somewhat" worried doing so. Seventeen percent of women said they carry something with them to defend themselves or to alert other people.
- Women with violent fathers-in-law are at three times the risk of assault by their partners than are women with non-violent fathers-in-law. *

GUN CONTROL IN THE UNITED STATES

IN THE UNITED STATES, the *Brady Gun Control Law* was to be completely implemented by February 28, 1994. The law requires, for the first time, criminal background checks of prospective handgun buyers in the 24 states that do not already have such gun control measures. Gun dealers must provide notice to the "chief law enforcement officer" of the jurisdiction where the buyer lives. The chief law enforcement officer must then "make reasonable effort" to ascertain, within five business days, "whether the buyer's receipt or possession of a handgun would be in violation of the law." (The five-day waiting period does not apply in states that already have established "instant check" gun buyer el-

igibility systems, in which gun dealers, using the telephone or a computer terminal, get yes-or-no responses from state law enforcement officials within minutes. States that have gun permit systems are also exempt.) The ultimate goal is to establish an "instant check" system within five years. The Attorney General must decide on the hardware, software and communications for such a system by June 1, 1994. Additionally, the Attorney General must also complete a study of the criminal history systems of each state and establish timetables for each state to be able to provide those records on an "on-line" basis.

Gun dealers will now be prohibited from making sales if they know or

have reasonable cause to believe that the buyer:

- ▼ is under indictment for, or convicted of a felony;
- ▼ is a fugitive from justice;
- ▼ is an unlawful user of, or addicted to, controlled substances;
- ▼ has been adjudicated a mental defective or committed to a mental institution;
- ▼ is an illegal alien, has had a dishonourable discharge from the armed forces; or
- ▼ has renounced his/her citizenship

It is expected that implementation of the *Brady Law* will require substantial efforts by thousands of criminal justice agencies nation-wide. Considerable effort has gone into consultations with state and local officials, gun dealers and law enforcement agencies explaining various provisions of the Bill, such as defining the "reasonable efforts" that local law enforcement agencies must make to determine whether a prospective handgun buyer is eligible.

There are clearly significant interpretation and implementation issues that remain to be addressed. The most significant challenge lies in improving criminal history records and establishing the technology and communications systems to access and quickly retrieve data. Congress has deliberately left many issues unresolved in the *Brady Law*, and given executive-branch officials leeway to fine-tune the law through regulations. *

This information was summarized from the *Criminal Justice Newsletter* (Vol. 25, No. 3, 1994).



CSC'S MENTORING PROGRAM

CSC'S MENTORING PROGRAM is a learning opportunity for staff interested in development. Through the Mentoring Program employees learn the organization's culture, learn new skills and perspectives in an ever-changing work environment, and generally learn how to better do their jobs. The program is not a means of promotion, nor is it designed to provide new job prospects.

For mentors, the program is an opportunity to sharpen interpersonal skills and contribute to the development of less experienced employees. Mentors will also benefit by receiving a different perspective on the organization by listening to the views of their "associates." By agreeing to participate in the program, mentors commit to be available to their associate on a regular basis. Associates will be encouraged to discuss problems and challenges with their mentors. Joint activities (between mentor and associate) and sharing work experiences will also form part of the learning process.

The Mentoring Program provides associates with the opportunity to learn from someone in a supervisory or managerial position – associates get an inside look at life at this level. Associates should take the initiative in managing the partnership by scheduling meetings and organizing an agenda. Associates should follow-up on suggestions and advice received during their mentoring

sessions. Associates should also be prepared to invest extra time in researching and reading articles to prepare for meetings or activities with their mentors.

The Mentoring Program is intended to benefit those participating and to help make mentoring an accepted and valued part of CSC's culture. Mentoring should prove to be a useful way of providing staff with self-development opportunities, enhancing job satisfaction and encouraging the sharing of ideas and values across the Service.

Employees who would like further information on the Mentoring Program are encouraged to contact their regional representative (listed below), or Rae Raymond at National Headquarters. *

Regional Representatives of the Mentoring Program

Atlantic: Simonne Poirier
Quebec: Joanne Limoges
Ontario: Bob Fisher
Prairies: Bill Thompson
Pacific: Larry Pasch
NHQ: Lise Dagenais

A COMPARISON OF INSTITUTIONAL STAFF LEVELS BY JURISDICTION

CANADIANS often assume that federal programs, relative to provincial programs, are rich in resources. In the world of corrections, this does not seem to be the case – although comparisons are difficult to make. For example, provincial offender populations turn over more quickly than federal offender populations, but offenders in federal institutions are convicted of more serious crimes, have longer sentences and require more programming.

The following data, from the Canadian Centre for Justice Statistics, shows the ratio of offenders to total institutional staff in different jurisdictions in Canada. *

Jurisdiction	No. of Offenders	Total Institutional Staff	Offender to Staff Ratio*
Yukon	80	76	1.05
Ontario	7,421	6,615	1.12
Nova Scotia	395	296	1.33
Prince Edward Island	115	86	1.34
Quebec	3,556	2,660	1.34
CSC	12,342	8,310	1.49
British Columbia	1,927	1,236	1.56
North West Territories	278	170	1.64
Saskatchewan	1,198	721	1.66
Newfoundland	410	242	1.69
Manitoba	939	555	1.69
Alberta	2,584	1,357	1.90

*Indicates the number of offenders per one staff member. For example, in CSC, there are 1.49 offenders for every institutional staff member (or approximately three offenders for every two institutional staff members).

PRIVATE FAMILY VISITS – AN UPDATE



THE RECENT MURDER of a visitor in the Private Family Visiting Unit at Kent Institution has focused attention on CSC's Private Family Visit Program.

The Program was first introduced in the early 1980s at maximum-security institutions and expanded to other institutions in the mid 1980s. There are now 88 private family visiting units across the country.

Few visits result in reported offences. For example, in 1992-93, an estimated 10,000 private family visits were made and only 36 incidents are known to have occurred – a small figure considering that a total of 1,278 security incidents were reported by institutions. The following is a breakdown of the 36 incidents that occurred in connection with the Private Family Visiting Program.

There is undoubtedly some under-reporting of incidents involved in the above figures, however, a recent research study demonstrated that this is the case with statistics in general.

The Private Family Visiting Program was evaluated in 1983 and again in 1989. Both evaluations concluded that generally, the Program had a positive impact on the morale and behaviour of inmates, positively impact-

ing on the climate within institutions. Additionally, the records of participating inmates showed a reduction in the number of institutional offences they committed. A study of the longer term impact of the Private Family Visiting Program on recidivism is under consideration.

On a final note, it is safe to say that visits from family and friends influence inmates in a positive manner; this positive influence is apparent in other aspects of an inmate's activities. For example, a 1992 Ontario region study on walkways showed that inmates who had one or more visits from family and/or friends were far less likely to walk away (only 6 of 41 cases) than those inmates who did not have any visits (32 of 41 cases). *



Type of Incident 1992-93	Atlantic	Quebec	Ontario	Prairies	Pacific	Total
Major Assault	–	2	2	–	1	5
Minor Assault	–	1	2	1	–	4
Contraband	4	4	10	–	3	21
Other (i.e. accidents, disciplinary)	–	2	4	–	–	6
Total	4	9	18	1	4	36

CORRECTION

Our last issue of *Let's Talk* (February/March 1994) featured an article on the National Citizens' Advisory Committee Conference. In this article, on page 20, we incorrectly identified Michel Houde as the Head of the Cowansville Citizens' Advisory Committee (CAC). The article should have identified Pierre Dupuis as the Head of the Cowansville CAC. We apologize for any confusion this may have caused. *

Let's Talk

Autumn 1994

Correctional Service of Canada



CSC
in '94



Correctional Service
Canada

Service correctionnel
Canada

Canada

LET'S TALK / ENTRE NOUS

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Autumn 1994

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Let's Talk

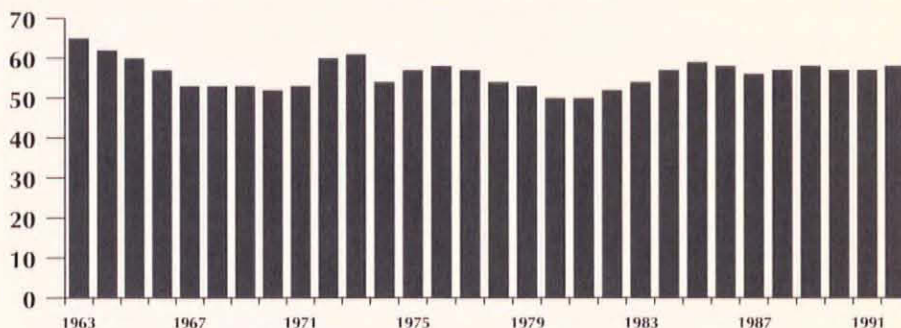
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KEEPING PERSPECTIVE

I HAVE RECENTLY been looking at historical trends in our field. It has been interesting, and on the whole, encouraging. (This is not, of course, an argument for complacency – we do have tough problems to tackle and plenty of room to improve.)

Until recently, the growth of the offender population has mirrored the growth in the Canadian population; expressed as a proportion of the Canadian population, the inmate population rate per 100,000 adult Canadians has remained essentially constant over the years from 1963 to 1992. However our figures of the past eighteen months show a rapid increase in inmates (and this will no doubt show up in the CCJS data of 1993 when it is published).

Average Annual "Actual-In" Federal Inmate Count Per 100,000 Adult Canadians, 1963 To 1992



Source: Adult Correctional Services In Canada: CCJS (85-211E Annual)

Contrary to public opinion, we are not releasing a higher proportion of offenders into the community.

Percentage Of Offender Population Under Supervision 1978 – 1993

Year	Total Population	Institutional Population	Population on Supervision	%
1978	14,954	8,617	6,337	42
1979	15,483	8,384	7,099	45
1980	14,987	8,496	6,491	43
1981	14,563	8,520	6,043	41
1982	15,552	9,011	6,541	42
1983	16,640	9,943	6,697	40
1984	17,640	10,371	7,269	41
1985	18,247	11,000	7,247	39
1986	18,778	11,461	7,317	38
1987	19,474	11,009	8,465	43
1988	20,094	11,132	8,962	44
1989	20,426	11,713	8,713	42
1990	20,967	12,029	8,938	42
1991	21,370	11,988	9,382	43
1992	22,425	12,752	9,673	43
1993	22,791	12,902	9,889	43

From: CSC Offender Population Forecast for 1993 to 2002 (Research and Statistics August 1992)

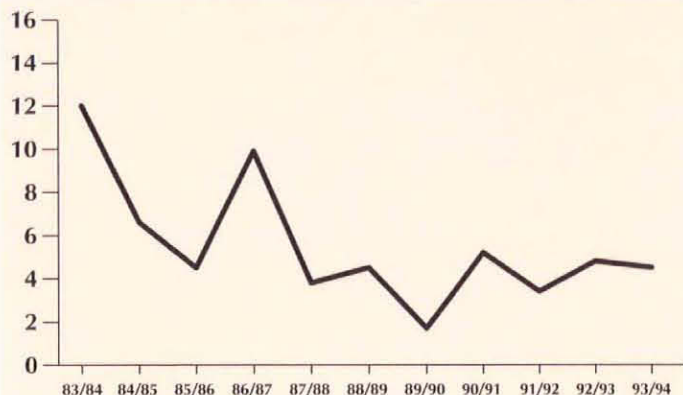
Note: Population figures are those of March 31 in each year

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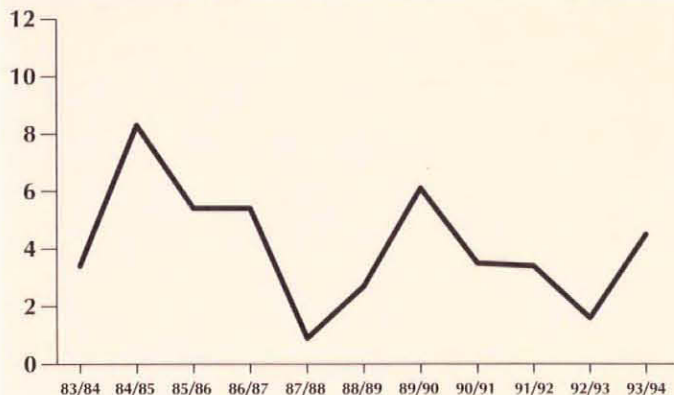
Many aspects of institutional life have improved compared to a decade ago. For instance, despite our legitimate worries about drugs,

double bunking, and so on, the following figures show that the rate of serious incidents within our institutions is not increasing.

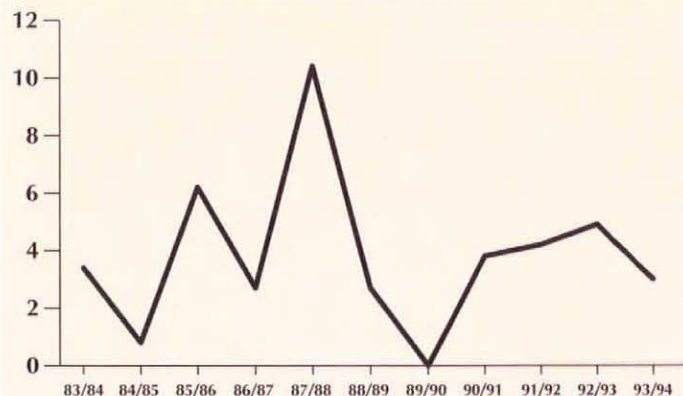
Inmate Murders (Rate per 10,000)



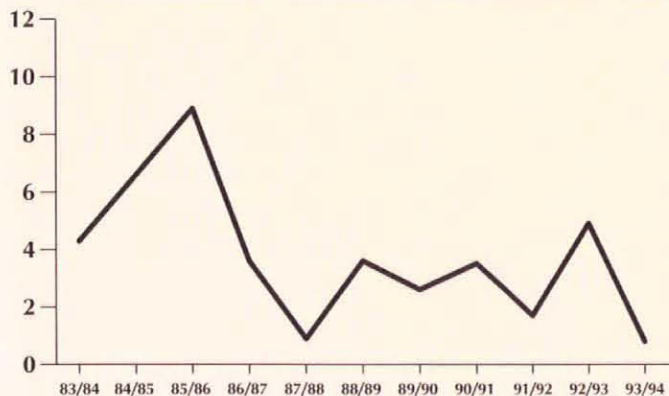
Hostage Taking (Rate per 10,000)



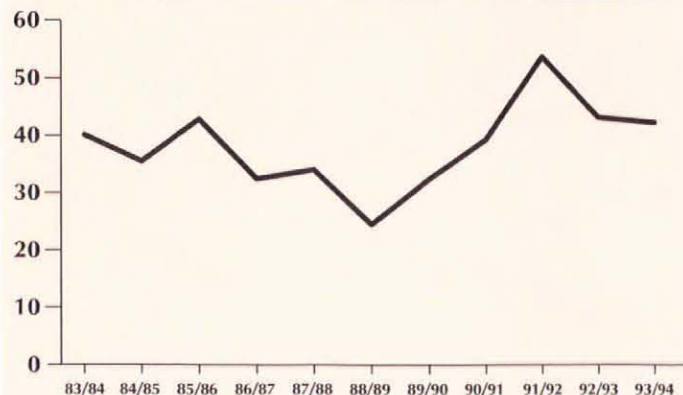
Major Disturbances (Rate per 10,000)



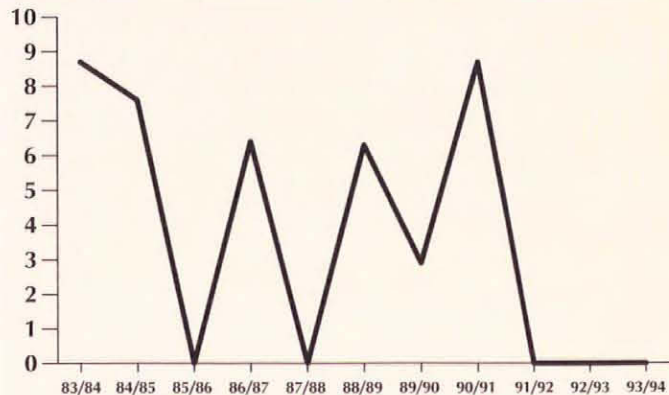
Major Assaults On Staff (Rate per 10,000)



Major Assaults Of Inmates (Rate per 10,000)



Escapes From Maximum-Security Institutions (Rate per 10,000)



