

Vol. 3 No. 1 1991

On Corrections Research

FORUM



FEATURE ISSUE

Correctional Education

Literacy Training and
Reintegration of Offenders

Management Focus

The Future of Correctional
Education

Staff and Curriculum
Development

Legal Perspectives

Contract Teachers in
Federal Institutions



Correctional Service
Canada

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FORUM ON CORRECTIONS RESEARCH is published quarterly in both English and French for the staff and management of the Correctional Service of Canada.

It reviews applied research related to corrections policy, programming, and management issues. It also features original articles contributed by members of the Correctional Service of Canada and other correctional researchers and practitioners.

FORUM is prepared and published by the Research and Statistics Branch, with the assistance of the Communications Branch, Communications and Corporate Development Sector of the Correctional Service of Canada. FORUM invites contributions to any section of the magazine from researchers in the field. Please send your contributions to Frank J. Porporino, Director General, Research and Statistics Branch, Correctional Service of Canada, 340 Laurier Avenue West, Ottawa, Canada K1A 0P9. Accepted manuscripts are subject to editing for style and length.

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Sections of the magazine with no acknowledgment of authorship have been researched and written by the staff of the Research and Statistics Branch, Communications and Corporate Development. The following individuals have made significant contributions to this issue: David Robinson, Rhea Yates, Stéphane Bélanger and Bart Millson.

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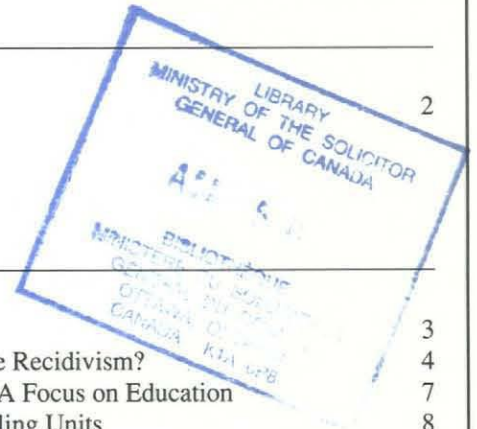
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Forum on Corrections Research

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Across North America, a controversy rages about how our educational systems should function. A simultaneous debate must be initiated in correctional circles if we are to distinguish correctional education as a separate and specialized field.

To consider prison education as only palliative is to ignore its rich potential to contribute substantively to the correctional agenda. To be rehabilitative, correctional education must be responsive to the particular learning needs of offenders, have content that focuses specifically on changing pro-criminal values, beliefs and attitudes, and integrate its activities with other correctional treatment initiatives.

The majority of offenders enter our correctional establishments with poor academic skills. Too little attention is given to why this is the case. In recent years, assessments of offenders have pointed to a high incidence of learning difficulties. Offenders also seem to differ markedly from non-offending populations in preferred learning styles: they favour an intense, hands-on approach rather than the more passive, visual methods practised in our schools. These facts argue for a different teaching approach in a correctional setting than that offered in the community at large.

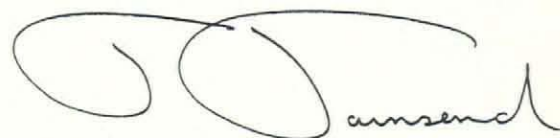
The curriculum of most correctional education programs emphasizes basic skills to address illiteracy. Although mastery of these skills can serve as strong motivation for the individual learner, the correlation between illiteracy and criminality cannot be considered causal. Research showing improved reintegration of offenders who have completed an Adult Basic Education program is encouraging. The challenge for researchers is to identify which aspects of the program constitute the contributing influence. However, research is unlikely to point to any existing basic curriculum as a positive influence.

In the feature article of this issue of FORUM, Dr. T.A. Ryan points out that curriculum must be enriched so as to reinforce prosocial orientations and to stress critical reasoning skills, which have been identified as inadequate in the majority of offenders. Although some fine developmental work has proposed curriculum specific to a correctional approach, there is little interest in adapting this work for general application, cost being cited as a serious obstacle. The development of a specific curriculum that blends basic academic skills with material that stimulates social learning must remain a critical priority.

Education in most correctional jurisdictions is a "stand alone" activity, with little interaction with other areas of corrections. This isolation is reinforced in correctional systems that contract with local school districts or private schools. Even in settings where teachers are employees, corrections-specific training is generally not provided. Because of the lack of specialized services, prison teachers are usually forced to seek professional development in the outside teaching community and are disadvantaged in dealing with prison-specific problems. A more in-depth discussion of the professional development of correctional educators is provided by Michael Collins and Bea Fisher in the Management Focus section of this issue of FORUM.

More recently, greater emphasis has been placed on co-ordinating the efforts of academic upgrading, vocational training, and prison industries. These efforts should be encouraged. Moreover, the educational program needs to be more closely integrated with programs on social skills, substance abuse, anger management and family violence. There is an acute need for correctional systems to adopt a common correctional approach in all program interventions.

Correctional educators have made enormous strides by addressing the staggering problem of prison illiteracy. Beyond literacy, though, correctional education has the potential to yield positive changes in offenders' lives. We must now move on to discover and take advantage of this potential through informed research and practice.



Thomas Townsend
Acting Director General
Offender Programs
Correctional Service of Canada

Research is often communicated only in academic publications in a specialized language, making it inaccessible to practitioners who must put research findings into action. In this section of FORUM, we hope to overcome the rift between the researcher and the practitioner by providing brief descriptions of findings from recently published studies.

As correctional education is the focus of this issue, we have chosen to highlight research findings on the perceptions of educators and inmate students and the impact of correctional education on participants. Correctional education is viewed from a variety of perspectives in order to broaden the understanding of this important subject. More information about the research reported in this section can be obtained by contacting the Research and Statistics Branch or by consulting the references provided.

We welcome contributions from researchers in the field who wish to have their research findings profiled in the Research in Brief section.

Education and Recidivism

It is frequently asserted that the rate of recidivism is an inadequate test of the effectiveness of correctional education, that recidivism is only one measure of effectiveness. Furthermore, other factors may confound the effects of education; that is, we may be "doomed" from the outset to find no positive effect on recidivism rates.

While the Research and Statistics Branch recognizes the complex and controversial issues surrounding the measurement of program impact in corrections, we thought it worthwhile to highlight our review of research on the effect of basic education on the recidivism of adult male offenders. Our findings suggest that basic education has a positive impact on recidivism.

From approximately 30 studies on the relationship between educational programming in prisons and recidivism among offenders, our analysis examined seven, which deal specifically with basic education among adult male offenders.

The table presents a brief description of the types of studies completed and their results. It should be noted that all seven studies examined in our analysis used relatively sound methodologies. Sample sizes ranged from 75 offenders to more than 3,000, and the follow-up period for examining recidivism was also substantial (the shortest period being approximately two years). More importantly,

we observed that the studies with the soundest methodologies yielded the most positive findings.

At first glance, there appears to be rather weak support for the conclusion that participation in basic education programs has a positive impact on recidivism — only four of the seven studies found that the recidivism rates

of participants were significantly lower than those of the comparison groups. Upon closer examination, however, the results become more convincing. Three of the seven studies used a random or matched comparison group design, that is, an appropriate and convincing method of selecting their samples. Notably, all three of these studies found that the recidivism rate of participants in the basic education programs was significantly lower than that of the comparison group. We consider this an important finding.

In summary, although our review of the literature was by no means exhaustive, we did find research to support the belief that participation in basic education programs by adult male offenders has a positive effect on their recidivism rates. ■

The full report on this research review is available from the Research and Statistics Branch of the Correctional Service of Canada.

Studies of Adult Offenders in Basic Education Programs

Study	Setting	Number of Offenders	Follow-up Period (months)	Recidivism Effect	Recidivism Rates (Participants) (Comparison)
Glaser 1964	5 U.S. Federal Institutions	2908	48	No	Part. 39% Comp. 33%
Ingalls 1978	Canadian Federal Penitentiary: Drumheller	89	60	No	Part. 81% Comp. 62%
Mace 1978	West Virginia State Institutions	320	48	Yes	Part. 13% Comp. 26%
Mason & Seidler 1977	Oregon State Institutions	405	20-26	No	Part. 26% Comp. 22%
Stevens 1986	18 State of Georgia Institutions	3041	24	Yes*	Part. 12% Comp. 19%
Walsh 1985	Adult Probationers, Ohio	75	42	Yes*	Part. 16% Comp. 44%
Zink 1970	New Castle Institution, Delaware	220	Up to 60	Yes*	Part. 40% Comp. 60%

* Random or matched comparison group design

Adult Basic Education: Can It Help Reduce Recidivism?

Education represents a major programming endeavour for the Correctional Service of Canada. In the 1989-90 fiscal year, approximately 47% of inmates who were available for education or work — a total of 5,776 offenders — participated in some type of educational program. This represents a 2% increase in the participation rate for the previous year. Educational programs available to inmates include Adult Basic Education, and secondary, vocational, college, and university studies (see Figure 1).

A large share — close to one third — of educational enrolments are in Adult Basic Education (ABE). Although often referred to as “literacy” training, ABE leads to certification in both literacy and numeracy skills at the grade-eight level.

ABE participation has grown very quickly, beginning in 1987 when the Correctional Service of Canada made ABE its priority in educational

programming. Now, at any one time, approximately 1,400 offenders, or over 10% of the federal inmate population, are enrolled in some type of ABE program. Almost half of ABE participants are full-time students. The remainder combine their enrolment with work or other types of programming. Participation rates are fairly uniform across the five regions, but as Figure 2 shows, the highest proportion of ABE enrolments is in the Atlantic region and the lowest is in Quebec.

On admission, offenders are asked to take achievement tests to assess language (reading and writing) and mathematical skills. All offenders who score below the grade-eight level are offered the opportunity to enrol in ABE programs. The average inmate who enrolls in ABE has grade-four level skills in reading and writing and in mathematics.

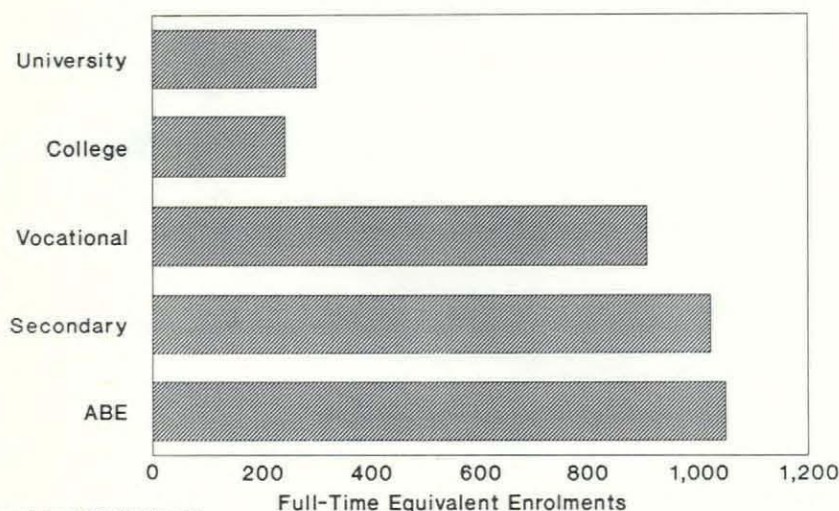
In the 1989-90 fiscal year, 1,574 inmates achieved grade-eight levels in language and mathematics through participation in the Correc-

tional Service of Canada's ABE programs. While this figure may appear impressive, a large number of inmates who enrol in ABE never complete their programs. Some consciously decide to withdraw from their program of studies; others terminate their participation because they are transferred to another institution; and still others are granted conditional release before they have an opportunity to achieve the grade-eight completion target. In 1987, a total of 3,278 inmates participated in ABE programs run by the Correctional Service of Canada. However, by the end of 1989, only about half of these inmates had completed ABE.

With the infusion of resources into ABE (almost \$6.5 million spent by the Correctional Service of Canada in the 1989-90 fiscal year), program planners are anxious to learn what we are getting for our dollars. Obviously, offenders who participate in ABE increase their language and mathematical skills — an advantage that Canadians believe every member of society should possess. However, an important question remains: What contribution does ABE make in reducing the number of released offenders being readmitted? Although correctional educators often assume that their efforts will pay off by reducing recidivism, the research literature has not consistently supported this belief. Despite the programming resources necessary to sustain a high level of participation in ABE, the Correctional Service of Canada has had little evidence that its programs were having the desired “correctional” impact.

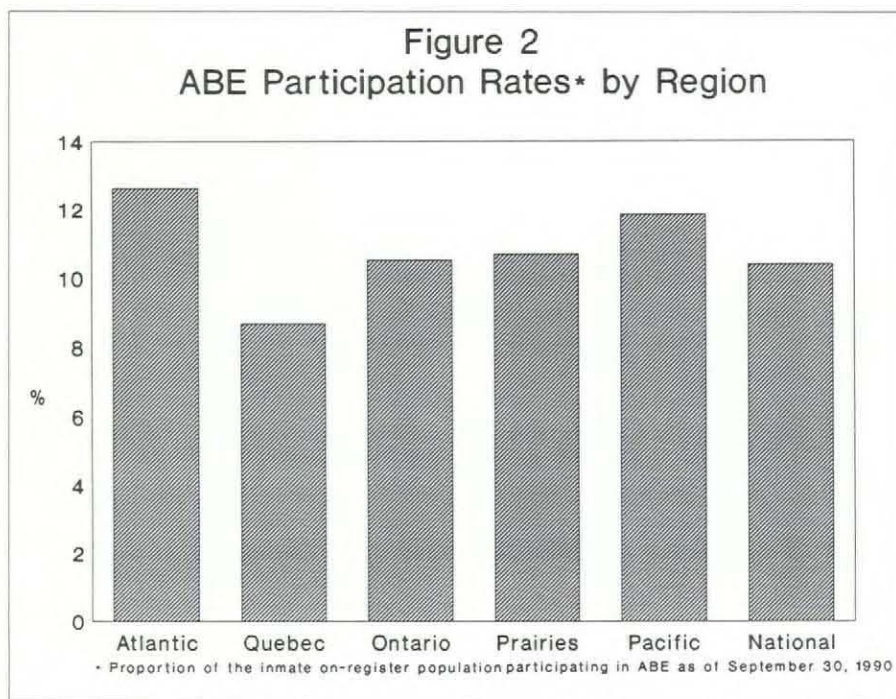
The Research and Statistics Branch recently examined the post-release outcomes of a large sample of offenders who participated in ABE programs in 1988. The outcomes of offenders who had achieved a grade-eight level were compared with those of ABE participants who, for whatever reason, had not completed the program prior to release. Although the findings do not suggest that all ABE participants can remain crime-free, it

Figure 1
Full-Time Equivalent Enrolments*
in Educational Programs



* Based on 1989-90 figures

Figure 2
ABE Participation Rates* by Region



appears that achieving a grade-eight level during incarceration may help some offenders stay in the community after their release.

Our sample included a total of 1,736 offenders who participated in ABE during 1988 and were subsequently released to the community. We selected participants from 1988 in order to allow sufficient time to observe whether they would recidivate upon release. All the offenders were monitored from the time they were released until October 1990. The average postrelease follow-up period was 1.1 years. The majority of the offenders in the study (57%) were followed up for at least one year, and only 16% were followed up for less than six months.

The sample included 899 offenders who successfully completed the grade-eight level, 462 who were released before completing ABE, and 375 who chose to withdraw from the program. The readmission patterns were clearly most favourable for the ABE program graduates. As Figure 3 shows, those who completed the targeted grade-eight level had the best community outcomes: only 30.1% of the graduates were readmitted during

the follow-up period, compared with 35.7% of those released before completion, and 41.6% who withdrew from ABE. Hence, there was a difference of almost 12% in readmission rates for the group of offenders who had successfully completed ABE and

the group who had withdrawn.

Of course, one danger of comparing ABE graduates with offenders who did not complete the program is that the different outcomes observed may be related to differences in group characteristics that have nothing to do with ABE participation status. For this reason, the three ABE groups were compared on a number of key characteristics.