Let's Talk

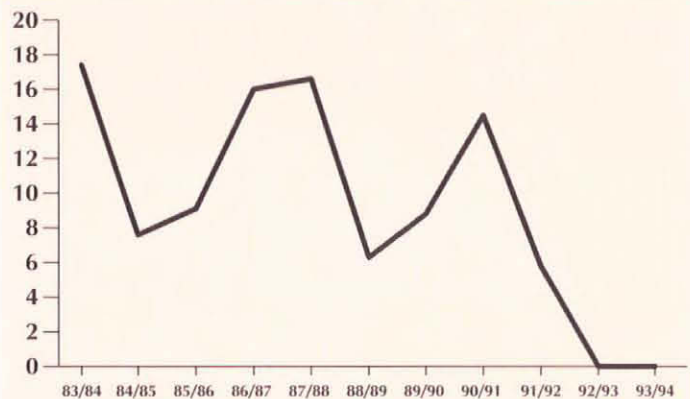
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Commissioner

KEEPING PERSPECTIVE (CONT'D)

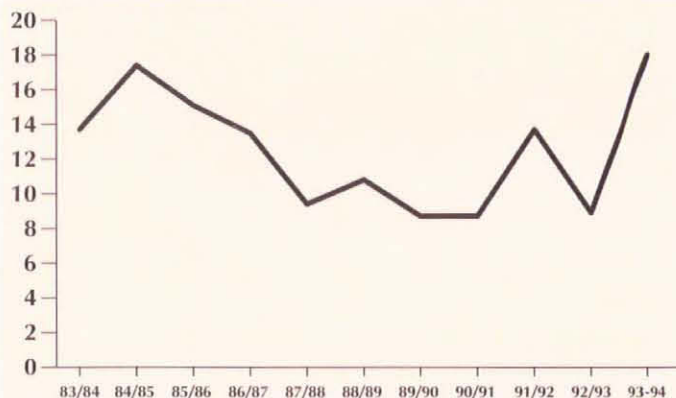
Escapes From Medium-Security Institutions (Rate per 10,000)



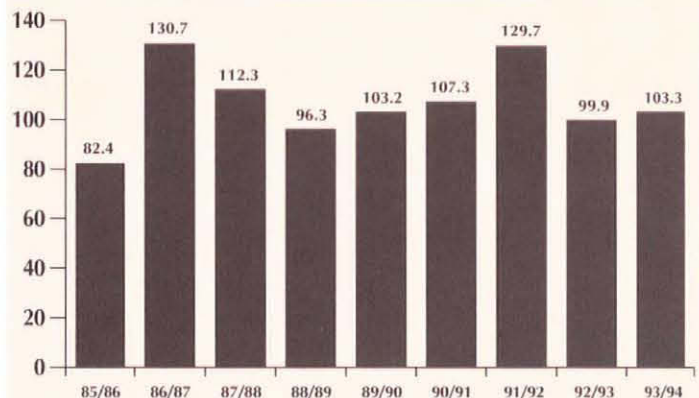
Escapes From Escorts (Maximum-Security) (Rate per 10,000)



Suicides (Rate per 10,000)



Walkaways From Minimum-Security Institutions (Rate per 1,000 inmates)



Even the number of suicides has not increased over the past decade, although the sharp increase in the 1993-94 fiscal year over the years immediately before is very troublesome and under intensive review. The early months of 1994-95 suggest a sharp drop.

While the media reports often suggest an explosion in the number of walkaways, the trend here has also been somewhat unremarkable. Early data of 1994-95 suggests we may also see a sharp drop.

On a final note, although CORCAN has not met its ambitious sales targets, CORCAN sales (in 1985 constant dollars) are 66.9% higher than eight years ago. *

John Edwards

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Autumn 1994



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HE didn't particularly stand out from the crowd. He got along well with staff and seemed to have adjusted to his environment. He had a history of violence, drug use and family problems, but so did a lot of the men on his range. In retrospect, staff and inmates realized that there had been signs: his distress over the upcoming transfer, his absence from several meals that week, and the fact that he gave away some of his personal possessions. They were stunned to find his body one morning with a home-made noose around his neck.

SUICIDE PREVENTION: WORKING TOWARD A BETTER APPROACH

ALTHOUGH early 1994-95 looks promising, with 3 suicides compared with 7 at this time last year, 1993-94 has been one of the most challenging years in CSC's history in terms of inmate suicides. There were 24 such deaths, more than twice as many as occurred the year before and well above the average of 12 per year. This alarming rise in suicides underscores the need for a review of CSC's implementation plan known as *The National Strategy for the Prevention of Suicide and Reduction of Self-Injury*. This plan focuses on staff training, early identification of potential suicides, information sharing, quick intervention and support for people affected by an inmate's suicide.

To better understand the problem of inmate suicides, CSC recently conducted a second study of the suicides that have

occurred over the last two fiscal years. Among other things, the study, entitled the *Retrospective Study of Inmate Suicides in the Correctional Service of Canada, April 1992 to March 1994*, attempted to find out why the sudden increase in suicides happened and whether this signifies a new trend.

Conducted by Jane Laishes of Mental Health Programs Division, the study produced no simple answers to these complicated questions. It did, however, shed light on the broader issue of suicide prevention. Laishes found that some of last year's increase may have been caused by a number of factors – such as drug activity or involuntary transfers – triggering despair among certain individuals. On the other hand, the rash of incidents could also be the



result of a clustering effect – the tendency of random events (such as air crashes) to occur in a bunch rather than be evenly spaced. Even if this is the case and the suicide rate goes back to average levels or less, the Service still faces a very serious challenge since even one suicide is considered tragic.

The retrospective study points out that federal offenders commit suicide 3.5 times more often than do their counterparts (people of the same sex and age group) in the general population. The consequences of such acts are wide-ranging – from the tragedy of the loss of a life to the trauma experienced by those left behind, including other inmates, staff and families.

PREDICTABLE AND PREVENTABLE?

Are certain situations likely to lead some individuals to commit suicide? The study found a number of characteristics common among the inmates who committed suicide over the last two years. Many of the men (all cases were male) came from dysfunctional families, were involved with drugs and had a history of violence. Among the possible motivating factors for many were:

- Concern about a transfer, appeal or parole decision;
- Worries about a drug debt or other financial problem;
- The abuse of drugs or alcohol; and
- Mental and physical health problems.

Being aware of these factors can help staff identify inmates who may display suicidal tendencies. But this task is complex since many non-suicidal inmates may also fit the profile of those at risk. What's more, many of the men who subsequently committed suicide did not exhibit unusual behaviour beforehand. They may have continued to work, had good relationships with staff and seemed "OK." Thus, suicides among inmates are often hard to predict. Some are not predictable at all because the inmate's decision to take his life can be sudden and well concealed.

In those suicides that were predictable, staff usually took the right actions but were unable to prevent the tragedy. The sad fact seems to be that those offenders very determined to take their own lives will probably find the means and opportunity to do so. In some cases, suicide was predictable and perhaps even preventable. Unfortunately, staff and fellow inmates sometimes failed to recognize the warning signs or to respond in time. In other cases, the right person wasn't alerted because of a break-down in communication.

"We need to minimize such cases through proactive, preventive strategies," Laishes says. "People in the field who work closely with inmates agree that dynamic strategies are what can work and what we need."

The retrospective study recommends a number of measures, including:

- Better and more day-to-day interaction between line staff and offenders to keep an eye out for inmates who may be in trouble, feel isolated or suffer from despair, and assess their risk for suicide.
- Improved communication among staff about those at risk.
- Careful observation of offenders during periods of high-stress. Staff must be particularly watchful of inmates who receive bad news about a transfer, appeal or other major event, and provide support.
- Control of the drug trade. Since substance abuse is often a factor in suicides, the reduction in the availability of drugs may reduce attempts. Staff must also be on the lookout for inmates who incur drug debts.
- Support for inmates who are HIV-positive. HIV status seems to be a recent factor in the suicide equation, with 12% of those who committed suicides over the past two years having been diagnosed with HIV or AIDS – far greater than the number believed to be HIV-positive in the general inmate population (according to the *Expert Committee on AIDS and Prisons, 1994*, the estimated rate of infection is 0.78%). Such cases can be expected to increase should

HIV and AIDS affect more of the prison population.

- More support to the survivors – those left behind after a suicide occurs; and
- A uniform process for investigating suicides to identify factors surrounding each case. This process has been inconsistent in the past.

These issues will be addressed as part of *The National Strategy on Suicide Prevention*. The plan is to focus on training all line staff who have direct contact with offenders, including health care providers, case managers and correctional officers. Topics will include assessing risk, who to contact about risk situations, and crisis intervention. The training of trainers in suicide prevention techniques is scheduled to begin soon.

"We especially want to sensitize staff on the floor, make them aware of what to look for," says Bram Deurloo, Director of Mental Health Programs. "And we want them to be vigilant in their communication and follow-up."

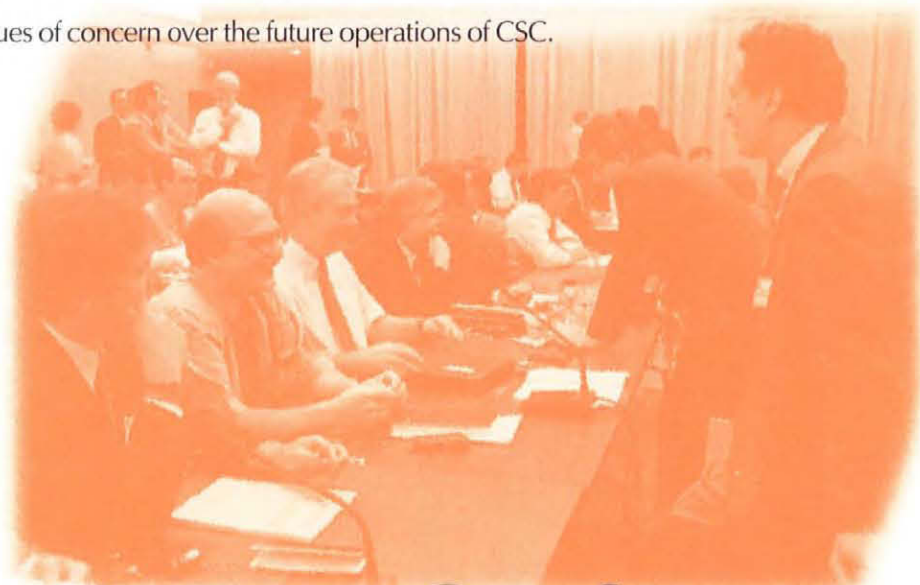
Often other inmates are more aware of a potential suicide than staff, Deurloo points out. Therefore, the National Strategy will include the trial use of peer support programs in suicide prevention. These programs may take the form of self-help groups for inmates with suicidal tendencies and buddy systems that encourage offenders to support their more vulnerable mates. There are a number of such programs in U.S. prison systems and one under way at Archambault Institution in the Quebec region. Inmates are informed about what they can do if they think another inmate is suicidal; a number of inmates are being trained in basic intervention methods.

The National Strategy will also focus on providing support to the various people who may be traumatized when a suicide occurs. These people need a chance to vent their emotions with a trained counsellor, otherwise these feelings will result in stress. A form of intervention known as *Critical Incident Stress Debriefing* will therefore be routinely given to staff, offenders and families affected by suicide.

A basic assumption of the national strategy, and a point emphasized by both Bram Deurloo and Jane Laishes, is that suicide prevention must be a team effort. The entire organization must be involved – from the correctional officer who overhears a threat to the psychologist assigned to provide counselling. No one staff person or group can do the job alone. ★

by Gabriella Goliger

On May 31, 1994, Senior Managers gathered in Ottawa for a three-day conference, to discuss the challenges confronting CSC over the next five years. Through plenary sessions such as "Making it Happen," Dimensions of Organizational Culture, Management Renewal Within CSC, Population Management Issues, Results from CSC All-Staff Survey, Drug Enforcement and Prevention, and Public Consultation, managers were able to rethink their role as leaders and to raise issues of concern over the future operations of CSC.



Senior Management Conference

IN HIS ADDRESS TO THE CONFERENCE, Commissioner John Edwards commented on a broad range of internal and external issues.

The Commissioner emphasized that CSC is a good organization and austerity will continue to play an important role. He made it very clear that CSC is committed to re-organization and managers must explore ideas on how to reinforce the pressures of visible public accountability.

The Commissioner devoted a significant portion of his address to the question of public accountability. The following is a brief summary of his comments:

"For decades, an enormous amount of attention has been given to this concept, but it is one of those top-

ics about which "much more has been said than done." The pressures for visible public accountability of public servants are rising across the federal government, but perhaps particularly in the criminal justice field because of the heightened fears of many Canadians.

What does this mean in practice for us? I do not think we have the choice of hunkering down and hope the searchlight will shift to other targets. Such a strategy would, I believe, carry very real dangers of generating more and more suspicion and hostility.

Instead, I believe we, all of us in this room, must open up to the external environment in ways we have generally not done before, or at least in ways not done as much before. I am

talking about activist campaigns to reach out to communities. At the national level, this may be partly through our work with the Federation of Canadian Municipalities. At the big city level, it may be through participation in crime prevention councils. At the local level, it may be through open houses, media days, or seeking out a chance, every so often, to make a presentation to the municipal council – or a flyer to the community during periods of stress.

I am talking about a general willingness to share information with the public. Public accountability means having understandable answers for questions addressed to us.

The best value we can bring to our work is professional judgement but,



The Honourable Herb Gray,
Solicitor General.



Commissioner Edwards
addressing the delegates.

in these days of public scepticism, we, as professionals, must be able to describe

- the body of beliefs that we profess;
- the discipline we follow in our work.

Just like doctors, we have to be able to spell out the symptoms we detected, the tests we ran, the prescriptions we gave, and the results from the treatment.

We must also be able to assure the Canadian public that, where it is warranted, the staff who, through acts of

omission or commission, contributed to the incident are given suitable penalties.

Let there not be any confusion. I am not talking here of staff following our normal processes and making reasonable decisions which prove to be wrong.

I should stress that I am not naive enough to believe that the kind of actions I have described will satisfy those Canadians who hold a zero tolerance view of our work. Our work is risk management and we can never promise zero risk. But going out actively with our story will limit the ability of the zero-risk advocates from making more converts.

Let me conclude this part of my speech by suggesting that to handle public accountability well will require some adroit footwork on all our parts. It is not easy for traditionally low profile public servants to come out into the limelight. It is not easy for us to design and describe policies, processes and tools with one eye on the possibility that the written material will be read by people who are not experts in our business. It is not easy to strike a balance between privacy of offenders and the desire of the public to know anything they might be interested in knowing."

Thérèse Leblanc, Warden of Truro Women's Facility, addressed the conference on the subject of public consultation. She emphasized that consultation is an essential element to the success of a new initiative. "Correctional initiatives frequently elicit strong emotional responses from communities."

Leblanc made it clear that in order for CSC to achieve objectives the public must be supportive. "Canadians have

a right to know how and why we conduct our business." At the close of the speech, Leblanc said her experience with public consultation has been positive. At the end it leads to true partnerships with communities, agencies and the public.

The Honourable Herb Gray, Solicitor General, addressed the Senior Managers during a luncheon at the National Arts Centre. He told the managers that public expectations have never been greater than we are seeing today.

The process of public consultation must be accessible and visible. "Public consultation has become a primary focus of federal government policy." He pointed out that over the years the number of violent incidents in communities has increased and the public has become fearful for their safety.

The Solicitor General emphasized that the public has to have a voice and has to be involved in the process before decisions are made. "The confidence of the public comes from listening to the people of the community and addressing their concerns."

Other highlights at the conference included the signing of the CAC Mission by Commissioner Edwards and René Pelletier, President of National Citizen's Advisory Committee (CAC). The ceremony confirmed CSC's commitment to public accountability. As well, the Commissioner took the opportunity to honour nineteen senior managers for their outstanding service in corrections. *

by **Cheryle Levert**
COSEP Student, Communications Branch

Women in Police & Corrections

TAKING ACTION AGAINST HARASSMENT IN THE WORKPLACE

THE WOMEN IN POLICE AND CORRECTIONS launched 1994 by holding a conference on emotional harassment in the workplace in Prince Albert, Saskatchewan. The conference attracted approximately 100 people, with participants from both the public and private sector attending. During her address, guest speaker Glenda Carter from the Provincial Mental Health Unit in Alberta described her research findings and clinical work, and defined emotional harassment as "a syndrome of behaviours which are abusive and persistent." She continued by saying that these behaviours include actions which undermine, trivialise, degrade and intimidate the person being harassed. She described "crazy making" as a condition where the recipient of emotional abuse "can no longer judge what is real emotional harassment."

The "tormentors" (term Carter uses to describe the persons inflicting emotional harassment) may be supervisors, co-workers and subordinates. Carter also spoke of "marginals" – a group of people that witness the harassment or abuse but do nothing about it.

Carter made it clear that this type of harassment occurs to both genders and at all levels of authority. Noting that the audience was mostly female, Carter stressed that emotional harassment is not a women's issue. "In fact," she added, "when I address TV or radio audiences, the majority of those who call in are male.

Dealing with the problem of emotional harassment is difficult for several reasons, including the fact that people subjected to this type of harassment lack the common language necessary to define the problem. Other obstacles encountered include that:

- (i) reporting harassment threatens the status quo and makes people uncomfortable;
- (ii) managers often do not know how to deal with harassment or mistakenly label the problem as a personality clash between the two parties;
- (iii) tormentors are typically blind to the effects of their behaviour or they deny the accusation or even change the "details of what happened";
- (iv) tormentors create environments which hamper disclosure. There exists a strong and often correct belief that if you are a victim of abuse and speak up, you will just be re-victimized – if you are a marginal and speak up, you might be the next victim; and
- (v) the "culture" at work may be one in which this type of abuse has been going on for so long that people believe it is normal.

The audience's response to this conference was tremendous, with several participants relating shocking stories of their own experiences of abuse in the workplace.

Participants also had an opportunity to address questions to a guest panel composed of a physician, a lawyer, a native Elder, a representative from the Provincial Human Rights Commission and one from the Prince Albert Multi-Cultural Council. The audience found the information provided by the lawyer and by the human rights representative particularly interesting, if not wholly encouraging. Both panel experts agreed that this type of abuse is difficult to prove and may not be covered under Human Rights legislation at the provincial level.

On a more positive note, conference participants endorsed the development of two groups. The first group is a self-help group and will try to help members help themselves. The second group is for those who would like to help in creating public awareness about emotional harassment and to help lobby for legislative changes. Over half of the conference participants expressed an interest in becoming involved in one or both groups. *

by **D. Hunter**, Institutional Psychologist,
Prince Albert, Saskatchewan

For more information about the conference, or to obtain a video tape of Ms. Carter's presentation, contact D. Hunter, c/o Box 160, Prince Albert, Saskatchewan, S6V 5R6.

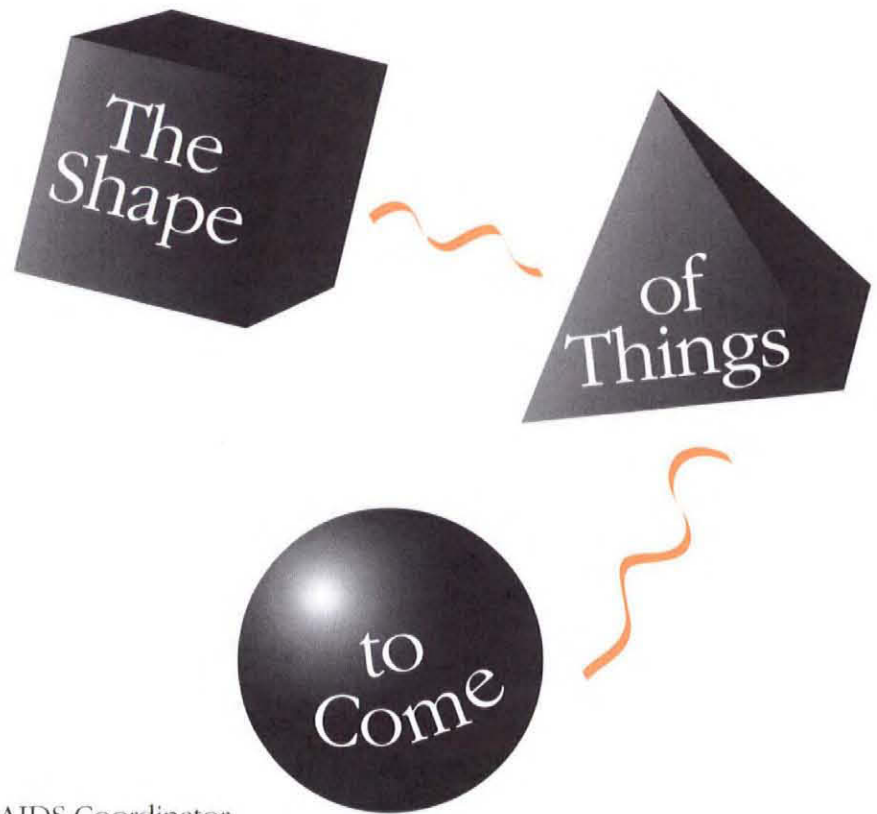
The Expert Committee on AIDS and Prisons

AS of May 1994, there were 107 HIV positive inmates in federal penitentiaries — about 1% of the total prison population, or 10 times the rate in the community-at-large.

Issues raised by HIV/AIDS and drug use in prisons have been the subject of considerable concern and controversy. In an effort to resolve these issues, the Solicitor General created the Expert Committee on AIDS and Prisons (ECAP) in June 1992. ECAP was a joint initiative with Health Canada under the national AIDS strategy. It was to recommend ways to prevent the transmission of HIV and other infectious diseases in federal penitentiaries and to promote and protect the health of inmates, staff and — since most inmates are in prison for relatively short periods of time — the general public.

In March 1994, CSC released ECAP's final report, which consists of three documents: *HIV/AIDS in Prison: Final Report of the Expert Committee on AIDS and Prisons*; *Summary Report and Recommendations*; and *Background Materials*.

The ECAP report identifies 14 major issues raised by HIV/AIDS and drug use in federal institutions. According to Wayne Stryde, CSC's



AIDS Coordinator, "the Final Report takes a strong public health approach to the problem of HIV infection in prison and a harm reduction approach to the problem of drug use." Although several of ECAP's recommendations, such as the distribution of bleach kits for needle sterilization, may appear to be in conflict with established correctional policy, the report contends that such measures may be necessary to protect inmates, staff and the public from the much greater harm of HIV infection.

One of the recommendations which also extends CSC policy boundaries is that anonymous HIV testing should be made available to all inmates. CSC has agreed not

only to more vigorously promote voluntary HIV testing at reception and during incarceration, but to pilot test an anonymous HIV testing program in at least one institution. Likewise, CSC accepts ECAP's recommendation to strengthen its current policy of keeping inmates' personal medical information confidential, including their HIV status. However, since prisons have unique security concerns, the policy will continue to allow for disclosure without consent when an inmate with HIV puts anyone's safety at risk.

In the area of education, CSC has agreed to build on and improve its educational programs for inmates



Wayne Stryde, CSC's AIDS Coordinator

about HIV/AIDS and drug use and has also accepted ECAP's suggestion to pilot test a program to train and pay inmates as peer health counsellors.

On the issue of preventive measures and consensual sexual activity, CSC has agreed to strengthen the existing policy of making condoms, dental dams and water-based lubricant easily and discreetly available to all inmates, but ECAP's proposal to remove consensual sexual activity from the category of institutional offences was not accepted.

It was on the issue of drug use that CSC had the most difficulty complying with ECAP's recommendations. Because CSC recognizes that unsafe drug use exists and that new approaches are required, the Service has agreed to pilot test a bleach distribution program in one institution. However, it will continue to vigorously pursue current policies regarding the interdiction of drugs,

urinalysis testing and the treatment and rehabilitation of inmates with substance abuse problems. CSC could not accept ECAP's recommendations to provide methadone maintenance treatment and to pilot test needle exchange programs in federal institutions.

ECAP concludes in its report that making sterile injection equipment available in prisons "will be inevitable," particularly because bleach may not be effective in destroying HIV when used in hurried, covert circumstances. CSC is therefore planning to participate with Health Canada and public health authorities in a program of research on high risk behaviour, such as injection drug use and related prevention strategies.

In an effort to prevent HIV transmission through tattooing and piercing, CSC has agreed to allow inmates to engage tattooing and piercing services at their own expense but will continue to prohibit inmates from providing the service themselves or from possessing the equipment.

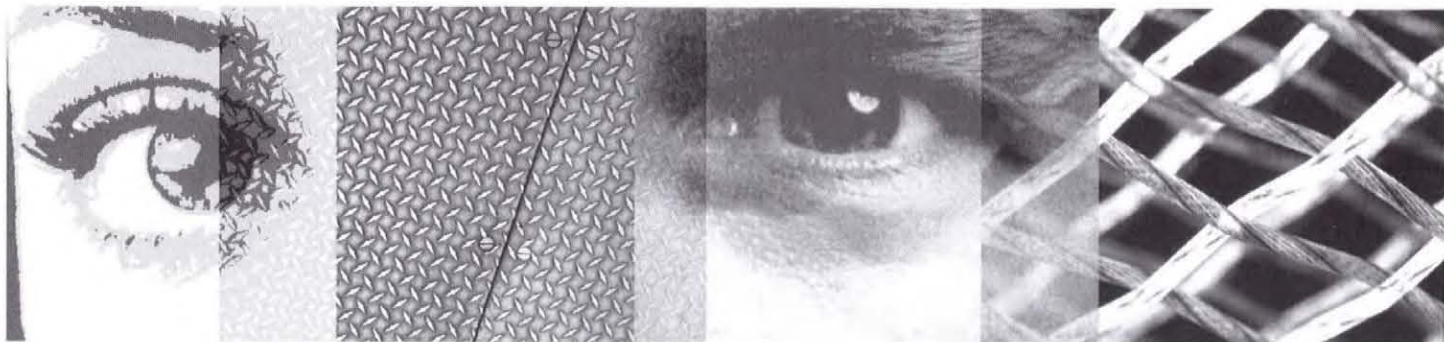
Most other recommendations confirm existing policy. Of particular interest to CSC employees are the protective measures for staff. CSC has agreed to 1) build on and improve current HIV/AIDS education programs during orientation and regularly thereafter; 2) continue to provide staff with the materials, equipment, special clothing and procedural training required to protect themselves from all infectious

diseases; and 3) work closely with Health Canada to provide thorough follow-up of all staff exposed to the blood or blood-contaminated body fluids of any inmate or fellow staff.

The Committee's Final Report marks only the beginning of an even greater undertaking on the part of CSC. As a formal contribution to the National AIDS Strategy, the report is a blueprint for CSC for the next four years, delineating a course of action which, although often difficult, will contribute significantly to the overall public health effort to control the spread of this disease. ♦

by Louise Ellis

Public Ignorance: Whose



THE FOLLOWING ARTICLE was written by James M. Strauss* and first appeared in the November/December 1993 issue of *American Jails*. Although the article has a clear American flavour to it, much of the meat of the article can be applied to our Canadian system. One should keep in mind, however, that jails in the American Correctional System are similar to our provincial institutions. American jails and provincial institutions house those persons arrested and charged with crime but who have not been convicted and are awaiting trial (remand population). Jails, like provincial institutions, also house persons who are convicted of misdemeanours and are serving short sentences (less than one year in the American system, less than two years in our Canadian system).



I must admit that during my first nine years in corrections, I seldom thought about the public's knowledge of my chosen field. Like most of us I accepted the comments of my friends, acquaintances, and strangers. I accepted them, often not even attempting to correct their misconceptions and prejudices. I heard but did not harken to such comments as "We wouldn't have a crime problem if you didn't coddle these criminals" and "If prisons were like they used to be (read "When I was a boy") these people would think twice about committing crimes."

In my second nine years in the field I moved from prisons to jails only to find that the closer, politically, the institution is to the public, the greater the misconception. The pub-

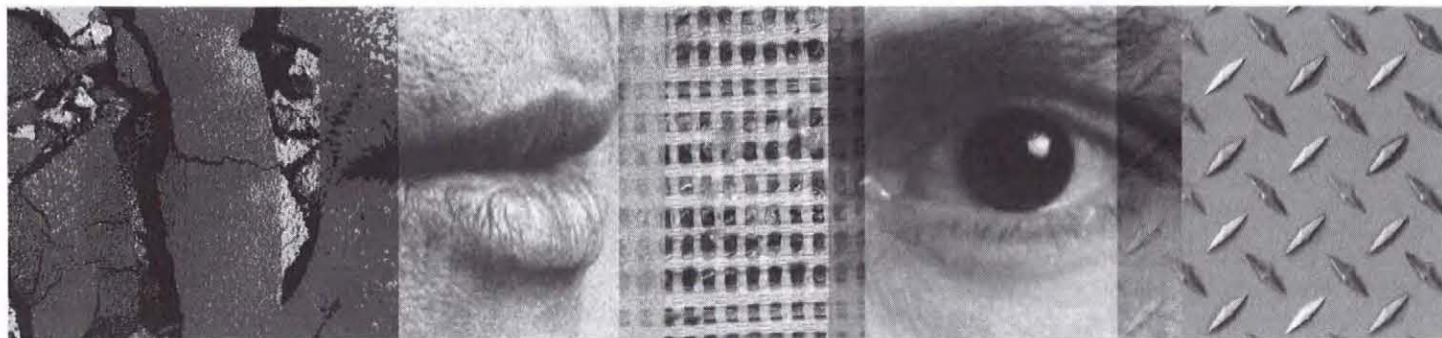
lic used to misunderstand how we accomplish our mission, but now I find they do not even know what the mission is.

The jail is one of the oldest institutions in the world, yet Mr. and Mrs. John Q. Public have no idea what a jail is or what we, as correctional officers do. "So what," you say; this way they leave us alone to do our jobs without interference or politics. The best way to rebut that argument is by telling you a story. Over 2,500 years ago Confucius was hired to run the jails in his home province in China. The legend says that within two years he had managed to empty the jails. When asked how he did it, he explained that those in jail were the poor, or the children of the poor; or the ignorant, or the children of the ignorant. He went on to explain that he took the next logical step and educated the ignorant and provided the poor with the skills to earn a living.

Why then have we not learned anything in the past 2,500 years? The answer lies in ignorance – not ours, for we have travelled a long, long way since Confucius' time. The problem exists through our own intransigence. Simply put, we in the field of corrections have failed to educate those that control the purse strings – the public. Don't get me wrong, Mr. and Mrs. Public have not exactly been on a quest for knowledge of our chosen field. Just the opposite – out of sight, out of mind is the rule of thumb. They expect us to do a good job but they do not want to know how we do it. Worse, they don't really know what a "good job" is! You know the drill: the citizen calls in the middle of the night, informs you that his son was arrested, and expressed horror that his child might have to spend the night in a "place

*James M. Strauss is a Lieutenant with the Alachua County Department of Criminal Justice Services in Gainesville, Florida, and an adjunct professor with Santa Fe Community College in Gainesville. He holds a B.S. in Business Administration and an M.P.A. in Justice Administration.

Problem Is It?



like that." Mr. Public is subtly telling you that, in his imagination, you are running a den of inequity filled with unspeakable horrors, and that you are doing so with the tacit approval of all levels of government. Worse yet, it didn't matter to Mr. Public until his family was directly affected.

I occasionally recollect the beginning of my career in corrections. It was my first day on the job and I was walking from the parking lot, when a grandmotherly woman who worked in the prison office introduced herself to me and walked along with me. As we came into view of the street that passed the prison, I noticed a bank directly across from us and I commented on the logic, or lack of it, for building a bank so close to a prison.

She looked at me with a look softened by years of dealing with ignorance and patiently explained that an escaping inmate was unlikely to take the time to rob a bank, and the correctional staff worked very hard to keep escapes from happening at all. By the time we reached the office, I was feeling especially foolish in spite of her efforts to tactfully enlighten me. I was to find this kindly woman a never-ending source of information from her many years of contact with the system, its clients, and its employees.

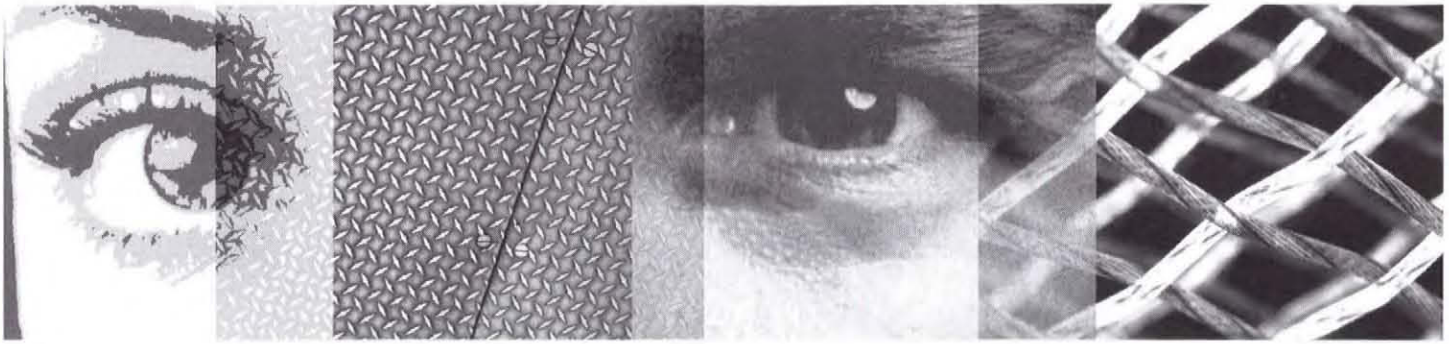
I realize now that my image of a prison was a direct result of a dearth of factual knowledge, coupled with fictional Hollywood scenarios and incorrect terminology among the broadcast media, i.e., a man does not receive a sentence of 20 years in "jail." How often have you seen a correctional officer portrayed as hard-working, honest, and professional? Now ask yourself the same question about the police. If you are a typical American, the answer to the first question will be "never," while the answer to the second will be

"often." The movies, and now TV, would have us believe that the crime is solved when the police officer places his hand on the head of the criminal and gently tucks him into the back seat of a police car.