The three groups had very similar average sentence lengths (3.5 years) and proportions of inmates serving time for a violent offence scheduled under C-67 legislation (44%). However, the graduates differed from the other two groups in their incarceration history: only 28% had previous federal sentences, compared with 38% of those who withdrew from ABE and 33% of those who were released before completing the program. As well, the three groups were granted different types of releases. The graduates were much more likely to receive full parole (33%) than were the offenders who withdrew (19%) and those who were released before completion (24%).

These initial differences between

Figure 3
Readmission Rates of ABE Participants

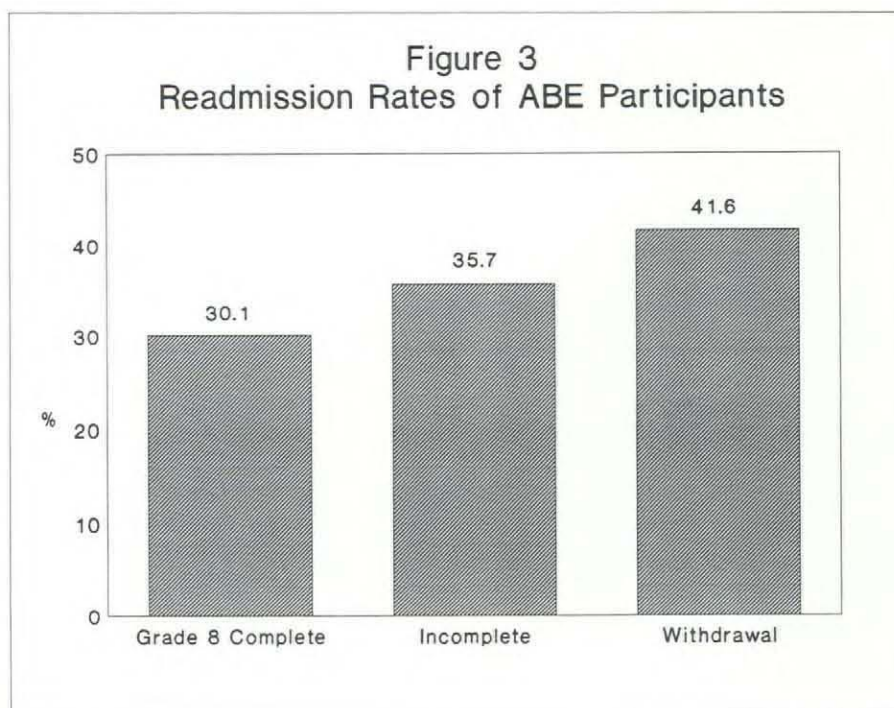
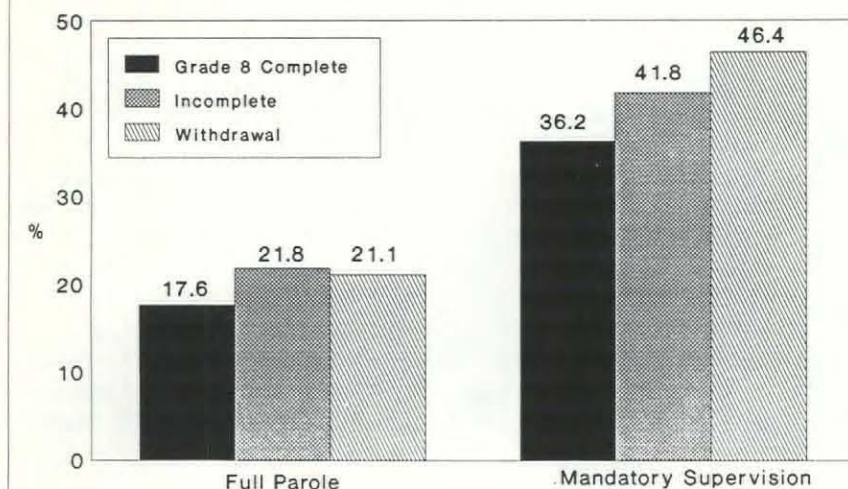


Figure 4
Readmission Rates and ABE Participation
by Release Type



the groups suggested that ABE participants who fail to complete the program may be higher-risk offenders than those who do complete it. Normally, a history of previous incarceration is associated with higher chances of reoffending, and mandatory-supervision cases generally exhibit poorer community outcomes than full-parole cases. For this reason, it might be argued that the inmates who were in the “completers” group would be more successful after release regardless of whether or not they had completed ABE. In order to rule out this hypothesis, we statistically adjusted for the initial differences observed between the three ABE participation groups before examining the effects of ABE on postrelease outcomes.

The supplementary analyses indicated that the initial group differences related to risk of recidivism did not account for the link between ABE completion and lower readmission rates. In fact, ABE appeared to have the greatest impact on offenders who were initially defined as higher risks for reoffending.

This finding is illustrated in Figure 4, which compares the effects

of ABE on full-parole and mandatory-supervision cases. Among the full-parole cases, achieving grade-eight level skills was only marginally associated with lower readmission rates. Whether or not a parolee had completed ABE, had been released before completing or had withdrawn seemed to have little consequence for success in the community. Among mandatory-supervision cases, on the other hand, there appears to be a clear link between ABE completion and later success in the community. Although this group did more poorly than the full-parole group, mandatory-supervision cases who had completed ABE showed readmission rates 10% lower than those offenders who had withdrawn from their studies prematurely.

This finding is consistent with Dr. D.A. Andrews’ “risk” principle, which contends that correctional programming shows the most benefit among cases that are at the highest risk. The finding of positive ABE effects on mandatory-supervision cases gives additional credence to the belief that when we increase the levels of numeracy and literacy in our offender population, we may also be

successful in reducing recidivism.

Another approach to studying the impact of ABE is to survey offenders directly to obtain their views on the benefits of educational programs in institutions. In a recent study conducted in collaboration with the Research and Statistics Branch of the Correctional Service of Canada, Dr. Stephen Duguid of Simon Fraser University and Dr. Joel Tax of Dunfield Research and Trent University interviewed 38 released offenders who had participated in ABE programs while serving sentences in federal institutions in the Ontario and Pacific regions. The study was considerably smaller in scale than the readmission study, and the opinions of offenders in the Pacific region were under-represented. However, the findings provide some insight into how offenders perceive the usefulness of ABE skills and how they link the skills to various facets of their community adjustment.

Approximately 47% of the respondents indicated that ABE helped them “a great deal” to do things they had not been able to do before. About 30% of the respondents felt that skills acquired through ABE had helped “very much” in their job search, and another 30% felt that the new skills had helped at least “somewhat.” ABE skills were rated as “very useful” in on-the-job matters by about half the offenders. Reading, writing, spelling, and mathematics were viewed as equally valuable job skills.

Approximately one third of the offenders claimed that what they learned in ABE helped them “very much” with their families and children, and 18% said that ABE helped them “very much” in their relationships with friends. When the respondents were asked to assess how much positive change had occurred in their lives over the last five years, a significant number (21%) cited their participation in ABE as very important in helping them achieve positive changes.

An interesting finding of the

study — and one that warrants further inquiry — is the link between the acquisition of mathematical skills and other changes in the lives of the offenders. Those who reported feeling “more in control” of their lives rated the usefulness of mathematical skills very highly. The ability to manipulate numbers may be even more important than reading and writing skills for the development of a feeling of self-mastery among offenders. Numeracy skills are also probably crucial to

survival in today’s labour market.

Our research has still not clearly identified which aspects of ABE programs are most helpful to the postrelease community adjustment of offenders. The specific intellectual skills that are gained through ABE training may equip offenders to deal more effectively with daily problems encountered in the community. Moreover, the sense of achievement and confidence that results from successfully completing a program

may encourage some offenders to make further positive changes in their lives.

The research conducted to date is only a first step by the Correctional Service of Canada to answer some of the questions about the presumed benefits and effectiveness of ABE programs. Nevertheless, the existing evidence suggests that our current commitment to teaching basic language and mathematical skills should not be diminished. ■

Self-Reported Needs of Native Offenders: A Focus on Education

An analysis of the employment needs of recently released federal offenders found that native and non-native subjects differed in their perceptions of their need for education. Specifically, native subjects rated education considerably higher on their list of needs.

The study sample consisted of 167 male and female offenders who had been released on day parole, full parole or mandatory supervision from federal correctional institutions in the Edmonton metropolitan area. The subjects, all of whom volunteered to participate in the study, were interviewed individually in their place of residence, where they were administered an employment-needs questionnaire and a self-esteem inventory.

The study report, by Dr. James Battle of the University of Alberta, presented a host of findings on offenders’ perceptions of their personal, training, and vocational needs. We have chosen to focus on data concerning offenders’ perceptions of the role and importance of education in their lives.

Of the 167 subjects, 60 were native and 107 were non-native. Only six subjects in the sample were women, all non-native. The mean age of participants was 30.81 years in the native group and 32.36 years in the

non-native group. In each group, about three quarters had been released on day parole and approximately 20% on mandatory supervision.

The non-native group appeared to have higher levels of education than the native group. On average, native subjects reported their highest grade of school completed as 8.9, compared with grade 10.5 for non-native subjects. Native subjects, on average, reported 1982 as their last year in school, compared with 1976 for non-native subjects.

Results

Subjects were asked what they felt they needed most when they were released from incarceration. The three items rated highest by native and non-native subjects alike were work, money and support. When asked what they felt they needed most in order to get a job when released, native subjects gave the highest ratings to training (22.2%) and education (18.3%). Among the non-native sample, however, transportation (14.2%), training (10.9%) and clothes (10.9%) were rated as the most essential items for obtaining work. Only 6.8% of the non-native group, versus 18.3% of native subjects, reported education as most crucial to getting a job.

Subjects were also asked to report

what they felt were their greatest needs during incarceration. Again, a larger proportion of the native group than the non-native group (16.4% versus 5.7%) reported education as their greatest need. In fact, education was considered the greatest need by the largest proportion of native subjects, who also gave high ratings to support and employment training (14.4% and 11.6% respectively). The items rated highest by the non-native sample were support (16.6%), reunion with their family (12.2%), freedom (11.6%) and employment training (10.8%).

When native subjects were asked which areas they most needed help in to get a job, 19.6% ranked job training as the most important, and 13% cited education. Of the non-native group, 20.5% thought job training was their most important need, and 9.9% reported the greatest need for job search skills. Only 7.9% of non-native subjects felt that education was the area in which they most needed help.

In reporting their most important problems, native subjects gave the highest ratings to unemployment, alcohol abuse, and lack of education. The items rated highest by the non-native group were unemployment, inadequate life skills, and difficulty in readjusting to society. Only 3% of non-native offenders, compared with 8.3% of native offenders, reported lack of education as their most important problem.

When asked to rank the items

they felt they needed to get a job, native and non-native subjects alike placed education in the top two, but native subjects ranked education first and non-natives ranked it second. Self-esteem was rated highest by non-natives and second highest by native subjects.

This research seems to indicate that although non-native offenders perceive education as somewhat important, native offenders attach considerably more importance to education as one of their primary needs, both currently and during their incarceration. Given this finding and the fact that native offenders in

the study had less education on average than did non-natives, greater efforts are perhaps required by education systems — in institutions and in the community — to provide educational upgrading for these native individuals. ■

Battle, J. (1990). *Reducing the Barriers: An Analysis of Employment Needs of Recently Released Federal Offenders*, Edmonton Metropolitan Area. Unpublished manuscript. Report prepared for Employment and Immigration Canada and the Correctional Service of Canada.

instruction to a greater number of inmates, an educational television program called Programs in Adult Learning through Television (PAL-TV) was developed and has been operating in the Special Handling Unit since 1984. Through the program, inmates can follow lessons on television monitors in their individual cells.

The videotaped lessons, which cover grades one through twelve, are taught and produced by the SHU teacher and supported by printed material. Students watch the tele-lessons, perform written assignments for evaluation, and attend the school for tutoring, testing, motivation and feedback when requested or required. As the skills curriculum is set by the Province of Saskatchewan Adult Basic Education, students may earn provincial certification upon successful completion of the program.

An evaluation of the program was done which examined quantitative criteria, such as enrolments, success rate, unit costs and length of time spent watching lessons, as well as developmental criteria, such as inmates' decision-making and communication abilities. The evaluation also involved on-site examination of curriculum materials, the tuition process, students' work, and educational records. Inmates and staff were interviewed, and questionnaires were administered to a sample of inmates.

At the time of the evaluation (1988), the Special Handling Unit had an inmate population of 49. Of these, 36 had participated in the PAL-TV program, and most (28) were enrolled in the Adult Basic Education program (grades one to ten). Approximately 60% of the students were following lessons at the grade-five and -six levels.

Although the videotaped lessons were found to contain some minor technical and educational faults, the curriculum materials were assessed as pedagogically sound.

According to the questionnaire results, the vast majority of students

Educational Programming in Special Handling Units

Despite, and in light of, the security concerns posed by inmates in the high-maximum security units of Canada's federal institutions, efforts have been undertaken to increase the level of programming offered to these inmates. Educational programming is viewed as an essential part of the effort to reduce the risk that these inmates present.

Offenders who are considered harmful to themselves and to others may be sent to the Special Handling Unit of Saskatchewan Penitentiary, Prairie region, or of the Regional Reception Centre, Quebec region. Inmates in the Special Handling Unit remain isolated from one another until they are able to behave appropriately in a less structured environment. Because of the secure environment of the Special Handling Unit and the offenders' inadequate social and communication skills, it is difficult to offer education programs that involve a significant amount of social interaction.

Saskatchewan Penitentiary, Prairie Region

Education in the Special Handling Unit (SHU) at Saskatchewan Peniten-

tiary is seen as critical in assisting offenders to transfer from the SHU. Educational programming focuses on improving the cognitive and social skills of offenders in order to reduce their preoccupation with violence.

Because of the need to provide instruction in an environment that offers no physical contact and extremely limited association privileges among inmates, the SHU has developed an alternative to the traditional classroom teaching approach.

A special tutorial program is offered in the SHU "school," which consists of an office for a teacher and a classroom for up to five students. The classroom contains individual steel cubicles and is separated from the office by a wall and bulletproof glass windows. The teacher and students communicate through a teller's wicket. While this form of teaching is an important component of the education program, it provides only restricted learning opportunities as it can be offered to only a limited number of inmates at one time.

To supplement the tutorial program and offer educational

felt that PAL-TV was important to them. They considered the face-to-face interaction with the teacher to be an essential part of the program and suggested that small study groups be formed to supplement this program component.

The program was also found to be cost-effective. In fact, the cost per student in the Special Handling Unit was considerably less than the 1987-88 national per-student cost of Adult Basic Education in Correctional Service of Canada institutions, which was approximately \$4,700.

Since 1984, approximately 90 students have participated in educational programming through PAL-TV at the Special Handling Unit. Records from 1987 indicate that 5 certificates at the grade-five level, 24 certificates at the grade-eight level, and 5 certificates at the grade-ten level have been achieved.

The drop-out rate for the PAL-TV program (at 10%) has remained consistently lower than the 50% drop-out rate for traditional distance education (i.e., correspondence) programs. Furthermore, PAL-TV enrolment has remained consistently at 40% to 60% of the inmate population.

PAL-TV has been extended to the main institution of Saskatchewan Penitentiary, which has a population of approximately 435 maximum security inmates. In the two PAL-TV learning centres now operating in the main institution, tutoring is offered by five inmate-tutors, whose work is supervised by the teacher in the Special Handling Unit.

Educational television appears to be effective in this high-maximum security institution. However, as contact between inmates and the teacher remains imperative, PAL-TV should not be considered a substitute for the interactive component of education.

Regional Reception Centre, Quebec Region

As academic and vocational education programming is considered a priority

in the Special Handling Unit of the Regional Reception Centre, Sainte-Anne-des-Plaines, Quebec, there have been recent efforts to enhance and facilitate inmate access to these programs.