In fact, we know the truth – that the criminal justice system is made up of police, courts, and corrections. We also know that the attention gravitates to the one component that provides exciting entertainment to the masses, while the other two elements struggle for recognition. It is an unhappy fact of life that recognition translates into tax dollars. It would be considered subversive to cut the funding for police at a time when the public perception is that crime is out of control. Yet when corrections asks for funding equivalent with that given to the police, the battle is often an uphill struggle. The police need money to "fight crime," but corrections will just have to "make do."

The public still does not understand that, after the TV show ends, the police car will make a nonstop trip to the local jail. Here, the actual criminal may spend a year or more awaiting trial while the same public unknowingly pays for his/her food, clothing, medical care, and, most costly of all, 24-hour supervision. In other words, the public has not made the connection between the number of people arrested and the number of prisoners in jail.

To put it another way, the population of the jail is controlled first by the police, then by the courts – it is *not* under the control of jail officials. This point is crucial to understanding jails. Where else can you find a major municipal or county department that has no control over its own workload? Jails are usually unique in that respect. The Road Department paves only those roads for which there is mon-



ey available. The Public Health unit treats only those for whom there is funding. The Animal Control Department sets its own timetable, as does the Building Codes Enforcement unit. Even the Police Department justifies its budget request by issuing warnings of the dire consequences to the safety of the citizens if the budget request is not approved. In case the police budget is reduced, there would be an increase in response time resulting in decreased crime solution statistics. The connection between budget dollars and public good is obvious.

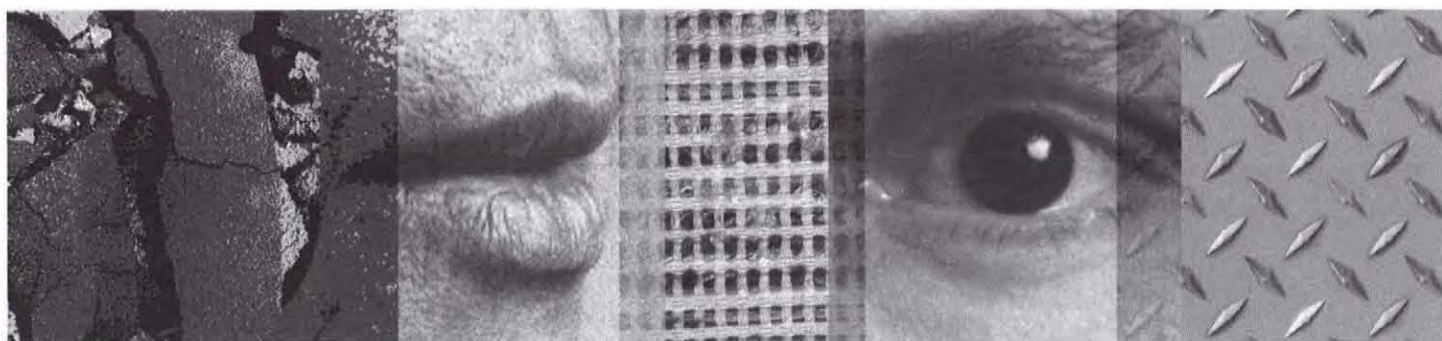
Why, then, isn't the connection between budget dollars and public good obvious when dealing with the jail budget? First, the public does not know what we do. As an example, I took some 15 police recruits through our jail several months ago and I heard several of them, who had completed the basic training academy, express shock when they found that inmates are not locked up in individual cells all day. This is reflective of the public perception of what we do. They envision "guards" standing around with tommy guns, watching inmates who are inside single cells with barred doors. Over the years I have received innumerable phone calls from other departments requesting to borrow a "guard" and a vehicle to transport something or someone. When I explain that I do not have the staff to accommodate the request, the response often is, "Surely you must have a 'guard' you can spare for an hour." I have always been incredulous at the assumption that the county would actually pay people to stand about idly waiting for something to do. Yet, it is apparent that the public thinks just that. Worse yet is the intelligence level that would be required of a "guard" if such a perception of his/her job duties were accurate.

To add fuel to the fire, the movie and TV image of the "guard" is that of an insensitive, even cruel, corrupt, stupid individual recruited from the dregs of society to do a distasteful job for little or no pay. No wonder the public isn't sympathetic to the budget needs of corrections.

Having established an argument to prove public ignorance of what we do, let's move on to the next question: whether or not they want to know. It is my strong belief that they do not. As I stated earlier, John Q. Public often expresses horror that his child may be required to spend even one night in "that place." His greatest concern is that his child not be harmed (read "raped"). It is painfully obvious that he believes that sexual assaults are commonplace in jail, and that we are either powerless to prevent them, or worse, that we simply don't care. What other explanation can there be? Lack of staff? Remember, this is the same public that does not want to spend money on jails.

We know that the public lacks information about the jail's assigned role in the justice system. But there is more. In addition to our assigned role, there is an unofficial, or undocumented, role which falls to us through the failure of other public entities to fully and effectively perform their functions. Jails have become the housing of last resort for many of America's disadvantaged people. For example, the failure of the mental health system in the U.S. has left many thousands of the mentally ill with nowhere to go. They cannot be left to wander the streets accosting the taxpaying citizens and so the only option open for the patrol officer is often arrest and jail.

The same system's failure that confronts the mentally ill is also evident about the economically disadvantaged. When jobs disappear, these are the first people to be laid off. Severe and long-term unemployment, combined with cuts in social programs, have produced a large group of chronically unemployed, or underemployed, homeless people. In their scramble to survive, these are the people to whom arrest may even be welcome. A clean bed, three good meals, and needed medical care even in jail often look attractive when compared to the alternative. A look at the arrest records of some of these citizens reveals a long list of arrests, usually for very minor offenses such as trespassing, panhandling, or public intoxication. Are these the "crimi-



nals" the public wants to be protected from by locking them in individual cells in virtual isolation? Are these the criminals we are "coddling?"

The truth is that these people occupy the bed space and utilize financial resources at a greater rate than many felons simply because of their disadvantaged conditions. These are the people most susceptible to contagious diseases such as hepatitis, kidney diseases, tuberculosis, and other treatable ailments.

How shall we go about solving this frustrating problem of misinformation, or no information at all? There are several significant ways to do that and each agency will wish to approach the problem with its own unique combination of solutions.

Jails should employ their own public information officer. These are the people who seek out media coverage for those many positive events that occur in the daily life of a jail. Further, these media buffs can provide a valuable training function for media personnel. This is the person who can explain to a reporter why a criminal does not receive a sentence of 20 years in "jail."

Regular contributions to a municipal/county government employee newsletter will also create a more positive image of the jail and its employees among other government agencies who are competing for the same tax dollars. It helps to have them spreading the word.

Correctional personnel are a great untapped resource of speakers for dinners, awards banquets, and other public and private events. Many cities and towns have speakers' bureaus to provide a clearinghouse to assist those looking for a speaker for an event. Jail employees must begin to become involved in such activities. A slide presentation is a useful tool for holding the interest of the attendees.

Many local newspapers print a feature each week or each month that recognizes employees for valor, meritorious service, and longevity. Jails must begin to participate in

this free or low cost method of creating a positive image among the taxpayers. An "Employee of the Month" program is one way to do that. The existence of the jail is then placed freshly and in a positive way before the public on a monthly basis.

Many facilities are in the throes of expansion projects which will cost the taxpayers many millions of dollars. Yet much of the public will never see what we spent their money on. When the project is completed, and *before there are any inmates residing in it*, why not hold an open house? Government officials, business leaders, community leaders, and the public can then get a first-hand view of their investment in crime control. In 1985, Alachua County opened a 72-bed expansion unit. The public and local officials were invited to tour the unit and to spend the night. The turnout, though small, was gratifying and all involved enjoyed themselves while coming away with new and accurate knowledge of what a jail really is.

Many high school teachers would welcome a correctional officer to speak to the class when they are covering the unit on government or law. I have done this several times with very positive results. Your own children can be your ticket to such public relations opportunities.

Your public information officer can also help by involving your department in local fund raisers, charity tournaments, and any other opportunity for corrections staff to mingle with the local movers and shakers. In this way they begin to accept corrections personnel as worthy of respect for who they are as well as what they do.

The bottom line is – get out there and be a part of the community. You and your department will profit from the effort. *

Task Force Accomplishments

IN ITS FINAL REPORT submitted to the Solicitor General in 1988, the Task Force on Community and Institutional Programs (CIP) made key recommendations in the areas of offender assessment, institutional and community programs and community supervision.

To implement the Task Force recommendations, in 1990, the Treasury Board of Canada allocated \$9.4 million and 25 person-years annually for three years. The regions reallocated existing resources and contributed approximately 100 additional person-years to the CIP project to further help implement the Task Force recommendations.

Since 1992-93 represented the final years of CIP funding, the impact of CIP resources on CSC's correctional program base was analyzed. As a result, Treasury Board recognized the value of CIP initiatives and agreed to permanently fund CSC's program base with an additional \$5 million for 1993-94 and future years.

Over the last three years, CIP has allowed CSC to develop an infrastructure of programming options that are based on the principles of effective correctional treat-

ment. The Service is now offering comprehensive assessment and referral, program matching, a wide menu of programming options, and programs aimed at reducing recidivism which are based on solid research. Many of these programs either did not exist or were provided on a

Program as well as the resources needed to train our staff to deliver the Program were largely provided by the Task Force.

The efforts and dedication of the many field staff who became involved with developing, piloting, testing and delivering these programs has provided the Service

with invaluable experience and advances in the areas of offender programming. The importance of their work has been recognized and managers across the country have continued to provide their support for maintaining and expanding upon the most effective programs. Perhaps the most revealing testimony of this success is the fact that during a time when scarce resources are increasingly scrutinized, the Treasury Board of Canada has increased resources available for offender programming. *

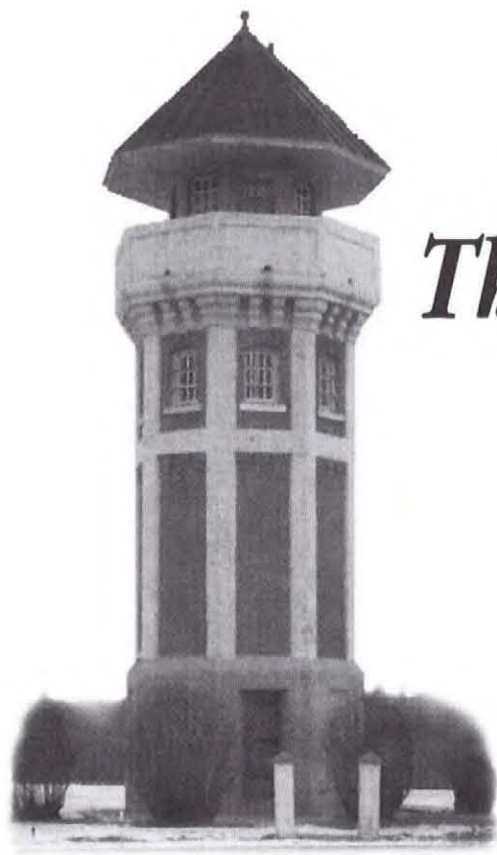
Highlights of CIP initiatives

- Atlantic Substance Abuse program (ASAP) — a community substance abuse program at a primary educational level;
- In metropolitan Toronto, a Team Supervision Unit provides intensive (24-hour) supervision for high-risk, high-need offenders;
- In the Prairies, an increase in programs and services for Aboriginal offenders;
- More sex offender treatment programs;
- ECHO and STOP — programs for offenders with severe substance abuse problems.

Results

- Twenty-seven per cent increase in offenders enrolled in institutional sex offender treatment programs in 1992-93 compared to the previous fiscal years and a 22 per cent increase in community sex offender programs during the same period.
- The Offender Substance Abuse Pre-Release program (OSAPP) and CHOICES, its community counterpart, have been implemented on a large scale across the country.
- The Cognitive Skills Training Program has been implemented at 61 sites with a total of 124 staff trained across all regions to deliver programs.

much smaller scale prior to the efforts of the Task Force. For example, sex offender programming was virtually non-existent outside of the Treatment or Psychiatric Centre environment and in a small number of communities. In addition, the development of modules of the Living Skills



Views From The North Tower

Prince Albert is a city with a population of approximately 33,000 and was rated as one of the top 10 places to live in Canada by *Chatelaine Magazine* in 1992 and 1993. The city has also been represented by three Prime Ministers, the Rt. Hons. John George Diefenbaker, McKenzie King, and Sir Wilfrid Laurier. Waskesiu National Park is an hour's drive north of the city and it was here that Grey Owl, an early conservationist, first worked in the 1930s and apparently played classical music on a bar-room piano when he came into the city for supplies.

Looking north from the tower is the North Saskatchewan River which was frequently used in the early fur trade. The river was later used by steamboats and gold dredges that worked this area in the 1920s. Log booms were also prevalent on the river in the early 1900s, when the lumber industry was very active in this area. Several miles to the west of where the North Saskatchewan meets the Shell River is the site of a very early trading post established in 1778 by explorer and trader, Peter Pond. This part of Saskatchewan was described by the early Cree Aboriginal people as "Pusqua," meaning where the plains of the south meet the forests of the north.

To the west of the tower, Highway 302 runs into the Lily Plain District, which was the site of a large forest fire in 1988. The church and graveyard that you see is St. Mary's Anglican Church, which is where Emmanuel College, the first college of the University of Saskatchewan began (it has since been moved to Saskatoon). St. Mary's cemetery contains many interesting graves including some of the founders of Prince Albert as well as some of the individuals killed in the Riel Rebellion of 1885.

Directly south of St. Mary's you will see another small graveyard occasionally referred to as "Boot Hill." This cemetery contains the graves of more than 50 inmates who died and whose bodies were not claimed by their families. The graveyard has not been used since the 1960s, and plans are under way for it to become part of St. Mary's Cemetery, making it part of consecrated ground. The building standing alone, just below Boot Hill, is a staff training area containing the outdoor shooting range. This shooting range was used in 1993 for the North American Indigenous Games. ✨

Tours of the North Tower can be arranged at the Prince Albert Chamber of Commerce tourist information booth, or by contacting the Warden's office at Saskatchewan Penitentiary at (306) 953-8500, extension 2100 or 2101.

SASKATCHEWAN PENITENTIARY opened in 1911 and continues to serve as one of the Correctional Service of Canada's best run prisons. The North Tower of Saskatchewan Penitentiary was built in 1927 by its staff and inmates. The tower served as an observation point, so staff could watch inmates working in the fields adjoining the prison.

The North Tower was decommissioned in 1962 when a minimum-security farm institution was opened and roving supervision by a patrol vehicle replaced the need for the watchtower. Recently, the North Tower was restored and opened to members of the public wishing to tour the tower. The tours give people an opportunity to enjoy some of Prince Albert's history, by taking in the extraordinary views from the top of the Tower.

To the south of the tower is Saskatchewan Penitentiary. Its cell-blocks and buildings house various workshops and program areas for the Institution. The highest area is called "the Dome," and is the central control area of the prison where the inmates are housed off from, and must pass through on their way to all other areas. Within the wall at the south-east corner is the Special Handling Unit. This is one of only two facilities in Canada that houses offenders in a super maximum-security area. Outside the wall on the south side is Riverbend Institution, which is a 2,000-acre minimum-security prison farm.

The view from the east side of the tower overlooks the city of Prince Albert. The point at which the city and the river meet is where, in 1866, the Reverend James Nisbet established a Mission for Aboriginal People. This Mission developed into a commercial trading centre and later led to the formation of a settlement.

Reducing Overtime Hours

TO ADDRESS INCREASING BUDGETARY PRESSURES FACING CSC, AS WELL AS TO CONTRIBUTE TO THE FEDERAL GOVERNMENT'S FISCAL RESTRAINT PROGRAM, CSC DIRECTED THE NATIONAL OVERTIME REVIEW COMMITTEE TO LOOK AT POSSIBLE METHODS OF REDUCING OVERTIME BUDGETS.

Overtime Trends

In its initial analysis, the Overtime Review Committee found that CSC has actually reduced overtime budgets by approximately 5% for the fiscal years 1990-91 to 1992-93.

Consistent with previous reports, the Committee also found that the use of overtime hours was highest during the summer months (coinciding with staff taking annual leave) and during the last part of the fiscal year, when staff tend to use annual leave as well as participate in training courses. The number of employees on sick leave and on leave for family-related responsibilities was also a factor in the use of overtime.

Methodology

The Committee interviewed wardens and reviewed previously conducted internal overtime studies and current policies and practices in overtime allocation. The Committee reported that wardens had achieved, through the use of "best practices" in overtime management, consistent overtime reductions for the three fiscal years studied.

Additionally, a number of public and private sector organizations were contacted to discuss their management practices and policies which had resulted in reduced overtime expenditures.

The information collected by the Committee was presented to a focus group which had regional and national representation and was chaired by the ACP&T (Assistant Commissioner of Personnel and Training). The information was

used to make recommendations to Executive Committee (EXCOM) on how best to reduce the use of overtime.

Recommendations approved by EXCOM which are currently being pursued are listed below.

- ▲ Providing a relief and substitute squad of casual and/or indeterminate officers for authorized positions
- ▲ Use of non-correctional officer staff in correctional officer positions (regional authority now exists for implementing this recommendation such as using staff from Visits and Correspondence)
- ▲ Contracting for hospital and court escorts (under review)
- ▲ Alternative shift scheduling (under review)
- ▲ Revitalizing Attendance Management Programs
- ▲ Specific training for managers on shift scheduling, attendance management and overtime coding
- ▲ Regional post standards exercise to reconcile posts to resources
- ▲ Increased use of technology (under review)
- ▲ Reintegrating personnel on injury and illness (under review)
- ▲ Training without using overtime expenditures for all but essential courses *



RESEARCH AND STATISTICS

In Brief

This section, prepared by the Research and Statistics Branch, is designed to make our readers aware of CSC's research activities. For more details, readers can contact the Research and Statistics Branch at: (613) 995-3975; or by facsimile: (613) 941-8477.

Forum on Corrections Research

The theme of the September issue of Forum will focus on enhancing community corrections from a variety of perspectives, including community supervision standards, an examination of the way the National Parole Board trains staff to assess risk, the impact of community corrections on Aboriginal offenders and the importance of sharing information with the public on community corrections. Articles cover community offender management strategies, audits of supervision standards, day parole, risk assessment training and the impacts of Community Advisory Committees and the Federation of Canadian Municipalities.

The Research and Statistics Branch has asked the current recipients of Forum to complete an information card. While the card's first purpose is to update the mailing list, the exercise will also help the editorial staff to identify the clientele of the magazine and tailor future issues to their needs and interests.

Any staff interested in receiving Forum regularly should contact the Research and Statistics Branch.

NEW INITIATIVES

Community Offender Management Strategy (COMS)

The way case management functions are affected by the COMS Pilot Project is being studied in collaboration with the Ontario Region.

Northern Aboriginal Offenders Project

This project aims to survey the population of federally sentenced northern Aboriginal offenders to profile this rarely studied group of offenders. The survey will examine the family backgrounds of offenders, their cultural milieu, language profile, criminal offence patterns, adjustment to federal incarceration (often very far from their home communities), institutional performance and reaction to standard programming.

The CSC All-Staff Survey

The Research and Statistics staff have been checking the data received from the contractor and conducting follow-up analyses aimed at summarizing the vast array of results generated for each work site. Regional workshops on the results helped site contact persons to gain greater access to the reports and documentation. The workshops provided site contact persons with the necessary skills to brief their site managers and help distribute results with their worksites. Ongoing data analysis will be aimed at addressing specific questions that arise from work site and regional concerns. A series of analyses will also lead to national bulletins to report on findings from particular sections of the survey.

SHIFT WORK

This research includes a review of the scientific literature concerning shift work, the results of interviews with correctional officers about the current shift schedule, anal-

ysis of the shift work questions from the CSC All-Staff Survey and a list of alternative shift arrangements that could be evaluated by institutional staff to determine if they can be adapted to meet operational requirements.

CLASSIFICATION STUDY OF SUBSTANCE ABUSE PROGRAMS

The Research and Statistics Branch and Correctional Operations Division are jointly working on a classification study of substance programs. A comprehensive interview instrument was developed to gather information on staff practices, assessment procedures, treatment techniques and evaluation procedures. By administering the interview schedule to selected treatment providers from each substance abuse program, we will be in a position to determine the likely effectiveness of these programs and their ability to meet the substance abuse needs of our offender population.

COMPUTERIZED LIFESTYLE ASSESSMENT INSTRUMENT (CLAI)

This study will examine the efficacy of the computerized Lifestyle Assessment Instrument (CLAI) for francophone offenders. A number of comparisons between anglophone and francophone offender responses will be conducted to examine if the French version of the CLAI gathers sub-



In Brief

stance abuse information similar to the English version.

REPORTS

Assessment of Substance Abuse Problems in Native Offenders: The Computerized Lifestyle Assessment Inventory

(S.A. Vanderburg, W.A. Millson, and J. R. Weekes)

Although substance abuse represents a serious criminogenic factor for Native offenders (as well as for offenders from other ethnic and racial backgrounds), it has not been assessed to any great extent among the Native offender population.

The Computerized Lifestyle Assessment Instrument (CLAI) is used throughout the Correctional Service of Canada to examine the nature and characteristics of alcohol and drug abuse among all offenders. A specific study examined whether the CLAI can effectively assess and gather information on the extent and nature of drug and alcohol problems of Native offenders. The results of this study indicate the CLAI is an appropriate assessment system for use with Native and non-Native offenders, alike.

The study also found, on average, Native offenders have more severe alcohol problems than non-Native offenders. In addition, Native offenders who showed more severe alcohol problems were more likely to become violent while intoxicated and reported more alcohol-related blackouts than non-Natives. However, the severity of drug problems for Native offenders was the same as the severity of drug problems for non-Native offenders.

The Parenting Skills Program: Evaluation of Intermediate Program Measures

(T. Gee, J.R. Weekes, and W.A. Millson)

The Research and Statistics Branch is examining the performance of offenders who participated in the Parenting Skills Program. It is intended primarily for offenders who have participated in the Cognitive Skills Program and who hope to rekindle their relationships with their children after release. This three-day program builds on problem-solving techniques, critical thinking, pro-social values and social skills that are emphasized in the Cognitive Skills Program. Participants in the program showed improvement in their understanding of parenting and family relationships. These preliminary findings suggest the Parenting Skills Programs will benefit the offenders, hopefully contributing to the improvement of their future relationships with their children.

The Incidence of Family Violence Perpetrated by Federal Offenders: A File Review Study

(D. Robinson and J. Taylor)

Although federal offenders have been viewed as a group at high risk of committing crimes of family violence, the extent and severity of the problem has not been studied nationally. The family violence incidence study was based on the detailed file reviews of 935 offenders admitted to federal institutions during a six-month period in 1992. The large sample was designed to be nationally representative and provides extensive information on a variety of family violent behaviours documented in offenders' institutional files. While there was some indication the file review approach may under-estimate the level of family violence committed by of-

fenders, the study found at least one-third of the offenders studied in the sample had been violent toward their families. In the majority of cases, the abuse involved physical assault against female partners. The report provides detailed information about victims and the types and severity of assaults committed by offenders. Importantly, the study found approximately half of the offenders studied had been victimized as children by family members. These offenders were more likely to be perpetrators of family violence as adults. ■

NEW REPORTS

The Native Offender Substance Pre-Treatment Program: Intermediate Measures of Program Effectiveness

(J. Weekes, W.A. Millson)

Insights into Innovative Correctional Industry – A Case Study of CORCAN at Warkworth Institution

(M. Getkate)

The Prison Careers of Offenders with Mental Disorders

(F. Porporino, L. Motiuk)

Evaluation of Anger Management Programming: A Literature Review

(J. Ogloff et. al)

Aboriginal and Non-Aboriginal Offender Models of Family

(J. Taylor, D. Robinson)

Environmental Conference

OVER 50 participants from across Canada, with at least one representative from each institution, took part in the Correctional Service of Canada's Environmental Conference which took place February 8 to 11, 1994, at the Delta Hotel in Ottawa. This was the first environmental conference of this scope ever to be held by CSC.

In the opening address, Commissioner John Edwards stressed the importance of following the Government's commitment to developing environmental policies at both the staff and managerial level. "In three years, I hope we will be running the best environmental program in the government," Edwards said. He believes this can be achieved through fully imple-

menting the Federal Green Plan at all CSC institutions and carefully carrying out CSC's Environmental Pledges.

Mr. Joe Burke, Ontario Region Environmental Officer, presented an interesting overview of Ontario's Solid Waste Management project. The project consisted of 10 institutions, 26 parole offices, Regional Headquarters, and the Staff College. The initial study was a one-day snapshot of waste at selected institutions in the Kingston area, and was conducted by Burke and other CSC officials. They went down to the dumpsters, rolled up their shirt sleeves, opened up the bags and went through the trash with their bare hands, analyzing the contents in each bag separately. After careful analysis, they discov-

ered that over 80% of the waste was either recyclable or compostable.

In addition to the recycling and composting projects which were also covered by CORCAN and others, there have been advancements in areas which are sometimes forgotten, yet play an important part in meeting the environmental pledges.

Although CSC has accomplished a great deal since the introduction of Canada's Green Plan, a great deal more remains to be done. There is still a large gap between our ideal objectives and our actual results. To realize our plans we need widespread commitment and participation from both staff and inmates. It is no longer a matter of choice, but a matter of survival. *

THE HEALING LODGE



Commissioner John Edwards looks on as Chief Glen Oakes of the Nekanee Band signs the Land Designation Agreement for a Healing Lodge for federally sentenced Aboriginal women in Maple Creek, Saskatchewan.

ON JUNE 8, 1994, Commissioner John Edwards signed the Land Designation Agreement for a Healing Lodge with Chief Glen Oakes of the Nekanee Band in Maple Creek, Saskatchewan.

The lodge is an establishment for federally sentenced Aboriginal women and it offers programming and a correctional environment in keeping with Aboriginal culture and traditions.

Earlier in the day, elders of the Nekanee Band blessed the land at the Cypress Hills site in a special sunrise ceremony to prepare the land for construction.

The band later hosted a Pow Wow to go along with a ceremony to begin the building process of the Healing Lodge that began in July.

During the construction phase of the Healing Lodge 60 jobs will be created. Once completed the operation of the Healing Lodge will require 26.5 full-time positions.

It is anticipated that the construction of the lodge will be completed by mid-1995 at a cost of \$9.2 million. *

DO YOU HAVE YOUR COPY OF "BASIC FACTS" ?



"**B**ASIC FACTS ABOUT...CORRECTIONS IN Canada – 1993 Edition" is a publication of the Correctional Service of Canada (CSC) designed to answer basic questions about federal corrections.

The information contained in this publication was obtained from a number of sources, including the Royal Canadian Mounted Police, the National Parole

Board, the Canadian Centre for Justice Statistics and the Management Information Services of CSC.

All information refers to adult corrections and covers the period from April 1st, 1992, to March 31, 1993. Statistics on juvenile corrections, however, which are primarily the responsibility of the provinces, are not included in this publication. *

ABORIGINAL ADVISORY COMMITTEE

THE Aboriginal Advisory Committee, Ontario Region, held its first meeting on March 15, 1994, at Regional Headquarters.

In response to the Commissioner's Directive on Aboriginal Offender Programs, this Committee has been created to review correctional operations and programs affecting federally sentenced Native offenders in the Ontario region.

The Committee consists of representatives from Aboriginal communities and organizations across the Ontario region, namely, Susan Barberstock (Ontario Federation of Indian Friendship Centres), Sandra Lewis-den Otter (Associated Ventures), Ernie Benedict (Elder Akwesasne Territory), Patricia Monture-Okanee (Professor of Law, Ottawa University), Bob Crawford (Native Liaison Officer, Toronto Metropolitan Police), Malcolm Saulis (Profes-

sor of Native Studies, Carleton University), Connie Duvall (Executive Director, Ontario Native Women's Association), and Winston Brant (Regional Program Officer, Aboriginal

Program) who will chair the meetings. The Ontario Native Council on Justice has been invited to delegate Carol Montagnais, Executive Director, to attend the meetings. *



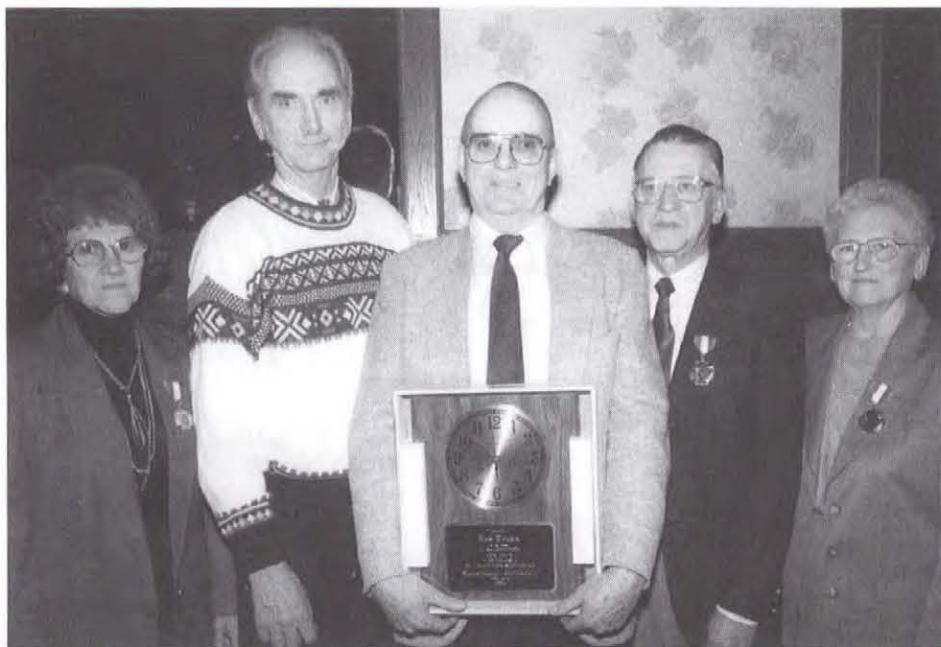
From left to right: Susan Barberstock; Sandra Lewis Den Otter; Andrew Graham, Deputy Commissioner; Ernie Benedict; Patricia Montoure-Okanee; Winston Brant; Bob Crawford and Carol Montagnais. (Missing: Malcolm Saulis and Connie Duvall).

VOLUNTEERS' WORK

ON MARCH 15, 1994, the Saskatchewan Penitentiary held a banquet at the Prince Albert Centre to honour the work of its volunteers.

In its opening address, Mr. Doug Clark, retired Warden from Riverbend Institution, paid tribute to the volunteers' work.

Mr. Clark distributed CSC pins and medallions to the 100 volunteers from the Person-To-Person Program, the Phoenix Multiculturalism Program, the Prince Albert Native Awareness Group, the Chapel Programs, the Citizen's Advisory Committee and the Alcohol Anonymous Program. ✨



From left to right: Evelyn and Darcy Driedger (20 years of volunteer work), Donald Trann (25 years), Henry and Katherine Bueckert (20).

LONG SERVICE AWARDS

ON FEBRUARY 8, 1994, the Pacific Region held its first Long Service Awards Presentation Ceremony at the Regional Staff College.

Mr. J. W. Stonoski, Warden of Kent Institution, acted as Master of Cer-

monies, while Deputy Commissioner John Duggan presented the awards to eighteen employees of the Correctional Service of Canada, collectively representing 470 years with the Public Service.

Mr. Duggan's personal comments about the recipients provided enjoyment and insight into the personality and career of each employee. ✨



From left to right, first row: D. McDonald, K. Sabad (35 years), J. Stefan, J. Duggan, Deputy Commissioner (Pacific Region), J.R. Coarscadden (35 years), L. Alexander, J. Elliot. Second row: C. Marshall, R. Rondeau, J. Brisebois, W. Kynar. Third row: M. Tokarek, H. Staines, N. McCutcheon, R. Chalmers, J. Bergen, D. Dahl, E. Wallace and R. Johnson.

WASESKUN HOUSE

THE OFFICIAL opening of Waseskun House Community Residential Centre (CRC) located at 3601 St-Jacques Street West in Montreal, took place on January 27, 1994.