With the development of classes specially adapted to the particular needs and security conditions of the SHU population, two full-time teachers now offer, concurrently, an Adult Basic Education program and a secondary-level vocational education program in technical drafting.

In the Adult Basic Education program, specially adapted electronic equipment allows individual instruction with the use of audio cassettes. The teacher may therefore interactively monitor the progress of six inmates simultaneously. Literacy training is offered up to the grade-twelve level.

The technical drafting program is taught with the assistance of a computer fitted with equipment such as a tracing table and AUTOCAD software, in conformity with the requirements of the Ministry of Education of Quebec. As this program is offered at a preuniversity level, its prerequisites include mathematics, which inmates can study while working on the vocational specialization. This program is also available in a maximum security institution and a medium security institution in the Quebec region, and therefore inmates who are transferred from the Special Handling Unit may still continue their education in other institutions.

In addition to these programs, inmates have access to a variety of correspondence courses, which are particularly well suited to education needs at the college and university levels.

Other personal and social education programs are also available to the clientele of the Special Handling Unit. Many specialists offer structured education programs; for example, psychologists give therapy programs, and chaplains hold educational meetings. As well, Alcoholics Anonymous, a community organization, invites inmates to participate in

group meetings, which provide a structured reflection on alcohol and drug problems. ■

Collins, M. (1990). Educational Television in a Canadian High-Maximum Security Unit. In S. Duguid, ed., *The Yearbook of Correctional Education*, pp. 295-304. Burnaby, British Columbia: Simon Fraser University.

This article was prepared with the assistance of Bea Fisher, teacher, Special Handling Unit, Saskatchewan Penitentiary; Jacques Brouillard, Chief, Employment, Education and Social Development, Regional Reception Centre, Quebec Region; and Nick Wasyliv, Assistant Warden, Correctional Programs, Saskatchewan Penitentiary.

Correctional Educators' Perceptions of Their Work

A survey of teachers working in Quebec federal institutions revealed that academic teachers and vocational teachers hold quite different viewpoints on the role of the teacher in corrections.

A similar U.S. survey on the practices of correctional educators found that they were often preoccupied with issues not directly related to the teaching process itself.

Canadian Survey

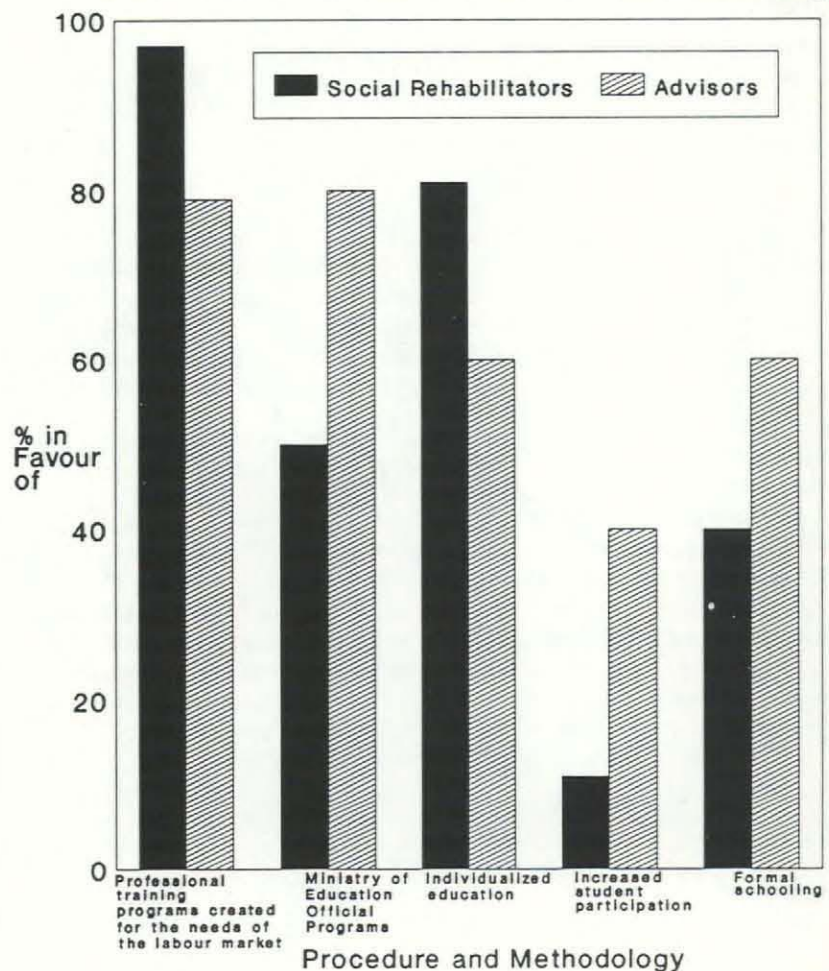
In a study conducted by Dr. Louis Toupin, a 225-item questionnaire was administered to teachers in Quebec federal penitentiaries. Eighty educators (95%) responded. An analysis was performed on the responses to 53 of the questionnaire items that dealt with educational values and procedures.

Subjects were asked how they perceived their current role and their ideal role as a correctional educator. Half the teachers considered themselves, both currently and ideally, as "social rehabilitators." Teacher as "advisor" was perceived as the present role by almost one third of the sample and as the ideal role by 38%. Only 20% of the sample deemed the teacher's present role to be "knowledge communicator," and even fewer (11%) saw this as the ideal role.

Those who perceived their role to be social rehabilitation responded differently to items on instructional and intervention methods than those who perceived their role to be advisory. As shown in Figure 1, "social rehabilitators" were generally more in favour of informal instructional methods and procedures than were the "advisors."

The questionnaire items were analysed and divided into five topic areas: personal development, utilitarian concept, pessimistic

Figure 1
Teachers' Perceived Role Vs Preferred Procedure and Methodology



viewpoint, socialization pattern, and innovative trends.

The vast majority of respondents were in complete agreement with the personal development dimension of education, which embraces the following principles:

- students learn self-determination (organize and plan for themselves);
- students learn to develop critical thinking skills and concern about social improvement;
- the objectives of social reintegration are ever-present in order to increase, through education, the student's chances of release and the student's potential upon release;

- individual instruction, which requires the teacher to have a warm and motivating attitude, is the favoured method of intervention; and
- overall evaluation is based on the objectives of the program.

In general, respondents also concurred on the concept of correctional education as a socialization model, although the degree of consensus was not as apparent as on the personal development concept. The socialization model of correctional education holds that:

- teaching should help the individual adapt to society and not vice versa,

and it should instill a sense of social and personal responsibility;

- the so-called essential subjects covered by teaching should not only combine the choices and needs of the individual but also take into account the demands of society;
- highly structured programs should exist side by side with certain types of self-learning programs; and
- education should aim to develop cognitive patterns and conceptual capacities, and subsequent evaluation should be of a more global nature than objective tests.

With respect to the utilitarian concept of teaching, vocational teachers and academic teachers had obvious differences of opinion. Teachers in the academic sector tended to agree only partially with the idea that inmates should be equipped primarily with the ways, means, and ambitions necessary to meet the demands of society, whereas vocational teachers were unanimous on this score. Completely opposed to adapting their methods to the requirements of the correctional setting, academic teachers preferred to adhere to more formal teaching methods. Vocational educators, however, felt that teaching methods should be modeled on the reality of the teaching situation. Furthermore, academic teachers minimized the necessity for an authoritarian teacher-student relationship, whereas vocational educators placed high importance on this type of relationship.

A large majority of respondents, especially teachers in permanent positions, were optimistic about the future of correctional education. Most felt that correctional education facilitated the reintegration of offenders into the labour market.

Respondents indicated a certain level of openness to innovations in education, such as individualized teaching. Self-learning, however, was not rated highly.

In summary, vocational teachers tended to see themselves as representative of societal values and stressed the importance of student conformity

to their pattern, whereas academic teachers preferred not to take a position on values and instead emphasized the importance of general cognitive and social skills. Overall, however, the correctional educators in the sample expressed general support for models of education that promote the personal development and socialization of offenders.

American Educators' Perceptions of Their Work

This survey examined the demographic characteristics, teaching practices, beliefs about teaching, educational standards, and educational philosophy of a sample randomly selected from the 1988 membership list of the Correctional Education Association (which includes non-teachers). Of the 320 questionnaires sent out, 157 were returned, for a response rate of 49%. Of these, 39% were from correctional educators (N=62). Respondents were asked to rate each item in the questionnaire on a five-point scale according to how well it described their teaching practices or their opinions on teaching. Respondents were also invited to provide more detailed answers to the items on educational philosophies.

Respondents ranged in age from 26 to 65 years, with a mean age of 44. Almost half the subjects were women. All but two respondents had at least a Bachelor's-degree level of education. Twenty-nine U.S. states were represented in the sample. While subjects had been in their current teaching position for an average of 7 years, the range was from 1 to 20 years. More than 60% of the sample were working in adult institutions. The number of students taught ranged from 4 to 130, but 11 was the average number of students taught on an average day.

The findings were summarized by mean scores on each questionnaire item. Figure 2 depicts the responses to questions on teaching practices. The three categories that teachers thought least described their teaching practices were: teaching regulations, allocation of time, and organizational awareness.

"Teaching regulations" refers to the methods that educators use to teach rules and standards of behaviour and to the process of defining these rules and regulations. The only item in this category that scored relatively highly referred to the communication of behaviours that will and will not be tolerated. The implication may be that the teaching of regulations by correctional educators is more reactive than proactive in nature or that a variety of methods of teaching regulations are not being utilized.

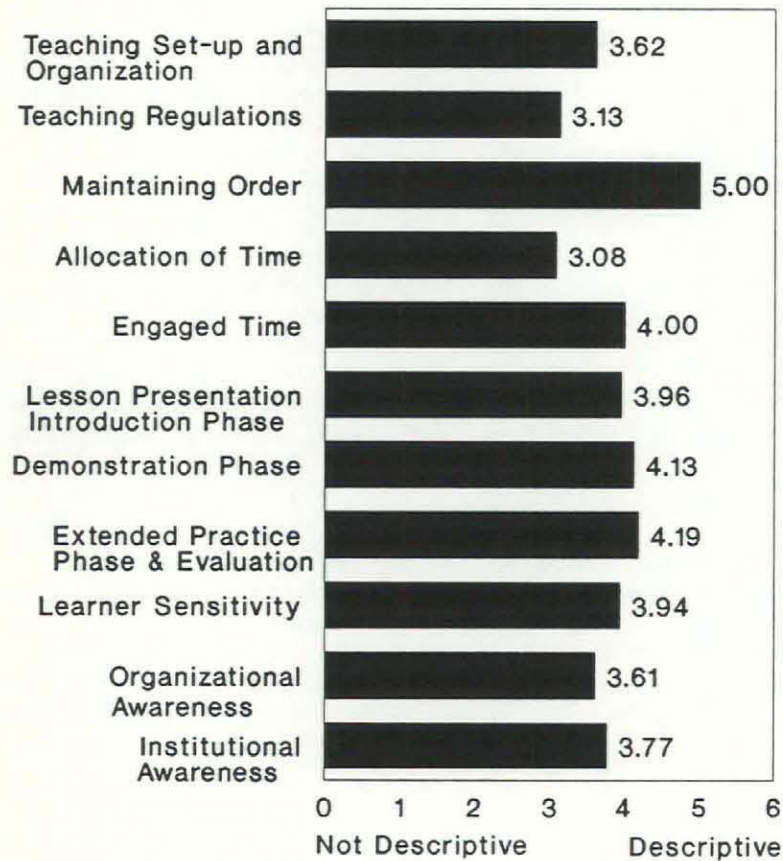
"Allocation of time" refers to strategies for capitalizing on the time available to teachers to provide instruction and minimizing the time spent on extraneous, non-instructional tasks. The correctional educators in this sample apparently were not employing strategies to facilitate efficient use of the time available to interact with their students.

"Organizational awareness" refers to teachers' understanding of and compliance with the standards and regulations of their professional association and correctional organization. The subjects seemed less concerned with this corporate aspect of correctional education than with applied activities.

The two categories that educators rated as the most descriptive of their teaching practices were: maintaining order, and lesson presentation – extended practice phase and evaluation. "Maintaining order" refers primarily to the reinforcement of positive behaviour and the appropriate handling of disruptive behaviour. "Extended practice phase and evaluation" refers to reteaching subject matter until it is properly grasped, correcting students' work, and evaluating and monitoring students' performance.

Responses to questions about the teachers' educational philosophies reflected a preoccupation with measurable, concrete activities, such as achievement of the General Equivalency Diploma, as opposed to a focus on broader philosophies and objectives.

Figure 2
Mean Ratings of Descriptiveness
of Teaching Practices



Conclusion

The Canadian survey indicated that correctional educators were generally quite open to a broader definition of correctional education, which extends beyond the mere teaching of vocations, literacy, and numeracy. Despite the differences in the perceptions of vocational and academic educators, respondents were, on average, supportive of educational programming that addressed the personal development and socialization needs of offenders.

The American study, on the other hand, suggested that correctional

educators in that country envisioned a philosophy of correctional education with more concrete objectives. It should be noted, however, that the American respondents were asked to provide a statement of their educational philosophy, whereas the Canadian respondents were asked to indicate their preference of given statements reflecting different philosophies. It may have been easier for respondents to indicate support for a statement than to come up with the statement themselves. ■

Toupin, L. (1988). Practical Experience and Instructional Approach by Teachers in Quebec Federal Penitentiaries. *Journal of Correctional Education* 39, no.3, 108-113.

Sedlak, R.A., & Karcz, S.A. (1990). Descriptive Study of Teaching Practices and the Efficacy of Correctional Education. In S. Duguid, ed., *The Yearbook of Correctional Education*, pp. 325-341. Burnaby, British Columbia: Simon Fraser University.

Characteristics of Offenders Participating in Academic Education Programs

A recent American study found interesting differences between inmates who participated in prison education programs and those who did not. Specifically, inmates who participated tended to be older and unmarried and to be serving a sentence of more than five years.

A sample of 230 inmates at the Eastern New York Correctional Facility was divided into two groups for comparison purposes. The first group consisted of inmates who were currently enrolled in an adult basic education or general equivalency diploma (GED) program or who had earned their GED while in the institution. The second group consisted of inmates who had not earned a GED and were not attending school.

A group questionnaire was administered by inmate interviewers, who read it aloud to ensure understanding. The two study groups were compared on demographic characteristics, number of previous sentences served, length of time left to serve on the present sentence, length of time to serve before a parole board hearing, institutional disciplinary record, participation in other institutional programs, social support network, and attitudes toward higher education and employment.

The study sample was representative of the institutional inmate population and state inmate population on such characteristics as age, race, marital status, and religion.

Survey Results

Of the 230 respondents who had entered the institution without a GED or high-school diploma, 64% had received their GED since their entry into the institution, 5% were currently enrolled in primary or secondary school classes, and the remaining 31% did not have a GED and were not enrolled in classes. For the purpose of

the study, those who had achieved their GED in the institution and those who were currently enrolled in classes were combined to form the group of "inmates who attend school" (N=159). Those who did not have their GED and were not enrolled in classes formed the control group of "inmates who do not attend school" (N=71).

As shown in the figure, those who attended school were significantly more likely to be older, unmarried and childless, to have been incarcerated for more than five years (including time served for previous sentences), to have participated in the Alternatives to Violence Program (a non-academic program) at the institution, to have support from their friends, and to consider family support important.

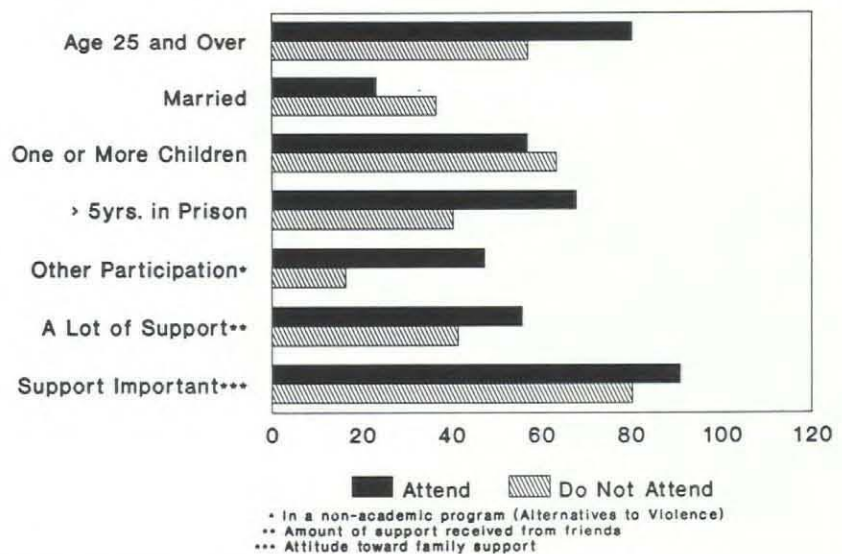
Approximately 80% of inmates who attended school, compared with 57.1% of those who did not attend, were at least 25 years old. More than three quarters of those who attended school, compared with 63.4% of the

control group, were unmarried. And approximately 83% of the inmates who attended school, versus 69% of those who did not attend, had two or fewer children.

With respect to prison status variables, more than two thirds of those who attended school had spent over five years in prison, whereas the majority of the control group had been incarcerated for five years or less. In general, inmates who attended school were more likely to have also participated in non-academic programs. This finding was statistically significant for participation in the Alternatives to Violence Program, which teaches non-violent reactions to various situations; almost half of those who attended school, compared with only 16.4% of the control group, had participated in this program. This finding may imply that inmates who attend school are more apt to take advantage of institutional programming in general.

Regarding family support and attitudes, 55.8% of inmates who attended school reported having a lot of support from their friends, and 91% considered family support to be important. Although the correspond-

Significant Characteristics of Inmates Who Attend School and Those Who Do Not



ing figures for the control group were also high, they were significantly lower than those of the experimental group.

The survey findings appear to indicate that increasing the level of inmate participation in educational programming will require targeting the needs of younger inmates and those who are new to the prison system. In addition, at the time of the study, potential earnings for work in prison industry in New York State institutions were ten times higher than for participation in academic

programs. It has therefore been suggested that the financial incentives offered for industry work should also be offered for academic work in order to boost inmate participation in educational programs.

In Correctional Service of Canada institutions, the pay scales for participation in prison industry also apply to participation in academic programs. In other words, the same potential earnings are available for both endeavours. The exact amount of financial reward is determined not by the type of work done but by how well

it is done. In light of the findings of the present study, it appears that the policy of offering equal financial incentives may encourage a larger proportion of inmates with outside financial obligations to continue or complete their education while serving their sentence. ■

Glover, J.W., & Lotze, E.W. (1989). Prison Schooling: Who Gets Educated? *Journal of Correctional Education* 40, no.3, 108-114.

Effects of Education on Self-Esteem, Social Competence, and Self-Efficacy

A recent study found that as the educational level of inmates increased, so did measures of their self-esteem and social competence.

From a list of inmates at a New York maximum security institution for male offenders, 375 names were randomly selected. Interviews were successfully conducted with 301 inmates, for a response rate of 80%. At the time of admission to the institution, 29% of the sample had not finished high school, 21% had finished high school, and the remaining half had at least some college education. Almost half the sample was Black, about one quarter was Caucasian, and one quarter was Hispanic.

The study examined the self-esteem of subjects using Rosenberg's self-esteem scale, which consists of statements about the individual's negative and positive feelings about himself. Self-efficacy and social competence were also measured, using subjects' responses to problem situations.

The education variable was divided into three measures: educational level at admission to the institution, educational level now (at the time of the study), and changes in

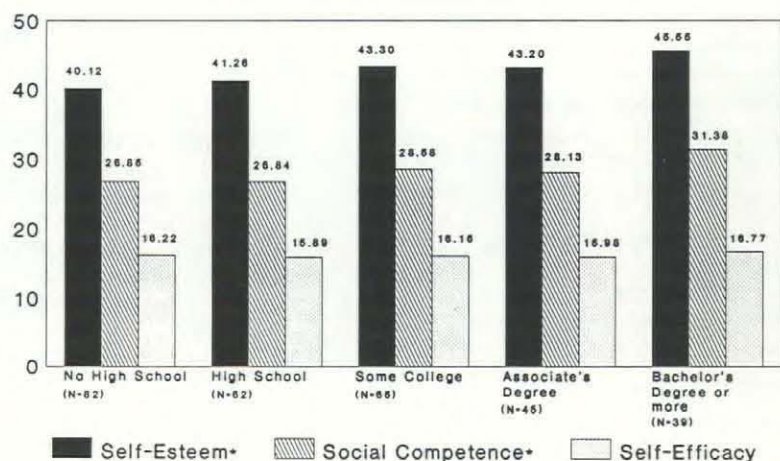
educational levels between admission and now. The education levels were: no high school, high-school diploma, some college, an Associate's degree, and a Bachelor's degree or more.

As shown in the figure, subjects' educational level now was found to have a significant positive relationship with self-esteem and social

competence: generally, mean self-esteem and social-competence scores increased with each successive level of education. However, no relationship was found between educational level now and self-efficacy. Similarly, changes in educational level were not linked with self-efficacy but were directly and significantly linked with self-esteem and social competence.

Finally, the study examined whether educational level was the variable most strongly associated with scores on self-efficacy, self-esteem, and social competence or whether

Mean Scores for Self-Esteem, Social Competence, and Self-Efficacy by Educational Attainment Level Now



* Statistically Significant

there were in fact other, more strongly associated variables, such as race, age, and amount of time spent in prison. Educational level now was found to be the strongest predictor of self-esteem and social competence, although race was also a significant variable for non-Whites, who showed the highest scores on self-esteem and social competence.

On the measure of self-efficacy,

educational level now continued to have no effect, but race, age, and time served were all found to be significant predictors. Time served was the most strongly related variable, as longer sentences were significantly associated with lower scores on self-efficacy. It was suggested that time served may confound any potential or real effects of education on self-efficacy.

In summary, then, educational accomplishment, in prison or elsewhere, seems to be related to increased self-esteem and social competence but not to self-efficacy. ■

Parker, E.A. (1990). The Social-Psychological Impact of a College Education on the Prison Inmate, *Journal of Correctional Education* 41, no.3, 140-146.

Vocational Education in New South Wales: Its Usefulness to Parolees

A survey of 80 parolees who participated in vocational education courses in correctional institutions in New South Wales (Australia) has revealed that although the work obtained by participants after release was unskilled (as it had been before imprisonment), vocational education appeared to have helped provide job-specific and more general skills.

An initial sample of 179 parolees was randomly selected from class lists of inmates who had enrolled in vocational courses in New South Wales institutions and had been released on parole at least three months prior to the study. The subjects' records did not contain sufficient information to distinguish between those who had merely enrolled and those who had partially or fully completed the vocational courses.

From the initial sample of 179 parolees, structured interviews were successfully conducted with 80 subjects. Information was gathered on the subjects' employment patterns before, during, and after incarceration, and on education, vocational guidance needs, and demographic characteristics.

Subjects in this study were not necessarily representative of the inmate population of New South Wales as they were more likely to be married and to have dependents. The parolees in this study may thus have been more motivated to participate in vocational training and to obtain

employment upon release.

Past Employment and Education

The study first examined the vocational background of subjects in the sample: 47% had worked in unskilled or semiskilled occupations; 23% had some type of trade; and the remaining subjects were fairly evenly divided among clerical, professional and managerial, and self-employed positions. The majority of jobs held by parolees (88%) were full-time positions.

At the actual time of arrest, however, 43% of parolees in the sample were unemployed. Most had not worked for at least six months. While the offenders gave various reasons for their unemployment, only two of the 80 subjects cited a lack of qualifications.

With respect to their educational background, most of the subjects had attended secondary school; one third had completed the School Certificate, and a further 23% had obtained the Higher School Certificate. Just over one quarter had completed some sort of training or obtained some qualifications, such as a trade or technical college certificate or a business course, after leaving school and before going to prison.

Correctional Education

Correctional institutions in New South Wales offer a variety of educational, vocational, and recreational courses.

The interviews revealed that the subjects (who were selected on the basis of participation in courses) had attended an average of 2.5 courses, most of them technical-certificate or trade courses. Recreational courses were also popular. More than half the sample, however, had attempted only one type of course.

The main reason that subjects cited for their participation in the courses was to improve their chances of obtaining employment upon release. Almost three quarters of the parolees believed the courses they undertook would help them upon release, and the majority of these expected the course to lead directly to a job.

Others, however, reported that they had expected, even before release, that the courses would not help them. The reasons given for this perception were that some institutional courses did not offer the practical experience necessary to satisfactorily complete the course; that a prison record would limit their chances of obtaining work; that the necessary tools were not available; and that the subject's sentence length would prevent completion of the course.

Subjects were asked whether the courses actually helped them obtain work on release. Almost one third of the sample stated that the courses did help them obtain work, namely by providing direct work experience. Courses that were most frequently

considered useful included welding, carpentry, remedial English, and small business management. More than half the sample had not looked for work related to the vocational course they had taken.

Commenting on other benefits of education received in prison (outside of learning the specific subject matter of the course), many parolees mentioned that participation in the course had increased their confidence in their ability to find a job and to communicate effectively with others. Some stated that participation in courses at community facilities had helped bridge the gap between institutional life and the outside community.

Institutional Work

Most jobs (41%) held by parolees in the institution were unskilled. Only 10 subjects indicated that they had worked to supplement their courses or to gain experience and practical training for future job prospects. In fact, most subjects reported that their prison jobs had been assigned to them.

Almost half the parolees felt that they did not gain any new skills from the jobs performed in the institution, mainly because the work was too basic and inefficient to teach them anything new and because the jobs were not considered worth pursuing on the outside. However, others reported that their prison work helped them get used to a regular job and regular work hours, gave them confidence and satisfaction, taught them household skills, and allowed them to maintain previously acquired skills.

Postrelease Experience

Although 84% of the parolees had participated in vocational courses that could upgrade their work skills, nearly half did not expect to obtain skilled work upon release.

At the time of the interview, 95% of the parolees had at least sought employment since their release (the average time since release was 19 months). Of these, one third said they encountered no problems in their job search. This may be partly because

most parolees obtained work through relatives or friends rather than through formal job-search procedures. Of those who did experience problems in obtaining work, the principal obstacles cited were a prison record (27%), high unemployment (15%), age (13%), lack of experience or work history (13%), interview problems (12%), and difficulties in finding suitable work (7%). Notably, only 9% considered lack of qualifications to be a problem in obtaining work upon release. It therefore appears that the full utilization of the skills provided by vocational education may be inhibited by problems associated with the fact that the offender has spent time in prison.

The vast majority (88%) of parolees had found work by the time of the interview, most within one month of their release. However, only 65% were still employed at the time of the study; this unemployment rate of 35% is much higher than that of the overall population.

In general, the types of job held by subjects before imprisonment and after release were similar: the majority were involved in unskilled work. Just over half of all the jobs obtained by the parolees after release were unskilled. Semiskilled and trade jobs were the next most common types.

Attitudes Toward Release Preparation

Half the subjects felt they did not need any type of advice on release. Of the remaining subjects, half would have liked advice on the outside economic situation, particularly the difficulties of obtaining work and the additional work restrictions they would face because of their criminal record. Subjects reported needing skills in filling out application forms and writing resumes, preparing for interviews, and accessing outside resources for offenders.

Conclusion

The study findings indicate that, from the parolees' perspective, vocational education in New South Wales corrections has some positive effects,

namely the learning of skills useful in obtaining work and the building of self-esteem and confidence. Vocational courses were also considered useful in bridging the gap between life in the institution and life in the community. Participation in courses at outside facilities and in a work-release program were thought to be particularly helpful in the transition from incarceration to freedom, as they allowed a period of controlled adjustment to release status.

Nearly one third of the sample reported that the courses had helped them directly in obtaining employment. Furthermore, a majority of the sample thought that the courses could help them obtain work, even if at the time of the interview they had not yet found any employment.

The results do not indicate any marked change, however, in the quality of the parolees' pre- and post-imprisonment work. After release, most subjects were employed in full-time, unskilled work, as they had been prior to incarceration. Furthermore, there were indications that some parolees' needs were not met by the vocational courses. The major need was for general information about the employment and economic situation in the community and the effects of this situation on the parolees' qualifications and job prospects. The majority of subjects also wanted practical advice about the job-search process.

The findings further suggest that parolees need practical advice not only about finding a job, but also about keeping a job. The subjects' low employment rate (65%) was not attributable to failure to find a job, as most parolees obtained work within the first few months following release; rather, it may be the result of failure to keep a job or failure to find a rewarding job — one worth keeping. ■

Gorta, A., & Panaretos, H. (1990). Parolee Perspectives on Prison Education and Work Programs. *Australian and New Zealand Journal of Criminology* 23, 1-14.

Literacy Training and Reintegration of Offenders

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Results of studies over the last two decades clearly indicate that offenders who were functionally illiterate upon entering the prison system may be successfully reintegrated into society if they participate in literacy programs during incarceration.

What constitutes an effective literacy training program to prepare offenders for reintegration? There is no single answer to this question, and no one program has been singled out and proven universally effective. However, a common denominator of all effective literacy programs for offenders is that they do not conceptualize literacy as "readin', writin' and 'rithmetic." Instead, they define functional literacy broadly. They are holistic programs that link basic communication and computation skills with development of the total person.

Goals of Literacy Training

More than 15 years ago, Ryan et al.¹ identified four goals for literacy programs designed to prepare offenders for successful reintegration into society:

1. Self-Realization Goal

In achieving self-realization, offenders develop the knowledge, skills, and attitudes needed to realize their potential and gain heightened self-awareness, a realistic and positive self-concept, a value system congruent with the larger society, and feelings of self commensurate with their potential abilities. Trudnak² noted that functionally illiterate students are commonly unmotivated and demoralized, reflecting low self-esteem. The Council of Europe Select Committee of Experts on Education in Prison³ recently emphasized the key benefits of literacy programs in helping offenders develop a sense of responsibility, self-determination, an ability to manage stress, and an ability to counteract negative aspects of prison life.

Self-fulfilment equips offenders with decision-making and problem-solving skills that promote the development of cognitive and critical reasoning skills.

2. Economic Efficiency Goal

Many offenders lack the knowledge, skills, and attitudes needed to manage family financial planning and to support themselves and their dependents at living standards above poverty level. Economically efficient individuals should be able to gain and maintain employment and to support themselves and their families with minimal or no assistance from private or public welfare.

In designing a literacy program for the Commonwealth of Virginia correctional system, Yurek and Yurek⁴ recognized that literacy skills are essential to acquiring and maintaining employment. Inmates must increase comprehension skills needed for job

search, job training, and on-the-job performance. Through literacy training, they should become aware of career options and develop a belief in themselves and their capacity for a better future as a result of gainful employment upon release.

3. Social Relationship Goal

By developing social relationships, offenders acquire the knowledge, skills, and attitudes needed to cope with social situations and to relate to others according to realities, expectations, and societal norms. The goal is to develop behaviour patterns that equip inmates to function effectively in home and community settings and to implement teaming and co-operation skills.

In our rapidly changing information age, the goal of social relationships requires a broad interpretation. Socialization of the individual must be one of the desired outcomes of literacy training. The social relationship goal should result in behaviour changes in inmates that allow them to interact with society in a manner not likely to be perceived as antisocial or deviant. This resocialization of offenders prepares them for successful reintegration into society.⁵

4. Civic Responsibility Goal

The goal of civic responsibility refers to preparing offenders to contribute in an organized, law-abiding way to the welfare of the group. Functionally illiterate inmates need to become aware of, and participate in, law-

¹ Ryan, T.A., et al. (1975). Model of Adult Basic Education in Corrections. Honolulu: University of Hawaii.