During the official opening ceremonies, the elders of the Kanawake and Akwasasne reserves blessed the CRC in the company of representatives of the Catholic and Protestant churches. Representatives of Cor-

rectional Service Canada, the Quebec Department of Public Security, the National Parole Board and other community organizations in the region were also invited to join the celebration. ✱



From left to right:
John Currotte, Elder, Kanawake reserve; Jean-Claude Perron, Deputy Commissioner, Quebec Region; Ernie Benedict, Elder, Akwasasne reserve; Barbara Malloch, Chairperson of the Board of Directors; Stan Cudek, Executive Director, Waseskun House; Luciano Bentenuto, Liaison Officer, Ville-Marie Office; Gilles Thibeault, Director, Montreal Metropolitan District; Keith Morgan, Senior Board Member, NPB, Quebec Region.

A BLACK MAN IN CORRECTIONAL SERVICE CANADA

*by Devo Jaiikoah Dyette
Collins Bay Institution*

I came to CSC to work and get to know you.
I am here to learn and help you understand me.
By listening, we can affirm each other;
but this listening must be real, sensitive and serious.

Please don't judge me by my appearance.
Don't ostracize me with negative body language;
don't prepare nice things to say;
just give me your attention as an equal,
because my purpose is to be the best I can, harmoniously.

I have ideas to share
and feelings that I have stifled for many years.
I have questions that desperately seek answers.
My life is curved with hopes only tentatively acknowledged.
These are areas, that are not easily shared.
I am full of pain, fear and hatred, that so far, I've concealed with a smile.

For us to effectively work together, we need to listen.
Just don't say that you understand!
Don't show me interest with your eyes or an occasional word;
because I am attuned to pick up, not only the spoken words,
but a glimmer of a smile, a look of pain, the hesitation,
the struggle which may suggest something much deeper than words.

You have told me that I am your equal
and that I am a person of value, important and worth listening to.
Stop judging me because of my colour;
prove this equality by sharing yourselves.
Equality is a sensitive area and an important part of my existence.
However, it takes courage to confide in another.
Therefore, as of this day, let us take this time together,
respecting our individual freedom,
encouraging without persecuting,
understanding that certain racial problems may never be resolved,
but others may, if given time.
Some day, through listening and having an open mind,
we can enrich each other with the priceless gift of Racial Harmony.

EXEMPLARY SERVICE AWARDS

THE EXEMPLARY SERVICE AWARDS FOR Manitoba were held November 30, 1993 in Winnipeg at the Manitoba Lieutenant Governor's Residence. Eleven recipients of this award were honoured, 7 from the Province of Manitoba and 4 from the Correctional Service of Canada.

In addition to the recipients and their guests, the following individuals attended:

Lieutenant Governor for Manitoba, The Honourable W. Yvon Dumont and Mrs. L. Dumont; Mr. Pieter de Vink, Deputy Commissioner; The Honourable Rosemary Vodrey, Minister of

Justice for the Province of Manitoba; Mr. Don Demers, Assistant Deputy Minister, Manitoba Corrections; Mr. Art Majkut, representing CSC. *



First row from left to right: Don Demers, ADM Manitoba; Pat Newton, CSC; Yvon Dumont, Lt. Governor for Manitoba; Rosemary Vodrey, Minister of Justice; Art Majkut, CSC Warden. Second row: Louis Goulet, Manitoba Corrections; Al McLean, CSC; Wayne Scarth, Manitoba; Ed Bouwman, CSC; Don Hamilton, Manitoba; Earl Norlander, Manitoba; Hal Friesen, CSC; Vic Bergen, Manitoba; Ken Martin, Manitoba; Brian Bell, Manitoba.

IN MEMORY OF JIM A. McLAUGHLIN

ON APRIL 19, 1994, Jim A. McLaughlin died in Ottawa at the age of 88 years. Jim joined the Canadian Penitentiary Service in 1934.

In 1946, Jim joined the Correctional Industries Association (CIA) and the American Correctional Association (ACA). He became the vice-president of the CIA from 1953 to 1954, and later served as president from 1955 to 1956. As well, Jim was the editor for the Correctional Industries Newsletter between 1955 to 1959. From 1956 to 1957, he became vice-president for the Board of Governors for the ACA.



Jim also served as the Assistant Commissioner for Industries and Training. In 1958, he became a member of a three-person Correctional Planning Committee to influence the creation of a more humane Canadian penitentiary system.

After 38 years of correctional service, following his retirement in 1972, he served as the Executive Secretary of the Correctional Industries Association until 1980.

In 1980, the Correctional Industries Association honoured him with the Gib Rodi Award for outstanding achievement in the field of correctional industries.

Jim was loved and admired by all who had the pleasure of working with him. He was a person who had a vision for correctional industries and achieved it. *

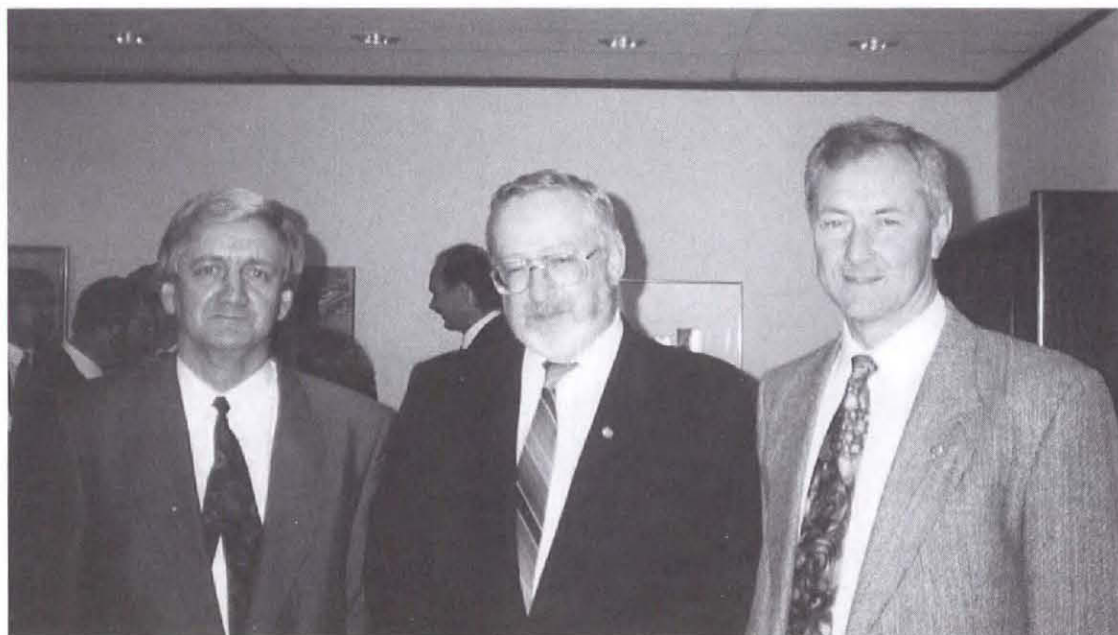
CELEBRATION OF LIFE

ON JULY 13, 1994, a ceremony for the Celebration of Life was held in Commissioner John Edwards office. The service was organized by the Director of Chaplaincy, Pierre Allard, to celebrate ten years without the loss of a staff member while on duty within corrections. Commissioner Edwards,

former Commissioner R.J. Leblanc, Senior Deputy Commissioner Willie Gibbs and Deputy Commissioners gathered to read prayers and to give thanks for years of peace.

During prayer they acknowledged the process CSC has gone through over the past ten years; reminded staff and

their families to remain strong and to exercise control with compassion. It was an occasion to express their gratitude and to renew CSC's commitment to justice, dignity and excellence. *



From left to right:
former Commissioner
R.J. Leblanc,
Commissioner John
Edwards and former
Senior Deputy
Commissioner
Willie Gibbs (now
Chairman of the
National Parole Board).

CHANGES TO LET'S TALK

THE NEXT ISSUE of *Let's Talk* will have a totally new format. The changes are a result of the recent publication survey and focus groups which showed that shorter, livelier articles addressing what is happening in CSC are preferred. It also revealed a lot of concern about the cost of this publication.

Let's Talk will now be published four times a year, instead of the current

six. In response to concerns about cost and environment, the new *Let's Talk* will continue to be printed on standard, recycled paper.

Let's Talk will now have 12 pages in each language. To make sure that all CSC areas are represented, five pages will be devoted to the regions—one page for each, as was suggested in the survey. The Commissioner's message received good reviews in the

survey and he will continue to inform staff through his column. As well, we'll be featuring short articles dedicated to new initiatives and "best practices" in CSC.

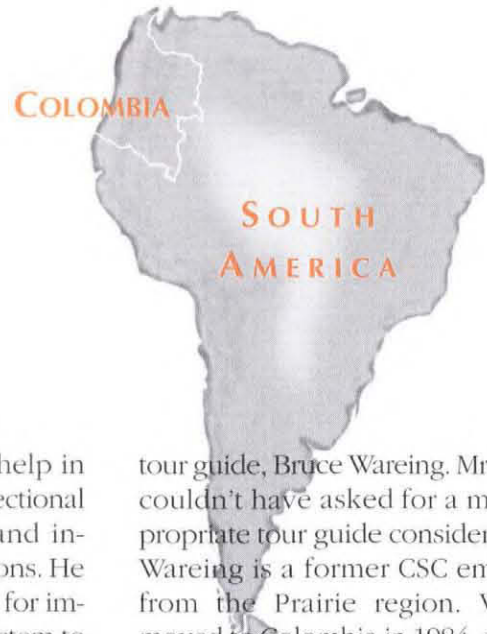
Keep your eyes open for the next issue, coming in December 1994.

As well, a big "thank-you" to all who took part in the survey. Your comments and suggestions were invaluable. *

TOUR OF COLOMBIAN PRISONS



By **Hélène Normandin**
Co-op student, Communication Branch



IN LATE OCTOBER 1993, Jean-Paul Lupien, the Warden of Cowansville Institution in Quebec, travelled to Colombia to represent Canada at an international conference on crime prevention and inmate resocialization. This event, the first of its kind in Colombia, was organized by Bogota Catholic University.

Aside from representing Canada at the conference, and in response to an earlier request from the Colombian Min-

ister of Justice for Canada's help in modernizing Colombia's correctional system, Mr. Lupien toured and inspected six of Colombia's prisons. He later made recommendations for improving Colombia's prison system to the Commissioner of Colombia's Correctional Service.

Jean-Paul Lupien received a warm reception in Colombia and had an opportunity to visit different parts of the country with the help of a Canadian

tour guide, Bruce Wareing. Mr. Lupien couldn't have asked for a more appropriate tour guide considering that Wareing is a former CSC employee from the Prairie region. Wareing moved to Colombia in 1984, and currently works for the Canadian embassy as a security adviser. We would like to pass on an invitation from Mr. Wareing, who said that he would be pleased to meet with any CSC members who visit his adopted country. ✱



Jean-Paul Lupien, second from left, with his Colombian hosts.



Prison Bella Vista in Medellín, Colombia.

DID YOU KNOW THAT...



ACCORDING to a recent

Gallup International survey, 67% of Canadians polled indicated that they give a higher priority to environmental protection than to economic growth. Surprisingly perhaps, 68% of Canadians surveyed strongly favoured making tougher environmental laws for business and industry, compared to 56% in the U.S.A. and 74% in Germany. ✱

(Source: ECO magazine, January 1994)

FEDERAL LETTERHEAD GOES GREEN AND SAVES MONEY



TREASURY BOARD has decided to replace all ministerial stationery with a "greener" alternative. In a recent letter to all Ministers, Arthur Eggleton, President of the Treasury Board, indicated that "the existing stationery, which consists of a gold engraved Coat of Arms on cream-white parchment, will be replaced by

a grey Coat of Arms printed on white, (Environmental Choice certified) recycled and recyclable paper." The shift will happen as existing supplies of stationery are used.

In addition to being environmentally responsible, the change is expected to save between \$300,000 and \$500,000 annually. *

CONFERENCE REPORTS AVAILABLE

THE REPORTS of the conferences listed below are available from the Policy, Planning and International Development (PPID) Branch of the Correctional Service of Canada.

18e Congrès de l'APPA

September 19-22, 1993
Philadelphia, Pennsylvania

International Seminar on Prison Staff – Recruiting, Training and Retaining

June 5-10, 1994
Prague/Kromeriz, Czech Republic

Deaths in Custody Conference and Prisons 2000

April 5-7 and April 8-10, 1994
Cambridge, England

Interaction '94 Conflict Violence: Causes and Responses

May 11-14, 1994
Halifax, Nova Scotia

Training and Technical Assistance Conference to Improve Victim Services in Corrections

April 1994
Albany, New York

Requests for copies of reports should be directed to:

PPID Directorate
Correctional Service of Canada
340 Laurier Avenue West
4th Floor, Section "E"
Ottawa, Ontario
K1A 0P9
Tel: (613) 995-7912
Facsimile: (613) 995-3603



BATH RECEIVES \$1 MILLION



Solicitor General Herb Gray presented Reeve Bruce Talbot with a cheque for nearly \$1 million.

Photo: Heritage News.

ON JULY 22, 1994, the village of Bath received nearly \$1 million from the Government of Canada.

The Honourable Herb Gray, Solicitor General, presented a cheque for \$981,417 to Bruce Talbot, the Reeve of the village of Bath, to upgrade and expand the village's water and sewer plants. Ninety per cent of the work has already been completed.

In addition to the capital contribution, CSC will contribute \$185,000 annually to maintain and operate the two plants. With the changes, the facilities will become more efficient and will meet current environmental standards for public health and safety.

The village of Bath has been providing services to the institutions of Bath and Millhaven for 27 years. *

RELOCATION OF THE KENORA AREA PAROLE OFFICE

We wish to bring to your attention the relocation of the Kenora Area Parole Office, in Ontario, effective March 28, 1994.

Former address:

301 – 1st Avenue South
2nd Floor, Banister Centre
Kenora, Ontario
P9N 1W2

The new street (delivery) address is:

Suite 211
100 Park Street
Kenora, Ontario
P9N 1Y6

The mailing address is:

P.O. Box 1640
Kenora, Ontario
P9N 3X7

Please take note that the telephone number remains unchanged. *

Let's Talk

Volume 19 No. 4  December 1994

US Crime Bill approved

In September 1994, President Clinton signed U.S. Crime Bill legislation. The Bill authorizes the spending of approximately \$30 billion over the next six years for an array of crime control, law enforcement, prison construction and crime prevention programs to state and local governments. Highlights of the Bill include:

- **Violent Offender Incarceration** – Nearly \$8 billion for state prison construction and expansion. Half this money is reserved for states that have, or are moving toward "Truth-in-Sentencing" laws (whereby persons convicted of violent crimes must serve at least 85 per cent of their sentences in prison). The remaining money will be available for "Violent Offender Incarceration" grants, for states that do not have truth-in-sentencing laws but can demonstrate sufficiently severe punishment for violent offenders.

- **Youth Violence** – Allows for the prosecution of parents of juveniles of at least 13 years of age who commit crimes of violence. Also allows for the discretionary transfer of certain 13-year-olds to adult court for specified violent offences.

Continued on page 8

Harassment - Who pays the price?

Harassment is a serious issue, with serious consequences. When harassment occurs, everyone involved pays a price, from embarrassment to severe emotional stress both at home and at work. Families and friends may be subjected to stress and insecurity caused by the incident, and co-workers must often deal with the resulting workplace tension.

Should a harassment complaint be founded, the person charged may also face further loss or penalty. While all cases of harassment are taken seriously, the discipline meted out reflects the seriousness of the complaint. This may range from an apology to, in more serious

cases, a letter of reprimand, a financial penalty or a demotion. A recent case involving abuse of authority against a supervisor resulted in a letter of reprimand and a fine of \$750. In the most serious cases, such as sexual harassment, dismissal has taken place.

CSC's Executive Committee recently reaffirmed its commitment to providing a harassment-free workplace for all employees. Labour groups have also condemned harassment, supporting disciplinary measures to put an end to it.

Following a harassment complaint, one method used to deal with the situation may be a process of problem resolution.

Continued on page 8

Plaque for peace officers

On September 26, 1994, a ceremony held at the Police Memorial Pavilion on Parliament Hill paid tribute to 51 peace officers killed in the line of duty since Confederation.

The ceremony included the unveiling of a commemorative plaque inscribed with the names of fallen members of the Correctional Service, Conservation, Fisheries, and other Federal, Provincial and Municipal officers.