² Trudnak, D.M. (1990). "The Letter: A Successful Reading-Writing Strategy for Adult Basic Education Instruction in Correctional Institutions," *Journal of Correctional Education* 41, no. 3, 116-117.

³ Select Committee of Experts on Education in Prison, Council of Europe (1989). *Final Activity Report on Education in Prisons*. Unpublished manuscript. Strasbourg: The Council.

⁴ Yurek, E.T., & Yurek, F.G. (1990). "Increased Literacy Through Unison Reading," *Journal of Correctional Education* 41, no. 3, 110-114.

⁵ Hill, L.R. (1975). "An Adult Basic Education Curriculum," in T.A. Ryan, ed., *Education for Adults in Correctional Settings*, vol. II, pp. 420-424. Honolulu: University of Hawaii.

making, governance, and local community issues and affairs. They need to be informed about political issues and knowledgeable about legal standards of behaviour. This goal is consistent with the objective of literacy programs to prepare inmates to be productive, law-abiding citizens who will remain crime-free upon release.

Literacy programs must take into account... inmates' ... capacity for problem solving, decision making, thinking, and reasoning

Means for Achieving Literacy Goals

It is impossible to describe any one literacy training program that would be universally effective in preparing functionally illiterate offenders for successful reintegration into society. Nevertheless, it is possible to design effective programs, and not necessarily by trial and error.

The staff in each correctional facility are responsible for designing literacy programs that address the needs of the offenders and that are relevant to social, economic, and political trends. The design of literacy programs must take into account the interests, aptitudes, and educational achievement levels of inmates, as well as their level of social and moral development and their capacity for problem solving, decision making, thinking, and reasoning.

Research on Literacy Programs Relevant to Reintegration

Over the last two decades, a considerable body of research on literacy programs has developed. In this context, functional literacy is defined in its broadest sense: it refers to the development of the whole person through the acquisition of cognitive, decision-making, problem-

solving, and social skills in conjunction with the mastery of basic communication and computation skills.

Research has generally been conducted in three major areas: (a) the effect of educational programs on recidivism; (b) the characteristics of programs deemed effective in preparing inmates for reintegration; and (c) components of effective programs.

Research on Recidivism

At the outset, it should be noted that there are limitations to the extent to which one may describe the relationship between reduced recidivism and participation in correctional education programs as causal.

Wolford⁶ asserted that the practice of measuring the impact of correctional education and other institutional programs on recidivism remained questionable. He observed that education was but one component in a comprehensive change process for offenders.

McCullum⁷ stated that no responsible correctional administrator fantasized that education and training were the sole determining factors in postrelease behaviour.

In their review of research studies on the effectiveness of prison education programs, Linden and Perry⁸ observed that relatively few conclusive studies had been reported.

Although most evaluations showed that inmates had made substantial improvement in learning, the change did not necessarily have an impact on postrelease employment and recidivism.

According to Deppe,⁹ a popular misconception of correctional education is to assume that education is the answer to inmates' problems and that employment is the ultimate aim of corrections.

Coffey¹⁰ noted that the impact of correctional education on postrelease behaviour was as yet undetermined and that quality education coupled with work experience and gradual release had never been conclusively tested.

Research on Characteristics and Components of Effective Literacy Programs

Despite the questions about whether correctional education can be related to recidivism, some reported studies suggest a positive impact on the successful reintegration of offenders.

Schumacker, Anderson and Anderson¹¹ reported results of a study comparing a group of adult parolees who had received vocational and academic training, another group who had received only vocational training while incarcerated, and a control group who had received no training. A sample of 845 subjects was randomly selected and, after attrition, reduced to

⁶ Wolford, B. (1982). "Correctional Education." Paper presented at the meeting of the American Criminal Justice Society, Washington, D.C.

⁷ McCullum, S.G. (1977). "What Works: A Look at Effective Correctional Education and Training Experiences," *Federal Probation* 41, 32-35.

⁸ Linden, R., & Perry, L. (1982). "Effectiveness of Prison Education Programs," *Journal of Offender Counseling, Services and Rehabilitation* 6, no. 4, 43-57.

⁹ Deppe, D.A. (1982). "New Model for Correctional Education," in L.J. Hippchen, ed., *Holistic Approaches to Offender Rehabilitation*, pp. 256-266. Springfield, Illinois: Charles C. Thomas.

¹⁰ Coffey, O.D. (1982). "American Prison as an Educational Institution: Issues in Correctional Education for the 1980s," in L. Leiberg, ed., *Employment Crime and Policy Issues*, pp. 111-134. Washington, D.C.: American University Washington College of Law.

¹¹ Schumacker, R.E., Anderson, D.B., & Anderson, S.L. (1990). "Vocational and Academic Indicators of Parole Success," *Journal of Correctional Education* 41, no. 1, 8-13.

760. The vocational and vocational/academic groups reported the highest employment rates and lowest criminal activity after 12 months of follow-up, whereas the control group had the highest rate of criminal activity. "Vocational completers," those who had finished a vocational course of instruction, had a higher employment rate and fewer arrests upon release. Those who had received at least a general equivalency diploma had a higher employment rate and lower criminal activity rate after 12 months than releasees who did not have a general equivalency diploma.

Based on an assessment of correctional education in nine correctional facilities, Rice¹² identified program variables affecting rates of postrelease employment: degree of community and interagency involvement, inmate offence, type of instructional methodology, procedures for course development and implementation, intake and release procedures, and types of support services.

After reviewing files of 238 ex-inmates of the Vienna Correctional Center, Illinois, Anderson¹³ concluded that vocational training and education did improve postrelease success and ability to retain employment. He noted that as grades increased, so did length of employment.

Lee¹⁴ reported on an analysis of data from 1930 to 1977 comparing offenders who participated in educational programs with those who did not. The study revealed a significant relationship between correctional education participation and lowered recidivism rates in Minnesota.

Stevens¹⁵ studied two groups of offenders in Georgia to investigate the relationship between inmate demographic characteristics, participation in a general educational development program, and recidivism. One group consisted exclusively of inmates who had participated in the education program (N=2,000). The second group was a stratified random sample of inmates who had not participated. According to the results, recidivism

among those who successfully completed the program was significantly less than for those who failed and those who did not participate.

To study the effects of participation in a vocational education program on recidivism, Shuman¹⁶ selected four 50-member groups from Delaware correctional institutions: two experimental groups who had received training and two control groups who had not received training. Results revealed that the rate of recidivism for the groups who had received vocational training during incarceration was significantly lower than for the control groups.

In a four-year follow-up of 320 adult male felons discharged from West Virginia correctional institutions, Mace¹⁷ found a strong negative relationship between recidivism and participation in prison education programs.

Examples of Effective Literacy Programs

The following brief program descriptions illustrate components of literacy programs that have been reported to be effective for preparing adult inmates for reintegration.

• Norwegian Program

The Norwegian Program is a household management course for inmates in Norway, which addresses problems they encounter when released from prison with meagre finances, no permanent residence, and no secure social environment. Through 120 hours of group instruction, the course seeks to assist in the process of reintegrating offenders into a non-supportive outside environment. Topics include nutrition, hygiene, social life, and financial planning. Inmates develop realistic budgets reflecting the circumstances they will encounter upon release.¹⁸

• Canadian Literacy Project

The Correctional Service of Canada launched a basic literacy project in response to the emphasis on functional literacy initiated by the Solicitor General of Canada in 1988. The adult basic education (ABE) curriculum design for the Prairie Region included communications, numeracy, natural sciences, and human sciences. The curriculum was accompanied by annotated reference booklets on ABE methods and materials, ABE and

¹² Rice, E. (1980). *Assessment of Quality Vocational Education in State Prisons*. Chapel Hill, North Carolina: System Sciences, Inc.

¹³ Anderson, D.B. (1981). "Relationship Between Correctional Education and Parole Success." *Journal of Offender Counseling, Services and Rehabilitation* 5, no. 3, 13-25.

¹⁴ Lee, H.K. (1981). "System Dynamic Study of a Criminal Justice System and an Appraisal of its Correctional Education." *Doctoral dissertation, University of Minnesota*.

¹⁵ Stevens, R.D. (1981). *Effects of Selected Demographic Characteristics on General Educational Development (GED) Participant Success and Recidivism within Georgia Correctional Facilities*. Ann Arbor, Michigan: University Microfilms.

¹⁶ Shuman, C.C. (1976). *Effects of Vocational Education on Recidivism of Formerly Incarcerated Individuals*. Ann Arbor, Michigan: University Microfilms.

¹⁷ Mace, J.L. (1978). *Effect of Correctional Institutions' Education Programs on Inmates' Societal Adjustment as Measured by Post-Release Recidivism*. Ann Arbor, Michigan: University Microfilms.

¹⁸ *Select Committee of Experts on Education in Prison, Council of Europe (1989). Final Activity Report on Education in Prisons*. Unpublished manuscript. Strasbourg: The Council.

Characteristics of Effective Literacy Programs for Reintegration

An analysis of the research on literacy programs reveals that effective programs have a significant number of common characteristics:

- The content reflects the diversity of human experience, is meaningful and relevant to the inmates, and addresses real-life concerns and issues such as family, sexuality, children, violence, assertiveness, and substance abuse.
- The content provides information that inmates need for their return to society, including material on employment, unemployment, housing, transportation, welfare, social security, vocational rehabilitation, education, and health care.
- The content of programs for young parents with custody of dependent children addresses child care, parenting, nutrition, health and hygiene, and family planning.
- Courses for inmates with limited English proficiency recognize cultural differences and provide language instruction.
- The programs integrate basic skills development with life skills development.
- The programs are based on behavioural objectives and are open-entry open-exit, competency-based, and self-paced.
- The progress and achievements of inmate students are monitored.
- The learning environment is structured and supportive, providing positive reinforcement and social modelling.
- Learning experiences and activities provide opportunities for inmate students to apply and practise skills in the context of functional, real-life settings and situations.
- The programs use individual and group methods, a range of techniques, educational technology, and resources from community groups, business, and industry.¹⁹

prisons, basic literacy curriculum materials, and ABE assessment.²⁰

• Mandatory Literacy Program

The Mandatory Literacy Program has been implemented in a number of U.S. state correctional systems. The concept of mandatory literacy training originated with the United States Federal Bureau of Prisons, which initially set the sixth-grade achievement level, measured by the Stanford Achievement Test, as the standard for mandatory participation in literacy training. If federal inmates tested

below the standard, they were required to enrol in a literacy program for

90 days. While these inmates could withdraw after 90 days, they could not be promoted above entry-level labour grade in prison industries or institutional work assignments if they did not meet the sixth-grade standard. The standard subsequently was raised to eighth grade and, again in 1990, to high-school completion or equivalency for inmates to qualify for top jobs in prison industry or work assignments. The requisite participation time was also increased, from 90 days to 120 days.²¹

• Huntington Prison Literacy Project

The Huntington Prison Literacy Project is a successful, inmate-managed Laubach literacy program at Pennsylvania State Correctional Institution. Initially, inmates identified six priority areas for consideration in development of the program: organizational dynamics, selection and training of tutors, student-tutor relationships, maintenance of tutor interest, selection and use of supplementary materials, and learning problems. Inmate tutors were trained in a six-session workshop, during which the priority topics were discussed, case studies were reviewed, and results of research conducted by professional staff were reported.²²

• Oklahoma Prison Literacy Project

The Oklahoma Prison Literacy Project started in 1986, when a literacy task force studied the literacy needs of the inmate population and identified ways to meet these needs. The task force recommended the development of a

¹⁹ Council of Chief State School Officers, *Educational Resource Center on Educational Equity* (1990). "A Concern About Adult Literacy," Concerns 31, 1-3.

²⁰ Collins, M. (1989). "A Basic Literacy Project for the Correctional Service of Canada: Curriculum Design as a Strategy for Staff Development," *Journal of Correctional Education* 40, no. 2, 51-54.

²¹ McCollum, S.G. (1990). "Mandatory Programs for Prisons: Let's Expand the Concept," *Federal Probation* 54, no. 3, 33-35.

²² *Correctional Education Association* (1989). *Learning Behind Bars: Selected Educational Programs from Juvenile, Jail, and Prison Facilities*. Laurel, Maryland: The Association.

state-wide literacy effort by all correctional facilities. The project was a joint effort of the Department of Corrections, the Department of Education, and the Department of Libraries. The Department of Corrections allowed staff who were apprentice trainers and supervisors the time to attend training sessions. The Department of Education furnished funds for the purchase of literacy workbooks and materials and enlisted school principals as literacy directors at each institution. The Department of Libraries supplied start-up kits for each facility, recruited literacy volunteers, provided an honorarium for each participating trainer, and paid the travel expenses of trainers. Members of 15 local literacy councils volunteered to work on the project. The Oklahoma Pardon and Parole Board declared its full support of the project and agreed that parole hearings would give favourable consideration to inmate participation in the program. This linkage with parole gave credence to incorporating reintegration concepts into the curriculum.²³

• Life Skills Programs

Ryan²⁴ described the Individualized Life Skills Program, which was developed for the Georgia correctional system over a three-year period involving extensive research. The program was open-ended, with short modules of instruction to facilitate use of performance contracting and contingency management. Three themes — health education, family and civic skills, and consumer education — were designed for incorporation into the regular adult basic education program.

• Use of Technology

Designed to give participants a sense of involvement and motivation, a sophisticated delivery system of radio, television, and computer-assisted instruction was developed and implemented in Bexar County Detention Center, Texas. The jail annex contained a closed-circuit radio and television system that could

broadcast to all cell blocks. Integrated into the system was the PLATO computer-assisted instructional system, an interactive program with four component categories: records, communications, courses, and non-instructional activities. According to pre- and post-tests, the system resulted in higher scores in spelling and arithmetic computations and problem solving.²⁵

• Cognitive Development

Ventre²⁶ described a program, based on Kohlberg's theory of cognitive-moral development, which focused on the process of thinking about moral issues rather than on moral values as such. Kohlberg's theory established a hierarchy of levels of thinking about moral issues. The curriculum involved the presentation, in different formats, of subject area dilemmas and various options and responses to the dilemmas.

• Self-Esteem Model

One experimental study analysed the effects of a mathematical educational model to develop self-esteem in male inmates.²⁷ Conducted at Louisiana State Prison, this research project examined subjects who were within 12 months of discharge, had an IQ of at least 80, and could read at first-grade level. Groups of five were tutored in 45-minute sessions twice a week for 18 weeks. According to the study findings, the educational model enhanced self-esteem while improving mathematical skills.

• Educational Support Program

The Educational Support Program,²⁸ conducted in South Carolina from 1984 to 1987, provided offenders with linkage between education in the institution and continued education in the community upon release. Designed to ease the transition from prison to the community and to facilitate successful reintegration into society, the program helped adult female offenders to further their education, develop and enhance job skills, and improve self-concepts and self-esteem. The primary components of the program were intake, education (from literacy training to postsecondary education), support services, placement, and follow-up. Support services included intensive individual counselling, career guidance, group counselling, tutoring, and referral to community agencies. Weekly group-counselling sessions addressed values clarification, decision making, parenting, money management, leisure and recreation, communication, interpersonal skills, crisis management, legal issues and the law, and health and hygiene. The offenders also attended group sessions on job-search techniques, job readiness, and on-the-job attitudes and performance.

• Norwegian Followup Model Program

Begun in 1985, the Norwegian Followup Model Program also addressed the need to link education in prison with continued education in the community after release. When they

²³ *Ibid.*

²⁴ Ryan, T.A. (1982). "The Individualized Adult Life Skills System," *Journal of Correctional Education* 33, no. 3, 27-33.

²⁵ Diem, R.A., & Knoll, J.F. (1981). "Technology and Humanism: New Approaches in Correctional Education," *Journal of Correctional Education* 33, no. 1, 4-6.

²⁶ Ventre, R.J. (1982). "Cognitive Moral Development in the Prison Classroom," *Journal of Correctional Education* 33, no. 3, 18-26.

²⁷ Roundtree, G.A., Edwards, D.W., & Dawson, S.H. (1982). "Effects of Education on Self-Esteem of Male Prison Inmates," *Journal of Correctional Education* 32, no. 4, 12-18.

²⁸ Ryan, T.A. (1989). "A Transitional Program for Female Offenders," in S. Duguid, ed., *Yearbook of Correctional Education*, pp. 209-223. Burnaby, British Columbia: Simon Fraser University.

entered prison, inmates developed educational plans which included continued education in the community. Small follow-up classes, held in several communities in Norway, established a clear link between education in prison and education in the community. A pilot project, involving 100 to 300 inmates in three prisons, was reported to be successful.²⁹

Benefits of Literacy Training in Adult Prisons

The costs of providing literacy training to adult offenders are far outweighed by the benefits — to prison management, inmates, and society in general.

According to the American Correctional Association Committee on Offender Programs,³⁰ prisons are safer for staff, offenders, and visitors if inmates are productively engaged in literacy training that promotes mental and physical health. Moreover, literacy training facilitates the offender's ability to read and understand prison rules.

Based on a review of the literature, Enocksson³¹ concluded that the education of inmates should result in their increased employability. Because work is of prime importance in adult life, inmates who fail to develop employable skills will be more likely to engage in repeated crime than inmates who achieve functional literacy and develop job skills. Successful completion of literacy training programs contributes to offenders' sense of self-worth and accomplishment and thus increases their motivation to succeed in the outside world.

The results of a study of Black inmates in Illinois led Black³² to conclude that prison education could have significant rehabilitative effects on inmates lacking education and functioning at poverty level. In addition, once Black inmates experienced success in the educational program, their feelings of hostility and inadequacy were replaced by feelings of self-pride and self-worth.

According to the Select Committee of Experts on Education in Prison,³³ inmates with literacy problems deserve special attention because they suffer acutely. Their prospects for work within the prison and upon release are severely limited; their self-respect and self-confidence are impaired; and their social life may be curtailed. Inmates who successfully complete literacy programs are better prepared to cope with personal problems.

It is in society's best interest to make the prison population productive. To do so requires making offenders functionally literate. The American Correctional Association Offender Program Committee³⁴ has forecast that with the general population growth, the retirement of more workers, the expansion of the economy, the creation of more jobs, and the drop in the birth rate, there will be a demand for more workers. Society needs to capitalize on the economic contribution of inmates, most of whom will return to society. Those who leave prison unchanged and functionally illiterate will continue to commit crimes. Literacy, job skills, and life skills are needed to help reduce recidivism.

Conclusion

This era of increasing industrial,

technological, and informational complexities demands more specialization and higher levels of performance. The acquisition of basic skills is the first and most significant step for functionally illiterate offenders to assume a place in the free world of today and tomorrow.

There is a critical need to overcome the hurdles that discourage many inmates from taking advantage of education

Trujillo³⁵ noted that the most desirable objective in adult basic education was the preparation of adults to function at their fullest capacities. Literacy training for inmates has been emphasized as a means to accomplish this objective. In fact, vocational training, higher education, and other avenues for social and economic advancement have little meaning for those who have yet to acquire basic literacy skills. A literacy program with a holistic approach must prepare offenders to develop new life perspectives, become aware of family, social, and civic

²⁹ *Select Committee of Experts on Education in Prison, Council of Europe (1989). Final Activity Report on Education in Prisons. Unpublished manuscript. Strasbourg: The Council.*

³⁰ *American Correctional Association (1988). Literacy: A Concept for All Seasons. Laurel, Maryland: The Association.*

³¹ *Enocksson, E. (1980). "A Review of the Value of Education and Training in Penal Institutions," Journal of Offender Counseling, Services and Rehabilitation 5, no. 1, 5-18.*

³² *Black, A. (1984). "Role of Education in Prison and the Black Inmate," in D. Georges-Abeyis, ed., Criminal Justice System and Blacks, pp. 307-314. New York: Clark Boardman Co., Ltd.*

³³ *Select Committee of Experts on Education in Prison, Council of Europe (1989). Final Activity Report on Education in Prisons. Unpublished manuscript. Strasbourg: The Council.*

³⁴ *American Correctional Association (1988). Literacy: A Concept for All Seasons. Laurel, Maryland: The Association.*

³⁵ *Trujillo, T.M. (1975). "An Adult Basic Education Curriculum," in T.A. Ryan, ed., Education for Adults in Correctional Settings, pp. 383-394. Honolulu: University of Hawaii.*

responsibilities, develop the skills to maintain gainful employment, and change attitudes from defeatism and rejection to self-confidence, self-worth, and pride.

If inmates are to be successfully reintegrated, corrections must address the major challenge posed by the relatively limited participation of inmates in literacy training. Research has documented the problem of underenrolment, which plagues far too many prison education systems. Given the substantial proportion of functionally illiterate adult inmates, it is shocking, frightening, and unacceptable to find only a relatively small proportion participating in literacy programs in prison. There is a critical need to overcome the hurdles that discourage many inmates from taking advantage of education.

A study by Glover and Lotze³⁶ (reported in the Research in Brief section of this issue of FORUM) revealed that although educational programs were available to all inmates in New York prisons, many inmates did not participate. In a comparison of inmates who attended school and those who did not, program participants were found to be older and serving longer terms. This finding raises a serious concern: younger inmates, most of whom are not career criminals, may be released in relatively short times, and they must be functionally literate in order to reintegrate into society successfully.

The Select Committee of Experts on Education in Prison³⁷ observed that throughout Europe, the proportion of the population with serious literacy problems was far higher in prisons than in the community. In a study conducted in France, the proportion of illiterate inmates was three times

that of the general population, even though literacy had been defined very narrowly. In Canada, Collins³⁸ estimated that 65% of federal inmates were functionally illiterate, according to School and College Ability Test scores. In the United States, estimates of functional illiteracy in prison populations range from 40% to 75%, depending largely on the definition of illiteracy.

Given the international statistics — 40% to 75% of adult inmates in institutions are functionally illiterate, and as many as three quarters of the prison population do *not* participate in literacy programs — it is clear that there is a serious problem of underenrolment in literacy programs.

Every nation has a responsibility to prepare a significant number of functionally illiterate offenders for successful reintegration and at the same time protect society against them until they are able to function productively in the free world. These offenders cannot and will not achieve the goal of successful reintegration until they overcome the handicaps of personal, economic, social, and civic deficiencies.

We can and must meet the challenges by replacing the concept of "caging" offenders with the concept of educating offenders and promoting literacy training for men and women in correctional institutions throughout the world. We can and must continue to ensure that jails, prisons, and reformatories provide literacy training programs that will prepare offenders to return to society as productive, responsible, socially acceptable, and economically self-sufficient citizens contributing to the well-being of their communities.

A major challenge to the research

community is the need for more conclusive research and well-designed evaluative studies, particularly on mandatory literacy training, and well-conceived and -structured holistic education programs for adult inmates. ■

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Dr. Ryan has been widely recognized in the field of corrections, having received citations for making "a significant contribution and impact on correctional systems wherever they exist." She has received awards from corrections groups in the United States and Canada in recognition of outstanding organization and administration of research, training, technical assistance, and evaluation in corrections and juvenile justice. Dr. Ryan has written extensively on corrections, having authored 5 books, 2 values inventories and more than 100 journal articles and monographs, co-authored 7 books, and edited 12 books. In addition, Dr. Ryan has served as consultant to the United States Department of Health, Education, and Welfare; the United States Education Department; the United States Bureau of Prisons; the National Institute of Corrections; and correctional institutions and agencies across the United States, Canada, and the territories.

³⁶ Glover, J.W., & Lotze, E.W. (1989). "Prison Schooling: Who Gets Educated?" *Journal of Correctional Education* 40, no. 3, 108-114.

³⁷ *Select Committee of Experts on Education in Prison, Council of Europe (1989). Final Activity Report on Education in Prisons. Unpublished manuscript. Strasbourg: The Council.*

³⁸ Collins, M. (1989). "A Basic Literacy Project for the Correctional Service of Canada: Curriculum Design as a Strategy for Staff Development," *Journal of Correctional Education* 40, no. 2, 51-54.

The Management Focus section of this issue discusses two areas of concern in correctional education, as seen from different viewpoints. The first article presents a management picture of the future of education in the Correctional Service of Canada, and the second addresses the topic of staff and curriculum development from the perspective of educators.

Where Is the Correctional Service of Canada Taking Correctional Education?

by Dave Connor, Acting Director
and Shelley Borrowman, Education Officer
Education and Personal Development, Correctional Service of Canada

Since the mid-1800s, education has been a part of penitentiary life in Canada and has been recognized as making a positive contribution to the reformation of offenders.

Education is a vital element in the reformation of the fallen, and should be carried to the widest extent — consistent with the other purposes of a prison. It quickens intellect, gives new ideas, supplies food for thought, inspires self-respect, supports proper pride of character, excites ambition, opens new fields of exertion, ministers to social and personal improvement and affords a healthful substitution for low and vicious amusements. Wherefore, a school for secular instruction, in which reading, writing and arithmetic are taught to those who are deficient in these primary branches, is in operation in each Penitentiary.

This statement, taken from *A Living Tradition: Penitentiary Chaplaincy* by J.T.L. James, appears in a report written in 1881 by Inspector Moylan.

The spirit of Inspector Moylan's report is reflected today in the activities of the Correctional Service of Canada's Education and Personal Development Division: managing programs and activities that help offenders develop personal and social skills, acquire educational qualifications and learn responsible behaviour.

But while the spirit of offering education may be similar in both cases, education has moved from the reading, writing, and arithmetic of Inspector Moylan's day to Adult Basic Education (literacy), secondary, postsecondary and vocational programming.

In addition to keeping pace with the community, future correctional education will place greater emphasis on examining the impact of education on offenders' lives, both inside and outside prisons, to ensure that all programs assist offenders upon release. As well, a focus on increased program integration will strengthen the rehabilitative nature of education and correctional programs in general. For example, literacy training would be taught in conjunction with the training required in an industrial shop.

Adult Basic Education has been the educational priority of the Correctional Service of Canada since 1987. National and international focus on the societal problems of illiteracy provided the impetus for the Correctional Service of Canada to increase its efforts with offenders who function below a complete grade-eight level in language and mathematics. Recognizing that a significant proportion of offenders were considered functionally illiterate, then Solicitor General James Kelleher challenged the Correctional Service of Canada to address the needs of these individuals.

The challenge was to assist 4,050 offenders to achieve grade-eight language and mathematics levels during the three-year initiative. In fact, a total of 4,101 offenders successfully completed the Adult Basic Education program, thereby surpassing the target and dramatically surpassing the achievements of the year before the initiative (1986), when approximately 150 offenders completed the program.

The Results Orientation

The results-oriented approach to education programs, which began with Adult Basic Education, will be continued. The Adult Basic Education initiative has laid the groundwork for results-oriented programming in terms of offender participation and grade-level completions. In order to obtain truly individual program data on offenders, the first data base for the collection of such information was created by the Education and Personal Development Division. During 1990-91 and 1991-92, this system is being enhanced to highlight additional performance indicators for program participation and completion at the grade-five and grade-ten levels. The addition of grade five as a performance indicator will help to ensure that the needs of offenders with the most significant educational deficiencies will be met, while the addition of grade ten as a performance indicator will underscore our commitment to help offenders continue their education. The performance information obtained will also greatly contribute to the planning and management of the offender's program.

A results-oriented program in corrections, of course, involves more than statistics. One of the primary objectives of the Correctional Service of Canada is to provide programming that will aid offenders with successful reintegration into the community. Accordingly, a research project was carried out to study the impact of Adult Basic Education on community reintegration and adjustment. Prior to this initiative, little research supported the presumed link between increased

education and improved integration. Although experimental in nature, the analysis (which was managed by the Research and Statistics Branch of the Correctional Service of Canada) showed that Adult Basic Education has a positive impact on community adjustment. This research lays the groundwork for future and longer-term analyses of all education programs and will probably provide education administrators with the best program-planning information available.

Integrated Education Programming

Some students conclude their formal education when they complete an Adult Basic Education program. For others, this achievement represents their first success in the education system and motivates them to continue their studies, in either an academic program or a vocational education program.

To support these students, vocational education must be relevant to the world into which offenders will reintegrate. Therefore, the program must be oriented to the careers and workplace demands of the 1990s, and

students must achieve the academic standards they will need to continue their education once they return to the community.

This also implies the need for much closer integration of academic and vocational education in order to meet the needs of students and prepare inmates for the challenges of a rapidly changing and increasingly complex society. It will no longer be acceptable for the various facets of the education system to operate in isolation from one another.

The continued evolution and growth of the education program will depend not only on its internal integration and consistency, but also on its integration with other correctional programs. Adult Basic Education was the Correctional Service of Canada's first concentrated foray into integrated programming. For the first time, part-time programming was widely available, and the value of linking different types of programs was recognized.

A diversity of program thrusts is required to meet the needs of offenders and to assist them in preparing for reintegration into the

community. Programs such as substance abuse, industries, work, living skills, vocational training and academic education are all required to achieve the desired result and often depend on each other in order to be truly effective. No longer can education be defined as the provincially accredited program that is the exclusive purview of teachers. All education programs must become part of the institutions in which they operate and part of the larger community.

Correctional education in the future will require more than simply attending to the academic and vocational needs of offenders. Added emphasis must be placed on the progress and continuity of each offender's educational career. This new emphasis, coupled with real program integration — not simply a sprinkling of "a little academic/a little work/a little personal development," but an understanding of the linkages and the benefits of integration — will strengthen an offender's chances for successful reintegration into the community. ■

Staff Development and the Formation of Curriculum in Prison Education

by Michael Collins, Professor of Adult Education, University of Saskatchewan and Bea Fisher, teacher, Special Handling Unit, Saskatchewan Penitentiary

This essay highlights the importance of curriculum development to everyday educational practice. It suggests that prison education would be well served if teachers and students were more involved in the formation of curriculum. One way to facilitate more involvement would be to include curriculum formation as a central feature of staff development. The process would also involve identifying pedagogical strategies to incorporate students' input. An initiative of this

kind is needed to enhance the professional status of prison educators and to bring greater relevance to the curriculum.

Contemporary Curriculum Formats

In the field of adult education, there is a growing concern about the reliance on prepackaged, modular curriculum formats. There is also concern about the prevalence of prescriptive curriculum guides, which are intended to direct teaching and learning from

outside the classroom. These prepackaged formats and prescriptive curriculum guides have a definite appeal for management and provide a source of security for less able teachers. Even well-qualified teachers are attracted to prepackaged curriculum modules, as exemplified by the ubiquitous competency-based education approach, because they apparently reduce the need for careful class preparation. Moreover, prepackaged curriculum formats are very conducive to keeping students busily occupied. Mere busyness, however, is not the same thing as meaningful engagement.

The reliance on technocratic, prepackaged curriculum designs is highly problematic. They are not at all conducive to improving the performance of learners and teachers, especially when these formats are

allowed to shape the educational process.¹ The increased use of modular, prepackaged curriculum cannot be linked with better performance in writing, reading, and numeracy by students, nor with improved educational practice by teachers. In fact, the growing trend toward prepackaged formats and prescriptive curriculums has been accompanied by increased complaints about falling educational standards and teacher performance. Lawrence Cremin, an eminent educational researcher and former president of the prestigious Columbia Teachers College, asserted that prevalent prepackaged approaches such as competency-based education were harmful.²

Prepackaged curriculum formats are full of references to *skills* (study skills, coping skills, teaching skills, aesthetic skills, life skills, and so on). For the designers of these prepackaged formats, all human endeavour can apparently be reduced to *skills*. However, when prepackaged curriculum formats are allowed to shape — or take over — the educational process, teachers and learners alike are actually *deskilled* in a very profound way. For example, the ethos of competency-based education presupposes a state of permanent inadequacy in adults as learners. Teachers surrender their pedagogical roles to become “facilitators,” “managers” or even “executive officers” for the deployment of prepackaged standardized curriculum. Ultimately, teachers become dispensable because of the justifiable notion that no special capacities are needed to merely administer prepackaged curriculums.