Solicitor General Herb Gray reminded those in attendance that the

plaque represents much more than a tribute to the deceased; it is also a reminder of the hard work and sacrifices made to help create a better and safer Canada. ■

Inside This Issue

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- 10 Meeting the needs of Victims
- 10 Putting OMS to practical use
- 11 Multimedia: meeting the training challenge
- 12 Statistics... in brief



Correctional Service
Canada

Canada

Commissioner's Column

Like most staff, and most inmates, I do not much like double-bunking, but then, I don't much like paying taxes either. Indeed, double-bunking is today as unavoidable as taxes - and rising faster.



The factors that are causing this are strong. More offenders are being given federal sentences, and longer ones, reflecting the mood of Canadians. For the same reasons, at least in part, parole is down, particularly day parole (as a result, there are now about 500 empty beds at Community Correctional Centres and Community Residential Centres). A higher proportion of offenders are being rated as medium security and a smaller proportion as minimum security (the overcrowding pressure is especially strong in our mediums; hence the conversion of Bath from minimum to medium).

There is no money - or much desire - to launch a frenzy of prison building. With the Canadian incarceration rate being the second highest in the western world (after the U.S.), it is doubtful if we need to increase significantly the overall prison capacity even if funding was available.

The changes in criminal law being contemplated will also likely add to the federal prison population. It is no great comfort, but it is a fact that most prison services are experiencing similar pressures. What are we doing

about this? There are some steps that can, and are being, or will be, taken over the coming months. For instance, we must manage overcrowding as sensibly as possible, trying to: avoid double-bunking the tiny cells found in some of our oldest institutions; take account special circumstances such as not putting smokers with non-smokers; avoid double-bunking those with much time yet to serve; minimize the negative effects by increasing

The changes in criminal law being contemplated will likely add to the federal prison population. It is no great comfort, but it is a fact that most prison services are experiencing similar pressures.

programming, employment, and other activities (using more community or inmate volunteers, finding more community projects and more releases); and so forth.

We should redistribute inmate populations from the most crowded institutions to the less crowded. Some modest shifts from the Ontario to the Quebec region are already underway. We are determining the feasibility of putting in place more accommodation, through temporary measures such as trailers or dormitories. We are discussing with provincial services their capacity to absorb more of our inmates through expanded exchange of services agreements.

We are exploring how we might speed up the release of offenders by improved efficiency and without impacting adversely on public security. For example, better timing of entry into programming so as not to delay release, and better meeting the needs of the National Parole Board.

These measures may help us to limit the growth in double-bunking, and will likely help stop it. A degree of stability may also come as planned expansions to existing institutions (Dorchester, Cowansville, Bath, Bowden, Matsqui and the new Ontario medium) are completed.

If, however, we are to see a decline in double-bunking, I believe it can come about only over the long haul through very fundamental changes such as: a decline in the use of incarceration for non-violent offenders; or progress in crime prevention (i.e. diverting young people from adopting a career in crime, discouraging Canadians from resorting to violence in the home or on the streets).

These are issues the Government is pursuing and we will do all possible to contribute. ■

**See page 12 for
Statistics... in brief**

ACROSS CANADA



PACIFIC

ELBOW LAKE – Dorothy Maquabeak Francis (1912-1990) had devoted her entire life to volunteer service for the native community. A Cree from Manitoba, Dorothy lived and worked in New Westminster B.C., visiting aboriginal offenders at several B.C. penitentiaries.

To honour her many years of volunteer service, Ella Bendorf, a friend and fellow volunteer, decided that something should be done to remember Dorothy's contribution. She arranged for an inmate at the Elbow Lake Institution, Norbert (Joseph) Courville, who had met Dorothy in 1989, to carve a totem pole to be installed at Queen's Park in New Westminster.

Ram Kisun (Acting Warden at the time) approached Canadian Forest Products in Harrison Mills, who agreed to donate a cedar log for the pole. The City of New Westminster contributed \$100 towards tools and material.

It took Norbert about one year to produce the 8 foot totem pole, carved entirely by hand, requiring hundreds of hours of craftsmanship.

On October 12, 1994, the pole was formally handed over to the New Westminster Parks Department and officially installed on October 22. Among the dignitaries present were the

Mayor, Parks Director Paul Daminato, Warden Doug Black, Norbert Courville, Native Elder Dennis Thorne, Native Liaison Coordinator Maureen Houston and many community volunteers, family and friends of Dorothy Francis.

The totem pole will be a permanent feature at the entrance to Queen's Park, which several thousand people visit yearly. There it will serve as a constant reminder of Dorothy Francis' devotion to the native community.

KENT – Kent Institution held a Computer Awareness Week in October on a variety of topics ranging from computer networking to program applications. Staff attended workshops on the Offender Management System, the Corporate Asset Management System, and question and answer sessions on TeamLinks and Windows. Special thanks to Russ Bowden, Pat Mitchell, Darlene Owens, Dave Dahl, Bob Dobos, Deane Crutch and Susan McIntosh for their computer expertise. Congratulations to Lori Bell, Maria Dalziel and Doreen Dupuis for organizing the event.

RHQ – The Pacific region recently announced some new assignments to its RHQ organizational structure.

Ken Peterson will assume duties as the Regional Administrator, Correctional Operations. Judy Croft becomes the Regional Administrator, Accountability and Performance Measurement. Joanne Severn is assigned as the new Regional Administrator, Policy and

Planning. Judy Campbell assumes duties as the Regional Administrator, Communications and Executive Services, and Pam Good assumes duties as Regional Administrator, Human Resources.

The effective date of these assignments and the implementation of the transition to the new organizational structure have yet to be determined.

WILLIAM HEAD – Eleven senior Israeli police and prison officials toured William Head Institution earlier this year to view the prison's inmate accommodation and staff facilities.

The group had visited a number of facilities in the United States and Ontario. When they heard of William Head's progressive new design, they were interested to see if some of its new innovations might be applied to their own.

While touring the institution, it was quite apparent that the group was interested in the decentralized, 'small group living accommodation' concept and its translation into facility design.

In reflecting on the visit, Major-General Ya'Akov Lapidot, senior official in charge of Ministry of Police and the Israeli Prison Service, commented, "You have made a spearhead, a breakthrough in penology... and Israel will follow you."

PACIFIC – CSC staff from the Pacific region participated in the Northwest Police & Fire Games and the State Police Championships, held this summer in Portland, Oregon.

Continued...

At the Northwest games, Celeste Faessler and Chris Grangeaud (William Head), Neil Theissen (Kent) and Dan Cole (Matsqui) placed first in the four-person Practical Pistol Course (PPC) sharpshooter event. Celeste also took Gold in the 'sniper rifle' and 'trap' (female) categories, and Silvers in the 'expert-class 1500 PPC' and the two-person sharpshooter PPC team (with Chris Grangeaud). Stephanie and Wayne Gannon (William Head), won medals in the Biathlon, 5km cross-country run and 8 km road race.

At the State Police Championships, Frank Palinino (Kent) and Hank Koenig (William Head) joined Celeste and Neil, placing first overall in the sharpshooter competition. ■

PRAIRIES



SASK. PEN. – During a recent tour of Saskatchewan Penitentiary in September 1994, Solicitor General Herb Gray, was presented with a Star Blanket, a sacred spiritual symbol, by Native Spiritual Advisor, Harvey Delorme, on behalf of the participants in the institution's Aboriginal Spiritual Program.

The Minister also attended a ceremonial transfer of the institution's graveyard property to the Anglican Diocese of Saskatchewan. The institution had been maintaining the grave site,

located on the west side of the property, where the remains of 55 inmates were buried due to lack of next of kin or by family decision.

Since the grave site was not consecrated, the institution was prevented from current use of the site. Consequently, resting places for recently deceased inmates were arranged in the Diocese's adjacent St. Mary's Cemetery. With the transfer, the Anglican Diocese will now arrange to consecrate and maintain the cemetery.

BOWDEN – The newly formed Bowden Institution Fun Times Association (BIFTA) launched the summer with an all-out LUAU. The festive event included a pig roast, dance and slave auction which raised \$300 for STARS Air Ambulance. The remaining funds will go towards the Staff's Children Christmas Party and other BIFTA events.

- Minimum Security Inmates of the Bowden Annex have been assisting community organizations by landscaping, clearing brush, painting and other manual repairs. They also contributed to the general up-keep of the Boy Scout Camp at Sylvan Lake, Alta. and the RCMP Dog Kennels.

- After extensive screening, a Bowden peer team was selected to lead a Critical Incident Stress Debriefing (CISD) program. The team received training in CISD locally as well as at the International Critical Incident Stress Foundation in Baltimore, Maryland. The team has already contributed many hours to support their fellow staff members.

DRUMHELLER – The second annual Boss Hogs Slo-Pitch Tournament was another big success! Congratulations go out to The Diggers, The Hammerheads and The Posse who were winners in their divisions.

Special thanks to the Tournament Organizing Committee and all those who volunteered their time.

ROCKWOOD – The Inmate Welfare Committee hosted a BBQ on September 10, as part of Volunteer Appreciation Day Activities. Rockwood Institution and the Committee shared the cost of the event, to which about 55 volunteers attended.

- On September 18, fourteen residents of Rockwood Institution participated in the 14th annual Terry Fox Run. All competitors finished the 10 kilometer race, and raised a total of \$316 for cancer research.

STONY MOUNTAIN – At CSC's Executive Committee meeting held in September at Stony Mountain Institution, Commissioner Edwards, Warden Art Majkut and several EXCOM members participated in a traditional sweat lodge ceremony and feast.

Two separate sweat lodges were conducted: one by Elder Randy Huntinghawk, the other by Bob Wasicuna. Prior to participating, the history, purposes and spiritual significance of the sweat lodge was explained to participants by Native Program Coordinator, Stan Williams. ■

ONTARIO



TORONTO – Over 100 participants attended the bi-annual Ontario Association of Corrections and Criminology conference held October 26 and 27.

The conference, featuring *Crime Prevention: Challenges and Innovative Approaches*, included workshops on family violence, innovative approaches to crime prevention, the *Young Offenders Act*, and the effects of the media on the criminal justice system.

WARKWORTH – Warkworth Institution showed their community support recently, by assisting the Campbellford Public Library. The library was undergoing extensive renovations, and needed help to re-locate their books. Warkworth gladly provided a truck to move the books, as well as a volunteer driver, Sue Joly. ■

QUEBEC



REGIONAL RECEPTION CENTRE – This summer, Quebec's Regional Reception Centre (RRC) took part in a unique exchange project between the Université catholique de Paris. Two psychology students from the Paris university completed a practicum at the Centre, while

CSC psychologists travelled to Paris to learn about France's correctional policies.

French officials were particularly impressed by the resources invested in Canadian treatment programs, such as those for sex offenders.

CSC staff also found some interesting differences in the French correctional system, such as the division between institutional operations structures, being under the justice ministry, and treatment programs, being under the national health ministry. They also found the French parole system interesting, being administered through criminal court judges assigned to each offender.

The RRC wants to thank Regional Deputy Commissioner Jean-Claude Perron, RRC Warden Michel Deslauriers, Richard Rabeau, Staff College Director, and members of the VISA team from Montée St-François Institution for their support and hospitality.

For more information, please contact Jacques Bigras or Marc Daigle at (514) 478-5977.

COST SAVINGS – Over the next few months, the Quebec region will be taking part in a Quebec Federal Council support services initiative, aimed at realizing operational savings by grouping services provided to various government departments in the region. Services and practices, such as the sharing of certain common mail and messenger services, will be pooled to improve operational efficiency and performance. For further information, please contact either Danielle Petitclerc at (514) 664-6633, Monique Marullo-Morin (514) 283-6072 or Guy Leblanc (514) 648-3838.

APPOINTMENTS – As of November 7, 1994, Jean-Paul Lupien, former Warden of Cowansville, becomes the Special Advisor to the Regional Deputy Commissioner. Lise Bouthillier, previous A/Warden at Montée St-François assumes duties as the Warden, Cowansville. Lucie McClung, Corporate Advisor, Long-Term Organizational Planning, NHQ, has been appointed as the new Warden, Montée St-François.

CASE MANAGEMENT – A regional meeting on case management and correctional planning was held in September. Institutional and community case management officers, correctional officers, clinical co-ordinators and supervisors, unit managers and correctional supervisors participated in workshops and discussions. Resulting proposals and recommendations have been submitted to the Regional Deputy Commissioner, who will discuss them at the Regional Management Committee meeting.

COWANSVILLE – In October, a Native sweat lodge ceremony was held for the first time at Cowansville Institution. Native Elder Denis Nicholas led the sweat lodge, during which the ceremonial area was consecrated. The institution agreed to let Native residents use this area on a permanent basis, to fulfill their spiritual needs.

In co-operation with the Native Brotherhood, the institution held two more sweat lodges for staff, helping them gain a better understanding of the Native culture. ■

ATLANTIC



TRURO FSW – Since the *Creating Choices Task Force Report*, 1990, recommended the closure of the Prison for Women in Kingston and the development of regionally-based facilities for federally-sentenced women (FSW), the Atlantic region has been steadily progressing to make their facility a reality.

For the past two years, Thérèse LeBlanc, FSW Warden-designate, was project leader for the facility. In October, Thérèse was appointed as Warden of the Kingston Prison For Women, and Frona Allen has since become the interim leader for the Truro project.

Construction of the facility is ahead of schedule and is expected to be ready for occupancy in June 1995. The 21-bed facility will provide self-contained living units as well as common areas for program and service delivery, leisure activities, spirituality and family visits.

The construction and program development team have been successfully establishing links with the Truro community. Over 70 Truro residents have volunteered to assist with the planning of the facility and to become part of program development committees.



The Atlantic's Truro FSW facility under construction.

SPRINGHILL – The third annual Atlantic region Conference for Women took place on October 12 and 13. Organized by the Springhill Institution, the event included guest speakers, workshops and panel discussions which reflected issues of interest to women working in corrections.

Addressing the theme of "Balancing personal and professional life," one of the

keynote speakers, Dyane Dufresne, Corporate Advisor Human Resources, NHQ, challenged all CSC

staff to be creative in bringing forward recommendations on how the Service can be more responsive to helping employees balance their personal and professional lives. ■

NHQ



CAREER RESOURCE CENTRE – The Service's new direction in management and operating procedures, as part of the reorganization process, has had a significant impact on the careers of NHQ staff. In view of these changes, a decision was taken to establish a centre to help employees deal with these changes and with their career transition strategies.

Employees are encouraged to take responsibility for their careers through the acquisition of services and tools offered by the Centre. The Centre is staffed with counsellors who are available to address information and support needs. The accessibility and confidentiality features permit employees to freely obtain information, material and advice without concern for privacy.

For more information about the Career Resource Centre, please contact Margaret Fortin, Manager, (613) 992-8424 or Rae Raymond, Career Resource Advisor, (613) 992-2968.

AWARDS – The National Headquarters Awards Presentation Ceremony took place November 7, 1994, at the National Archives of Canada.

Exemplary Service Medals were presented to Michel Charron and Richard Christy in recognition of the service of those peace officers whose duties bring them in daily contact with offenders in federal correctional programs.

Appreciation Certificates were presented to: Wayne Stryde for his continuous dedication and professional support of the HIV/AIDS issues for CSC; Dr. Brian Grant, for his continuous dedication and contributions in organizing the Twelfth Triennial Congress of the International Ergonomics Association; and to Louise Lemelin in recognition of the high level of service she provided CORCAN while at CSC. Louise must also be congratulated for her recent appointment as Judge to the Quebec Supreme Court.

Denis Méthé, Jane Miller-Ashton, Hilda Vanneste and Sharon McIvor were presented certificates for their contribution to the development of the Healing Lodge for Federally Sentenced Aboriginal Women.

A Service Commendation Award was presented to Les Shand, in recognition of his successful attempt to save a life by administering CPR.

Teamwork Awards went to Lynn Balice, Jean Demers, Richard Moore and Jason Cormier, in recognition to their dedication and continued contributions to the Correctional Service of Canada.

For an exceptional contribution to the Service in developing the Executive Information System, a teamwork award was presented to Guylaine Montplaisir, Suzanne St. Georges, Lucie Larocque, Stuart Thomson, Martin Devenport, Rosemary Manion, Jennifer Buck, Bob Osterhout, John Corbeil, Bob Brady, Tom Jones, Gaétan Lalande, Connie Patterson, Joan Menard, Carole Binette, Jean-Guy Lamothe, Jennifer Guillon, Len Swedlove and Mario Lafontaine.

Merit Awards were awarded to Pierre Champoux, John Vandoremalen, Paul Braun,

Claude Tellier, Françoise Perron, Barb Mammen, Brent Schwieg and Mike Chinnery.