If we are serious about the importance of teaching as a vocation and the need for students to read, write, calculate, and think critically, then teachers must gain more control of the curriculum development process within their own institutions. A useful start would be to include genuinely participatory approaches to curriculum formation as a focus for

ongoing professional staff development.³

The Prison Setting

Usually, curriculum is handed down in a static package from the top to teachers, who are left to decide how to make it work.

Many teachers want to be part of the curriculum development process. However, past experiences have shown curriculums developed by teachers to be personally biased and poorly targeted. Moreover, some of those involved in the process have not been committed to effecting real change. In such circumstances, curriculum development at the grass-roots level has been curtailed, and curriculum initiatives continue to come from management.

If curriculum development in the prison setting is to become a more participatory and dynamic process, a number of questions must be addressed. For example:

- How much does involvement in the correctional setting influence curriculum development?
- How is staff development affected by the reluctance of some teachers to change?
- What level of commitment is required of prison educators to find answers to these questions and what level of competence do teachers require to maintain a place in curriculum development?

In addressing these questions, let us focus briefly on the training provided by the institution for its educational staff.

Some orientation at the beginning of their employment helps teachers understand the required security routines. From the outset, they have to know the procedures for inmate movement within the institution and

the rules about staff-inmate interactions. For the most part, however, staff orientation is limited to less useful on-the-job training, with undue focus on the communication of procedural requirements.

Once assigned to the school area, teachers are isolated from their professional peers by virtue of the fact that they are teaching in a prison. Responding on a day-to-day basis to the psychological needs and security concerns of inmates in educational programs keeps prison educators occupied and allows little time for careful reflection on the relevance of curriculum and the nature of their professional practice.

This professional isolation and almost total preoccupation with the pressing needs of a prison environment point to the need for organized staff development if curriculum is to be relevantly designed.

While many educational programs within the Correctional Service of Canada are provided by outside agencies, it has not been realistic to expect these agencies to provide adequate staff development. Their priorities often do not coincide with those of the prison setting, and the agencies are not always committed to facilitating staff development, even for their teachers who work on the outside. Nor have universities and postsecondary institutions played a significant role in staff development — simply because they do not have sufficient economic returns and other incentives to help with staff development in the prisons on a systematic basis.

Some prison educators belong to professional groups, such as provincial teachers' federations, which provide staff development for their members. But, as they always constitute a

¹ Collins, M. (1987). *Competence in Adult Education: A New Perspective*. Washington, D.C.: University Press of America.

² Kevin, R. (1978). “An Interview with Lawrence A. Cremin,” *Phi Delta Kappan*, October, 115.

³ Fingeret, A., & Jurmo, P. (1989). *Participatory Literacy Education*. San Francisco & London: Jossey-Bass.

minority interest, prison educators are unable to significantly influence the agenda of the larger group.

One institutional response to the need for professional interaction within the Correctional Service of Canada is the Monthly Divisional Meeting. All too often, however, the meeting is steered by one-way discourse designed to impart information about control within the institution. While some of the briefings are important, they tend to foster further isolation and encourage teachers to operate within a "comfort zone." Pedagogy within the "comfort zone" is rarely creative and not at all conducive to teacher participation in curriculum development.

Nevertheless, the Correctional Service of Canada has devised some relevant responses to these problems at the national, regional and institutional levels. At the national level, the Correctional Service of Canada's Mission Statement acknowledges the need to develop the professional capacities of prison staff. Educational leave without pay is encouraged, and staff are now entitled to five days' paid training a year. Funding is also available for staff to attend correctional education conferences.

In 1982, teachers and management in the Prairie region co-operated to form the Correctional Educators Association, which serves prison educators from both the federal and provincial jurisdictions. This initiative was undertaken in conjunction with colleagues from the University of Saskatchewan and the Saskatchewan Institute of Applied Sciences and Technology - Woodlands Campus (formerly Natonum Community College) who were involved in prison education. Every year, the Association organizes a four-day residential education workshop at Emma Lake, Saskatchewan, to provide a forum for

teachers from federal, provincial, and young-offender institutions to examine significant educational issues away from the distracting pressures of prison life.

In 1987, a curriculum for adult basic education was developed through a joint project involving representatives from the Correctional Service of Canada, the University of Saskatchewan, and the departments of education of the three prairie provinces. The process was designed to allow the teachers and administrators involved an opportunity to view the task from a number of perspectives. The guidelines that emerged showed how current requirements for standardization could be sensibly met while permitting flexibility for creative teaching and further curriculum design at institutional levels. More importantly, the guidelines highlighted the potential for ongoing staff development with participatory approaches to curriculum formation. This potential has yet to be realized.

As for the Monthly Divisional Meetings, there are encouraging signs that they could become a significant forum for dealing more substantively with educational concerns. At Saskatchewan Penitentiary, for example, the meetings are supplemented by discussions on issues and recent trends in correctional education.

Most institutions have libraries that contain instructional materials and literature relevant to professional staff development. Their potential as a source for staff development depends, of course, upon the willingness of teachers to use them and to keep the collection current.

While educators in prisons recognize the need for organized staff development, they often fail to understand its significance for curriculum design, program development, and teacher-initiated

program evaluation. Their attitude is understandable, as many prison educators have experienced staff development as a fixed regimen of activities organized from outside the classroom and institutional setting and thus lacking relevance.

With their recognition of the problems stemming from professional isolation, however, teachers themselves must assume some responsibility for their own staff development and take back some ownership of the curriculum. As a result, prison educators will be more successful in gaining the respect of their students. The role of management should be to foster this process.

In his presentation at the Fourth World Assembly of Adult Educators (January 1990, Bangkok), the Canadian representative, J.W. Cosman, had this to say about prison education:

Education in prisons is really a very sad story. Generally speaking, it is very limited in range and very poor in quality. There are exceptions of course, but not very many. Most prison education is not worth writing home about.⁴

Subsequently, the Eighth United Nations Congress on the Prevention of Crime and the Treatment of Offenders⁵ adopted a number of resolutions. The Resolution on Prison Education included a statement that emphasized the need for educators' and staff training. While the situation in Canada may be better than in many other countries, it is still "not worth writing home about." There is no room for complacency. ■

⁴ Cosman, J. (1990). "Why Not Education in Prisons?" Notes for Discussion at the Fourth World Assembly of Adult Education, p. 1. Bangkok.

⁵ U.N. Congress on the Prevention of Crime and the Treatment of Offenders (1990). Resolutions on Prison Education - Appendix C, Recommendation 1.

Contract Teachers in Federal Institutions: Can They Be Legally Considered Federal Government Employees? *The Queen v. Public Service Alliance of Canada and Econosult Inc.*

by Claire McKinnon, Legal Counsel
Legal Services, Correctional Service of Canada

One of the questions most frequently addressed by Legal Services is whether an employer-employee relationship has been created in a contract between the Correctional Service of Canada and an individual or a company. As the theme of this issue of FORUM is correctional education, Legal Services will examine the provision of courses in federal institutions by contract teachers.

In accordance with the government policy of privatizing services in appropriate areas, many federal institutions have entered into private contracts for the instruction of inmates. Most institutions were previously staffed by public service teachers, but this gradually changed as the benefits of privatization in this area became clear. One problem with the policy, however, was the spectre of the creation of an employer-employee relationship with the teachers.

In early 1988, the Public Service Staff Relations Board (PSSRB) ruled on an application by the Public Service Alliance of Canada (PSAC) regarding contract teachers at Cowansville Institution. The PSAC argued that the teachers in question, who worked for a company called Econosult, were in fact, by operation of law, employees of the federal government. As the PSSRB did not have the jurisdiction to rule on this issue directly, the PSAC asked it to declare that the teachers formed part of the teaching group bargaining unit, pursuant to section 33 of the *Public Service Staff Relations Act*. The PSAC also asked the PSSRB to order the government to check off union dues for the Econosult teachers, pursuant to section 98 of the *Act*.

PSSRB Decision

In July 1987, the Correctional Service of Canada entered into a contract with Econosult Ltd. for the supply of several teachers to provide instruction to inmates at Cowansville Institution. Some employees of the Correctional Service of Canada also taught at the institution, alongside the contract teachers. In fact, it was difficult to discern any significant difference between the functions of the two teaching groups. Many aspects of their day-to-day working environment were similar. The contract teachers were essentially managed and co-ordinated by the Correctional Service of Canada once the contract was in place. Moreover, some of the Econosult teachers had even been employed as teachers by the Correctional Service of Canada before it began to privatize in this area.

More specifically, the PSSRB found the following facts to be significant: (1) several of the teachers were continuously employed at the institution even though the contractor had changed twice — the only consistent factor for these individuals was the Correctional Service of Canada; (2) the Correctional Service of Canada had some say in who Econosult hired to work at Cowansville Institution; (3) under the

contract's financial arrangements, the Correctional Service of Canada effectively controlled the salaries of the teachers; (4) the Correctional Service of Canada was involved in the performance evaluation of the teachers; and (5) the teachers were fully integrated into the institution's operations — they worked side by side with public service teachers and performed identical functions.

There are four principle common-law tests that are used to determine if an employer-employee relationship has been established. In analysing the findings of fact outlined above, the PSSRB used several of these tests:

1. **Control:** Does the "employer" control the kind of work that is done, set guidelines and objectives, and establish the manner and time of doing the work?
2. **Ownership of Tools:** Who supplies the tools and equipment to carry out the requirements of the job? This test is more applicable to trade workers but is also somewhat relevant to professionals with respect to the provision of office supplies and space and the use of the employer's support staff.
3. **Risk of Profit and Loss:** This test examines the entrepreneurial aspect of the contract relationship. An independent contractor generally agrees to perform certain tasks rather than to work for a certain number of hours. There is a risk of profit and loss in that an efficient contractor will earn money under the contract, whereas an inefficient contractor may lose money, especially if the bid on the job was too low. An employee, on the other hand, is guaranteed a salary for working a certain number of hours regardless of whether a particular job is completed.
4. **Organization and Integration:** Is the work integral or merely accessory to the business? An employer can more easily relinquish peripheral matters to an independent contractor as they are less critical to the operation of the business and

require less direct control. A contractor supplying labour alone under the contract is somewhat more likely to be considered integral to the organization than one who supplies capital, equipment, supplies, supervision, and entrepreneurial ability. For example, it has been held that cleaning functions are not integral to the operation of a government department.

Finally, the PSSRB also considered who hired, dismissed or disciplined the teachers; who the teachers perceived to be their employer; and whether there was an intention to create an employer-employee relationship.

The PSSRB concluded that the relationship of the Econosult teachers with the Correctional Service of Canada, their integration into the operations of the Correctional Service of Canada, the nature of their work, the method of determining their salaries, and the similarity of their work to that of Correctional Service of Canada teachers all contributed to the establishment of an employer-employee relationship. Accordingly, the PSAC's application was granted: the contract teachers were determined to be included in the teaching group bargaining unit, and the Correctional Service of Canada was ordered to check off union dues for them.

Federal Court of Appeal

The government subsequently applied to the Federal Court of Appeal for a review of the PSSRB decision, and the Court held (2:1) that an employer-employee relationship did not exist between the Correctional Service of Canada and the contract teachers. The PSSRB decision was therefore quashed.

Mr. Justice Marceau ruled (with Pratte J. concurring) that a distinction must be made between the private and public sectors. Servants of the Crown are governed by a specific regime, as set out in the *Public Service Employment Act*, the *Public Service Staff Relations Act*, and the *Financial Administration Act*. Employment in

the public sector is not a simple question of fact, but is governed by specific and rigid regulations. The Public Service Commission alone has the legal authority to staff public service positions created by the Treasury Board. Accordingly, the PSSRB decision could not be upheld.

In his dissent, Mr. Justice Hugesson held that the conditions of work, hiring, salary, supervision, and performance review were, for all practical ends, the same for both groups of teachers. The PSSRB has the obligation to determine who are employees under the law. The *Public Service Staff Relations Act* and the *Public Service Employment Act* have two different objectives, and nothing in the legislation prevents a person from being considered to be like an employee without having the status of a member of the public service. Having carefully weighed the facts in this case, the PSSRB had determined the status of the contract teachers as a question of fact, and there were no grounds to interfere with its decision. Mr. Justice Hugesson therefore agreed with the PSSRB that an employer-employee relationship could be created between the federal Crown and an individual despite the clear legislative scheme governing public service employment.

The Public Service Alliance of Canada appealed the Federal Court of Appeal decision to the Supreme Court of Canada. It was argued in May 1990, but the Court reserved judgment and has not yet issued its decision.

Current Status of Contracts in the Public Service

Government departments are not permitted to hire "employees" indirectly through a contract since, as noted by the Federal Court of Appeal, the hiring of public servants may be carried out only under the authority of the *Public Service Employment Act*. Furthermore, government policy prohibits departments from hiring employees directly.

If the Supreme Court of Canada were to overturn the Federal Court

of Appeal decision and uphold the PSSRB decision, the application of common-law principles could lead to the inadvertent creation of an employer-employee relationship in many other cases of individuals currently under contract with the government. As a result, the government would have to address numerous other practical issues involved in employment relationships.

The Supreme Court of Canada's ruling in this case will therefore be of great significance to all government departments who engage in contracting out. ■

The following summaries and extracts from opinions, reports and other documents are provided for the information and convenience of the reader. However, as the extracts are not complete, the reader should refer to the actual opinion or document or consult with Legal Services at National Headquarters concerning the specific interpretation or applicability of any opinion or decision cited. If you have questions about these or any other related matters, please contact Theodore Tax, Senior Counsel, Department of Justice, Legal Services, Correctional Service of Canada, National Headquarters, 4A-340 Laurier Avenue West, Ottawa, Ontario K1A 0P9.

RECENT DECISIONS

In the case of *Gough v. National Parole Board*, the Federal Court, Trial Division, gave an interim ruling that the parolee's section 7 rights had been violated because he was not given enough information to be able to meet the case against him, as only the "gist" of Confidential Information Reports (now called Protected Information Reports) was released to him prior to his postsuspension hearing. The Court declared that "both the common-law

right of a person to know the case against him, and the s. 7 [Charter] requirements of fundamental justice have not been met." As a result, the Court ordered that the Confidential Information Reports be filed in court and disclosed to counsel for the applicant, but on counsel's undertaking not to share them with his client before the Crown could lead section 1 evidence to justify the National Parole Board decision. This aspect of the ruling was appealed to the Federal Court of Appeal, which overturned the Trial Court interim decision and ruled that the trial judge was without jurisdiction to make an order to produce the Confidential Information Reports: it was not for the Court, but for the Board (as the party required to justify the infringement) to determine what evidence it is prepared to present in justification. The hearing resumed on November 26, 1990, before the Federal Court, Trial Division, which rendered its decision on December 14, 1990.

The Court ruled that the applicant's section 7 Charter rights were infringed by the refusal to provide him with the conditional information upon which the Board is relying. It further ruled that the National Parole Board had not established an evidentiary basis justifying non-disclosure either with respect to the specific circumstances of this case or by justifying subsection 17(5) of the *Parole Regulations* as establishing a reasonable limitation on the applicant's rights pursuant to section 1 of the Charter. The Court quashed the Board's decision and ordered a new hearing by a differently constituted panel of the National Parole Board. This decision is under appeal to the Federal Court of Appeal of Canada.

In *Warden of Mountain Institute v. Steele*, the Supreme Court of Canada ruled on November 8, 1990, that the National Parole Board had misapplied the criteria in section 16(1)(a) of the *Parole Act* over a period of years, with the result that the offender remained incarcerated far beyond the time he should have been

paroled. Therefore, the Board's decision violated section 12 of the Charter, which guarantees freedom from cruel and unusual punishment, as the inordinate length of Mr. Steele's incarceration was grossly disproportionate to the circumstances. After pleading guilty to a charge of attempted rape in 1953, Mr. Steele had been declared a criminal sexual psychopath and given an indeterminate sentence of preventive detention. The Court held that the Board was wrong to deny parole on the basis of relatively minor and apparently explicable breaches of discipline committed by Steele, instead of focusing on the crucial issue of whether granting him parole would constitute an undue risk to society. The Court emphasized that this was a highly unusual case and that the offender remained under indeterminate sentence as a dangerous offender (which did not of itself constitute cruel and unusual punishment) and could be returned to custody if his conduct after release so warranted.

On September 13, 1990, the Supreme Court of Canada handed down a series of decisions, including *Martineau v. R.*, *Rodney v. R.*, *Arkell v. R.* and *Luxton v. R.*, regarding the constitutional validity of section 230 (formerly section 213) of the *Criminal Code*. The constructive murder provisions in this section allowed an individual to be convicted of murder when a killing occurred in the course of another crime, such as hijacking, sexual assault, robbery, etc., even if there was no intention to commit murder. The Court held that these provisions contravened sections 7 (right to life, liberty and security of the person) and 11(d) (presumption of innocence) of the Charter because the principles of fundamental justice required that a conviction of murder be based upon proof beyond a reasonable doubt of subjective foresight of death and that section 230 purported to expressly relieve the Crown of this burden of proof. The Court concluded that in a society such as ours, which values the autonomy and free will of the individual, the

stigma and punishment attached to murder should be reserved for those who choose either to intentionally cause death or to intentionally cause bodily injury with the knowledge that it is likely to cause death. It was unnecessary to convict the persons in question of murder in order to deter the infliction of bodily harm during the commission of certain offences. The convictions were therefore quashed, and new trials were ordered.

In *Olson v. The Queen*, the Federal Court, Trial Division, ruled, on November 8, 1990, that the Charter does not guarantee inmates unrestricted telephone access to their lawyers and that the telephone policy's limitations on inmates' calls to their lawyers (two legal or business calls per week) were reasonable. The Court noted that in the 50-week period between October 24, 1989, and October 10, 1990, Mr. Olson made a total of 80 calls to five lawyers and that there was thus no evidence that the application of the existing policy resulted in any prejudice to his Charter rights. The Court also upheld the imposition of a one-month withdrawal of privileges, when Mr. Olson was not allowed to make legal phone calls, which was imposed after he was found to be misusing these telephone privileges. Section 10(b) of the Charter refers only to the right to retain and instruct counsel without delay on initial arrest or detention; these telephone calls did not relate to disciplinary charges or any possible loss of residual liberty, but rather to many ongoing civil claims instituted by the inmate. ■

In this International Overview, we provide a profile of education in Australian corrections. In Australia, access to labour market opportunities is seen as a critical factor in the successful reintegration of offenders, and educational programming in Australian institutions therefore centres on vocational training and education.

Education in Australian Prisons

In light of findings that more than a quarter of Australian offenders had only elementary schooling, the provision of education, particularly vocational instruction, has become a priority in Australian corrections.

Australia is made up of six self-governed states and two territories. As in Canada, there is also a federal government. Unlike Canada, however, Australia does not have a federal correctional system. Instead, offenders sentenced under the National Crime Act are incarcerated in the state in which they live.

The following is an overview of prison education in each Australian state, with the exception of Queensland and the Northern Territory, on which no recent information was available.

Victoria

Victoria's prison system has recently undergone major changes in its delivery of education programs. In the past, primary school teachers who were trained to work with special students taught basic education and assisted inmates with correspondence courses at secondary and postsecondary levels. In view of the emphasis on vocational education in other Australian states, Victoria's prison education system has now been transferred to colleges of technical and further education (TAFE).

TAFE colleges offer inmates certificates in occupational and more advanced studies. Offenders who meet the basic numeracy and literacy requirements can enrol in the certificate program, which involves 400 hours of mandatory courses (e.g., career planning, communications, mathematics, technology) and

500 hours of optional courses (e.g., horticulture, textiles, automotive).

Although the program does not offer on-the-job training, it does provide training and information on a wide variety of occupations to enable inmates to be well informed about employment possibilities.

New South Wales

At Parklea, New South Wales' new maximum security institution, the accent is on training and industry. In conjunction with TAFE, Parklea offers a nine-month apprenticeship trade-training program in fitting and machining, sheet metalwork, welding, and wood machining. Inmates receive theoretical instruction by TAFE instructors once a week and perform supervised practical work for prison industry contracts during the remainder of the week. Courses completed by inmates are credited as equivalent to those taken in community TAFE colleges.

Offenders who are to be transferred from Parklea to a lower-security institution may still pursue their studies, either by staying at Parklea for a longer period of time or by completing further courses once they have relocated.

New South Wales' medium security institution, Bathurst, offers basic, secondary, and postsecondary education programs and an apprenticeship program in metal and timber trades. The apprenticeship program takes four years to complete; however, because of the length of their sentences, offenders usually complete only the first stage, or one year, of the program. For this reason, inmates who wish to participate in the apprenticeship program must be serving at least

a one-year sentence. While the program has no entry prerequisites, offenders may take prevocational courses before enrolling if they wish.

The apprenticeship program combines theoretical instruction by TAFE instructors (two days per week) and practical, supervised, simulated industrial training (three days per week). More than 40 offenders complete stage one of the apprenticeship program every year. The small class sizes facilitate the success of the program.

Western Australia

Fourteen of Western Australia's 15 prisons offer education programs that encourage the academic, vocational and personal development of offenders.

Western Australia's prison system is unique in that aboriginal offenders make up approximately one third of the offender population. While efforts have been made to offer appropriate courses for these offenders, the development of relevant programs will require the involvement of more aboriginal communities and agencies.

In many of the state's prisons, correspondence courses in advanced studies and short-term, trade skills courses are available to inmates. In addition, institutions in southern Western Australia offer an apprenticeship program for long-term offenders. Provided they have achieved basic education skills, offenders with two years remaining to serve can enrol in instruction in trades: boot making, butchery, cabinet making, metal fabrication, and motor mechanics.

As in some other Australian states, continuity of training and courses is problematic if the offender is transferred to another institution.

South Australia

Yatala, South Australia's maximum security prison, puts a strong emphasis on prison industries, including welding, motor mechanics, spray painting, and boot making and shoemaking. Most of the inmates' daytime hours are spent working in

the industries. While education is available, it is limited to basic literacy and numeracy.

On the other hand, the emphasis at Mobilong, the medium security institution, is more on training than profit. In fact, each inmate's schedule must allow for both training and work. Two days per week are devoted to industry; the prison offers industry experience in plastics, baking, and auto work. A TAFE college provides various courses (e.g., aboriginal history, desktop publishing, guitar, health care, sign writing) twice a week, and the remaining day of the week is left for the inmates' personal activities. All TAFE courses are short-term, with end-product certification in order to promote a sense of practical accomplishment. The courses offered are at a prevocational level as prison facilities cannot provide adequate supervision for a large number of apprentices. Here again, continued training cannot be guaranteed if the inmate is transferred to another institution.

At another of South Australia's institutions, Cadell, classes are attended mainly in the evening, as work in the prison industries must be done during the day. Classes are shared with members of the community and correctional staff.

Programs for female offenders at South Australia's institutions for women are not as varied as those for male offenders. Furthermore, the programs tend to be domestic in nature. For example, the women's prison at Northfield offers courses in cooking, horticulture, and sewing. The statement of completion has no value on the job market and does not lead to further training. This problem is not unique to South Australia.

Tasmania

Tasmania has only one secure institution and a farm institution, with a total prison population of approximately 300 offenders. The teacher at the prison teaches basic education and assists students in secondary and postsecondary correspondence

courses. Apprenticeship is offered in the prison bakery, and skills training is available in tailoring, welding, and upholstery. In addition, short, prerelease courses are offered to develop community survival skills such as living on a limited budget, cooking, and leisure activities.

Conclusion

The focus of education in Australian corrections is on vocational education, partly because the ability of offenders to capitalize on job opportunities in the labour market is seen as a key factor in their rehabilitation.

Although many vocational programs are available in Australian prisons, there is a lack of continuity of courses between institutions for offenders who have been transferred and wish to pursue their education. Another problem is that because prison industry is required to not compete with outside industry, some offenders acquire work experience that bears little relevance to the work available in the community. ■

Semmens, R.A. (1990). Some Issues in Prison Education in Australia. In S. Duguid, ed., *Yearbook of Correctional Education*, pp. 1-12. Burnaby, British Columbia: Simon Fraser University.

This section of the magazine is devoted to short summaries of selected conferences, seminars and workshops attended by Correctional Service of Canada staff in Canada or abroad. Some effort is needed on the part of all staff if we are to take seriously the importance of sharing ideas, knowledge, values and experience, nationally and internationally. We ask you to join in this effort and contribute your reflections and observations when you attend significant events as representatives of the Correctional Service of Canada.

October 10-12, 1990
INTERNATIONAL CARNAHAN
CONFERENCE ON SECURITY
TECHNOLOGY

Lexington, Kentucky

The International Carnahan Conference on Security Technology provided a forum for the discussion of new developments in security electronics. The conference was attended by delegates from many countries, including the USSR, Great Britain, Switzerland, Japan, and China.

The Correctional Service of Canada was represented at this event by Mike Jonckheere, Director of Electronics Engineering Policy and Services, who presented a paper on the characterization and vibration analysis of chain-link fences, a study that was carried out as part of an ongoing program to optimize the Perimeter Intrusion Detection System sensors.

Several papers addressed the application of Intelligent Knowledge Based Systems to perimeter intrusion sensors, as well as the pattern of recognition techniques of closed-circuit television systems. Other discussion topics included target identification and tracking for video motion-detection systems, access and airport ramp security control technologies, and the application of error-correcting codes to public key encryption systems. Most of these new concepts have a direct bearing on the application and optimization of technology to assist operations in the correctional field.

October 14-17, 1990
FREEDOM TO READ
CONFERENCE

Ottawa, Ontario

Canada hosted "Freedom to Read," the first international conference on literacy in corrections. Co-sponsored by the Correctional Service of Canada and the United States Federal Bureau of Prisons, the conference drew an audience of correctional education specialists from more than 13 countries.

Correctional education professionals, public educators, and community and private-sector interest groups had the opportunity to exchange views on the effectiveness of literacy programs and learn from the challenges and successes of their colleagues.

Presentations addressed such topics as learning disabilities, cultural minorities in prison literacy programs, motivation of inmate students, education technology, voluntarism, community resources, and the effects of literacy training on recidivism. Many of the international speakers provided information on literacy programming and general correctional programming within their countries.

October 21-22, 1990
ANNUAL MEETING OF THE
CANADIAN MEDICAL SOCIETY
ON ALCOHOL AND OTHER
DRUGS

Montréal, Quebec

The theme of the second annual meeting of the Canadian Medical Society on Alcohol and Other Drugs (CMSAOD) was "Update on Alcohol and Drug Abuse." The Correctional Service of Canada was represented by

Dr. Jacques Roy, Director General of Health Care Services.

Canadian physicians were reminded by Dr. H.A. Skinner, of the Addiction Research Foundation and the Department of Behavioural Science, University of Toronto, that traditional approaches to the treatment of alcoholism and drug addiction, with their focus on the chronic abuser, have achieved only a limited impact in reducing health and social costs. If individuals can be identified shortly after their substance abuse develops, they can be treated successfully by brief intervention. In particular, Dr. Skinner pointed out that primary-care physicians were often in an ideal situation for the early detection of alcohol and drug problems in patients and, as recent evidence indicated, they could play a strategic role in reducing alcohol problems.

October 28-31, 1990
FIRST NATIONAL
CONFERENCE ON SUICIDE
PREVENTION IN CANADA
 Vancouver, British Columbia

The theme of this conference was "Breaking the Silence" surrounding the frequency and nature of suicide in Canada. The conference was attended by a number of Correctional Service of Canada representatives from the regions and National Headquarters.

Suicide is the second most frequent cause of death in people under the age of 35. Canada's suicide rate in the general population is consistently higher than that of the United States and most other industrialized countries. The conference was a concentrated effort to encourage more open discussion of the problem of suicide in order to put more pressure on governments at all levels to take action.

October 31 - November 2, 1990
INSTITUTE OF INTERNAL
AUDITORS 16TH ANNUAL
"STATE OF THE ART"
CONFERENCE
 San Diego, California

Irving Kulik, Assistant Commissioner of Audit and Investigations, represented the Correctional Service of Canada at the 16th Annual "State of the Art" Conference in San Diego. The keynote address discussed the need to anticipate change, which will occur at a faster pace as a result of multifold increases in computing power and greater competition among nations, including those previously behind the iron curtain.

Technological and scientific discoveries, such as lasers, robotics, genetic engineering and fibre optics, will change the world as we know it. A major challenge will be the need to train people to think creatively and intensely in applying these many technologies to serve their needs. It was postulated that adaptability and education will replace experience as determinants of job security.

While a number of sessions dealt with technical matters, the common thread was the need for greater knowledge and skills in order to audit effectively and assist management in the coming years. The function of advising management, often referred to as the consulting role, has assumed great impetus, particularly in the United States. At the same time, the demand for traditional financial auditing has diminished. The auditor can become both a trouble-shooter and a consultant. Even though the role of consultant could have some impact on the traditional view of audit independence, many eminent authorities were convinced that the increased value to management made the risk more than worthwhile.

November 4-7, 1990
CONFERENCE ON TRAINING,
INDUSTRIES AND EDUCATION
(TIE)
 San Francisco, California

This TIE conference was the third in a biannual series and the first to extend beyond the education and industries area. There is a growing understanding among correctional professionals that successful rehabilitation cannot be achieved through a single program, but requires a common underlying correctional strategy in all program efforts.

A session on individual learning styles presented evidence that the vast majority of offenders have a different preferred learning style than non-offenders. This evidence provides a significant challenge in the provision of education in a correctional environment as learning material and teaching styles effective for the general population cannot be simply imported into the prison environment.

Several sessions were devoted to methods of developing self-esteem through participation in various education, training, and industry programs. Of particular note is the increased emphasis on the use of substance-abuse and employment-development programs in addressing the needs of substance abusers.

Other sessions addressed the use of multimedia teaching techniques and computer-assisted learning in corrections. The considerable flexibility of equipment, the advantage of individualized learning, better software, and the ability to create classrooms in the workplace are making the use of computers more commonplace.

A series of workshops focused on innovative partnerships with the private sector. Staff from the California Department of Corrections described a series of waste management and recycling activities carried out in conjunction with municipalities.

The Correctional Service of Canada was represented at the TIE Conference by delegates from National Headquarters.

November 7-10, 1990
42ND ANNUAL MEETING OF
THE AMERICAN SOCIETY OF
CRIMINOLOGY
 Baltimore, Maryland

The theme of this year's meeting was "Integrating Theory, Research and Policy." The theme reflected the varying backgrounds of the participants, who included academics, policy advisors, criminal justice practitioners, and researchers from the private and public sectors. In attendance from the Correctional Service of Canada were delegates from National Headquarters and the Quebec Region.

In her presidential address, Joan Petersilia of the Rand Corporation discussed the problems of integrating research with practice. Ms. Petersilia called upon academics to conduct research that could have an impact on criminal justice. To do this, she argued, would mean not only to address topics that are relevant and important to policy makers, but also to present the findings in a manner that makes them understandable and applicable by these policy makers. ■

Coming Up in *Forum on Corrections Research . . .*

The theme of the next issue of FORUM will be institutional designs and correctional environments.

For future issues, the editors of FORUM are currently soliciting articles on the following topics:

- early indicators of future delinquency;
- violence and suicide in correctional institutions;
- effective correctional programming; and
- long-term offenders.

We welcome your suggestions regarding specific research in these and other topical areas that could be profiled in future issues of FORUM.

If you wish to submit a full article or a research brief for FORUM, please write to us at:

Research and Statistics Branch
Correctional Service of Canada
340 Laurier Avenue West
Ottawa, Ontario
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