Gilles Dagenais was presented with the **35 years of service medallion**, and **25 years of service plaques** were presented to Karen Wiseman, Ron Junk, Jean-Paul Bélanger, Michel Bélanger, Angèle Régimbald, Rick Hewton and Monique Sabourin. ■

The meaning of the Badge

Through a century of growth and change, the Correctional Service of Canada has achieved a distinctive place in the national community. Although Canadians have grown to recognize the Service by our badge, very few people understand how the components of this badge symbolize CSC's past and future aspirations.

The CSC badge is a six-pointed gold star and sunburst on which a green annulus, or ring, is centred. On the annulus, the words "CORRECTIONAL SERVICE CANADA/SERVICE CORRECTIONNEL CANADA" are inscribed in gold. The annulus is surmounted by the crown



which covers the topmost point of the star. Inside the annulus are a gold crossed key and

torch on which the stylized red maple leaf of the Canadian flag is superimposed. A green ribbon set on the star's lowest point carries the motto "FUTURA RECIPERE."

The badge identifies the Correctional Service and symbolizes its major responsibilities within the criminal justice system. The key represents custodial responsibilities; and the torch, training, education and parole. The Latin motto, in the context of the goal of rehabilitation of offenders, may be translated by the phrase "to grasp the future." ■

COMING UP!

International conference on "Mental Disorder and Criminal Justice Changes, Challenges and Solutions."

Together with the International Academy of Law and Mental Health and the Institute of Law and Mental Health Policy at Simon Fraser University, British Columbia, CSC is sponsoring the "Mental Disorder and Criminal Justice Changes, Challenges and Solutions" conference in Vancouver, April 19 to 22, 1995.

The conference will focus on the unique problems and special needs of the mentally ill in the criminal justice system. Special attention will be given to mental health issues concerning women, aboriginal groups, ethnic minorities, case management, programs and program outcome.

For more information, please contact Gerwyn Mills, Executive Director, or Johann Brink, Clinical Director, of the Regional Psychiatric Centre, Pacific region at: (604) 853-7464, fax: (604) 853-6992. ■



US Crime Bill - Cont'd from page 1

- **Sex Offender Registry** – Requires persons convicted of sexually violent offences or convicted of criminal offences against children to register with state law enforcement agencies, until ten years have elapsed since release or being placed on parole, supervised release, or probation.

- **Cops on the Beat** – Provides \$8.8 billion in grants for hiring approximately 100,000 law enforcement officers and increasing their involvement within their communities.

- **Enhanced Penalties** – Increases penalties for drug trafficking, illegal drug use and smuggling drugs into Federal prisons.

- **Substance Abuse Programs** – Establishes a schedule by which all "eligible" federal inmates must receive substance abuse treatment, allowing for inmates convicted of nonviolent offences up to one year off their sentence upon completion of treatment.

- **Three Strikes, You're Out** – Establishes a mandatory sentence of life imprisonment for anyone convicted in federal court of a serious violent felony if the person has two or more prior convictions in federal or state court for serious violent felonies.

- **College Education Grants** – (Pell Grants) College education grants have been prohibited to anyone incarcerated in federal or state penal institutions.

- **Limiting Inmate Lawsuits** – Places major restrictions on federal courts, barring them from holding prison or jail crowding unconstitutional "except to the extent that an individual plaintiff inmate proves that the crowding

causes the infliction of cruel and unusual punishment on that inmate."

For more information, please contact Jennifer Trottier, Intergovernmental Affairs, at (613) 995-7912. ■

Harassment - Cont'd from page 1

This process requires the agreement of both parties to resolve the situation through mediation. If agreed upon, no written complaint is registered and no record of the incident is kept. Because of the informality of this approach, this process ensures a quick follow-up to the harassment complaint.

If either party does not agree to this process, a written complaint can be registered and an investigation will be undertaken. In that case, an investigator will interview the people involved, and any relevant witnesses. A written report is then submitted to the Deputy/Assistant Commissioner within 30 working days. This report includes a conclusion as to whether or not the harassment allegations are believed to be founded.

There are ways we can all help eliminate harassment. The most simple rule is to treat others with respect. You can also help by reporting harassment when you see it, and by supporting a colleague who is faced with harassment.

The Service has made it mandatory that all employees attend anti-harassment awareness sessions. Stopping harassment is

everybody's business. Don't let yourself, your family and colleagues pay the price!

For further information, please contact Helen Friel, A/Manager, Anti-Harassment, (613) 947-0954. ■

EAP NEWS

CS's Employee Assistance Program (EAP) has been showing great success. EAP referral agents provide confidential assistance to employees with personal problems that may affect their work. While the referral agents are not counsellors, they are trained to help make the best use of the program.

- Chin Yeung of Food Services at NHQ, has recently become an Employee Assistance Program referral agent. Chin brings a rich experience of work and voluntary leadership in Ottawa's cultural communities to this role.

- In September, the Atlantic's regional Employee Assistance Program Coordinator, Ross Monk, was honored for the excellent service he provides throughout that region. Ross has been an EAP Coordinator since January 1988, and is active in many activities promoting staff wellness.

CSC launches drug strategy

In a major public announcement, in August 1994, Commissioner John Edwards outlined the Service's commitment to developing a national strategy aimed at combating drug use in Canada's

federal penitentiaries. A preliminary framework, set in March, was based on recommendations provided by a Focus Group on Drug Interdiction.

Since then, a working group headed by Andrew Graham, Senior Deputy Commissioner, and supported by the Assistant Deputy Commissioners, has been overseeing related initiatives and working to develop national policies and procedures.

CSC's "corporate message" against drug use will include strict enforcement, changes to policy, education and the implementation of various "best practices" to deter drug activity.

A number of initiatives are being considered for National application including, strengthening **search** and **detection** practices, such as the use of drug dogs and other detection technology, and making proposed amendments to the *Corrections and Conditional Release Act* regulations, to facilitate the searching of inmates and cells. Urinalysis, which continues to be the most effective detection tool (about 1,300 samples taken per month), will continue to be used to the greatest extent possible.

Other strategies will include improvements to **education** and **training**. Specialized training for CSC staff will be developed, focusing on how to work more effectively within current policy

and legislation, to improve the sharing of intelligence and other information with criminal justice partners, and to provide strategies for the education

of visitors and the general public, informing them of the consequences of drug trafficking.

Better integration of case and unit

management programs are seen as primary goals for **strengthening preventive security**. This will include reviewing possible improvements to standards and guidelines, staff resourcing and training.

Discussions have also begun at the National level to re-establish some regionally tailored agreements with the RCMP. These and other recommendations will be reviewed at an upcoming meeting of the Assistant Deputy Commissioners.

Substance abuse programming and its relationship to drug interdiction efforts,

including the challenge to balance security concerns with rehabilitation goals, will be an important part of the national strategy. The Pacific region has taken the lead in this area and will be working with other regions and NHQ programming staff to develop a national approach by the end of the fiscal year.

The Commissioner acknowledged that drug trafficking and substance abuse within federal penitentiaries is a major problem that has a damaging effect on life within the institution. Not only does it cause serious physical harm to the users and contributes to violence and the potential spread of infectious diseases, it creates a source of tension and frustration for staff who are responsible for the

custody and control of the inmate population. "For these reasons," Commissioner Edwards noted, "it is imperative that we take action."

For more information, please contact Marcy Grossman at (613) 996-4501. ■

CSC's stance against drug use will include strict enforcement, changes to policy, education and other initiatives to deter drug activity.

Urinalysis, which continues to be the most effective detection tool (about 1,300 samples taken per month), will continue to be used to the greatest extent possible.

Meeting the needs of Victims

With the introduction of the *Corrections and Conditional Release Act (CCRA)*, November 1992, the rights of victims have now been formally recognized in federal correctional legislation. Through the law, which details the information that may be provided to victims, they now have a legitimate and essential voice in the federal corrections and parole process.

For many victims their first exposure to crime is also their first exposure to the criminal justice system. This can be a source of great anxiety for the victim, and an added responsibility for CSC staff. Where the provisions of the CCRA allow providing information to victims, this must be done in a manner that respects the sensitivity and is supportive of the victim's situation. This requires effective staff training and a commitment to do everything possible to improve the Service's ability to meet their needs.

Earlier this year, CSC and the National Parole Board (NPB) jointly conducted a survey of staff that work with victims.

Questionnaires were received from 176 staff. Follow-ups to their concerns and suggestions are now being made. From the responses, it is clear that staff, although willing, do not feel fully prepared to deal with the added responsibilities.

They reported the workload associated with victim contacts is increasing — 22% of the respondents spend between 10-25% of their time on these activities. More than half believe they need more victims training. Of this group, almost half would like more training on the legislative provisions regarding the sharing of information with victims. The next highest was for training to deal with stress resulting from contact with victims and the media, the effects of offences on victims, and learning how to communicate more effectively with these groups.

About one-half of the respondents reported that they feel victims do not easily understand the legal limits of the information that can be provided to them,

commenting that often victims want more information than legislation permits.

In response to this need for better training and education for both staff and victims, CSC and NPB are working together to provide efficient, effective and professional service to victims. Initiatives such as providing Victim Liaison Officers in each region and at each unit, victim information publications and staff training sessions are helping to facilitate this need.

CSC and NPB are also jointly conducting a survey of victims who contact them. Questions focus on whether victims are finding difficulty in making contact, if they received the information they wanted and were able to provide information to CSC/NPB, and their experiences attending Parole Board hearings. The results of the survey will be valuable in setting future directions centred on our service to victims. For more information, please contact Gen Butterworth (613) 943-0045. ■

Putting OMS to practical use

CSC's Offender Management System (OMS) is designed to collect and consolidate offender related information so that staff who work on a daily basis with offenders, at all levels of responsibility, can make informed decisions on individual offenders.

As more and more staff become familiar with the system and its potential, they are finding new and imaginative ways of using the OMS to reduce their workloads and speed up operational processes.

The Atlantic region is making full use of OMS in a number of applications. In particular, staff have found the system very useful in their Program Review Boards which are held weekly in the region's institutions.

These Boards use a program called ESTATEC (Enabling Staff Through Advanced Technology) a subset of the OMS, which contains basic tombstone data (offender's date of birth, gender, etc.), offence information and the correctional plan for each offender. Using this data, the Boards have been able to

speed up the process of assigning offenders to appropriate programs and employment placements.

The Atlantic region also uses OMS to track the use of segregation (the non-punitive separation of an offender from the general population) in its institutions, which must be reviewed on a regular basis.

In the Prairie region, at Drumheller Institution, the Offender Management System has been integrated into the process of handling institutional court cases. Diane Simpson, OMS trainer for the region, reports that prior to the

use of OMS, these weekly meetings involved a great deal of paperwork for case workers and correctional officers preparing for institutional court cases. "Today, there is an OMS terminal right in the courtroom to ensure that all necessary data is at the fingertips of those who need it," says Simpson. When decisions are rendered, the information is entered immediately into the system so that the record is accurate and updated. It can then be reviewed on-line as needed.

William Staubi, OMS Coordinator at NHQ, stresses the importance of direct participation by managers in using the system not only to ensure continued quality control, but also to encourage all staff to make maximum use of what it has to offer. "As more and more staff become familiar with and aware of its potential, we will see more time and money-saving ideas from all parts of the country," he says.

OMS coordinators are interested in hearing of other imaginative ways in which the system is being used. If you have any questions regarding OMS, or ideas concerning the system that you would like to share with others, please contact William Staubi at (613) 947-3434. ■

Multimedia: meeting the training challenge

In a time of reduced budgets and technological expansion, computer-based multimedia training appears to be the answer to CSC's ever-present training needs. The multimedia approach to training has been steadily emerging over the last several years. It has increased in popularity more recently, with the growing need to find more cost-effective and efficient means of meeting training objectives.

Multimedia applications allow students to learn at their own pace and in their own environment, while realizing cost savings to the department. It replaces the traditional instructor-led method with extensive use of technology, such as microcomputers, video display terminals and VCRs, all incorporating the use of sound, graphics, text, interactive learning exercises and feedback.

To explore the multimedia option, CSC's Financial Policy Systems and Operations Directorate entered into a partnership with the Public Service Learning and Communications Network, the Department of National Defence and the Office of the Comptroller General. Together, they designed and developed a computer-based,

multimedia training application based on CSC's Financial Management Orientation course for managers.

Managers from the Ontario region and National Headquarters participated in the pilot. Their personal computers were upgraded with the necessary equipment and the multimedia application. Over a two month period, participants completed the course and submitted a pilot evaluation questionnaire. The results were extremely positive.

With the success of this pilot, the Service's Executive Committee approved a recommendation to

proceed with both French and network versions of the application.

If the success of this pilot project is any indication of what the nation-wide reaction will be, it is fair to assume there will be other training courses developed in the multimedia format in the future. For further information regarding the Financial Management Orientation for CSC managers multimedia training, please contact Suzanne Crowder at (613) 996-4046 or Stan Fields at (613) 996-4991. ■

How to submit to *Let's Talk*

- Articles (with appropriate contact names and numbers) should be forwarded by E-Mail or on a 3.5" diskette on Microsoft Word, along with a hard copy.

- Feature stories should not exceed 500 words.

- Our ability to use photographs is limited. Only photos of very clear quality can be used.

- Deadlines for submissions to upcoming issues are: March '95 issue - January 16; June '95 issue - April 17; September '95 issue - July 17.

For more information, please contact the editor of *Let's Talk* at (613) 995-5364, or by fax at (613) 947-0091.

Statistics... in brief

CURRENT ACCOMMODATION SITUATION

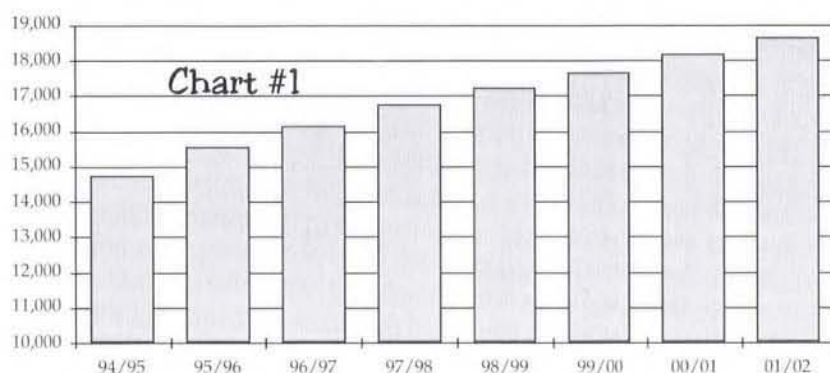
Since the middle of fiscal year 1991/92, the Service has experienced continued, extraordinary growth in the incarcerated offender population. Relative to the historical long-term (30 year trend) growth of 2.5% - 3% per year, CSC recorded growth of

inmate population will reach 15,500 by the end of 1995/96. By the year 2000 it is anticipated that the inmate population will surpass 18,000. (Chart #1).

When one considers only cells designed for single occupancy, that meet the criteria as being double-

* "Double-bunkable" cells are all cells, less special needs cells (any type of accommodation permanently used for administrative segregation including protection, disciplinary segregation, suicidal watch [observation], special handling [SHU], mental health [RPC, RTC, MHU] and health care), cells that are five square meters and less in size (58 in Atlantic, 770 in Prairies, and 443 in Ontario) and cells without access to natural light (164 at Montée St. François).

Projected Growth - Federal Male Incarcerated Population

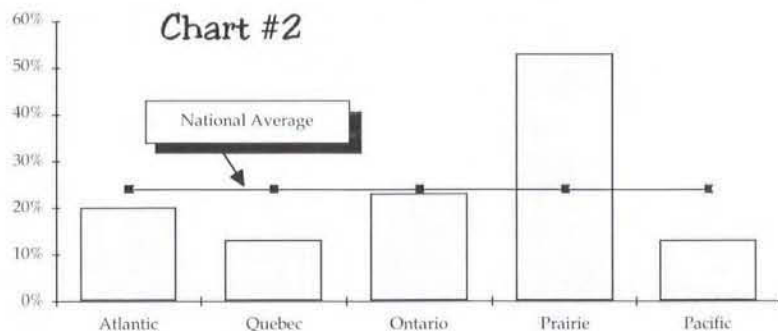


over 5% per year during fiscal years 1991/92 and 1992/93. In 1993/94, the Service recorded an increase of over 1,000 inmates, representing an increase of 8.5%.

The long-range accommodation forecast shows that we are expecting the inmate population growth to continue. It is projected that our

bunkable*, the Prairie region is experiencing the greatest difficulties with 48% of these cells double-bunked. This region is followed by Ontario at 26%, Atlantic at 21%, Pacific and Quebec at 13%. The only available cells as of November 8, 1994 were in minimum security institutions. (Chart #2).

Over-utilization of Double Bunkable Cells - Regional and National Summary



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