



---

**Evaluation of the  
Employment and Employability Program**

**Correctional Service Canada**

**Performance Assurance Sector  
March 2003**

## TABLE OF CONTENTS

<b>1.0</b>	<b>EXECUTIVE SUMMARY</b> .....	<b>1</b>
<b>2.0</b>	<b>INTRODUCTION</b> .....	<b>8</b>
2.1	BACKGROUND.....	8
2.2	CURRENT MANDATE.....	9
2.3	OBJECTIVES.....	10
2.4	METHODOLOGY.....	10
2.5	RESULTS.....	12
2.6	ACKNOWLEDGEMENTS.....	12
2.7	EVALUATION TEAM MEMBERS.....	13
<b>3.0</b>	<b>FINDINGS</b> .....	<b>14</b>
3.1.1	<i>THE EXECUTIVE COMMITTEE (EXCOM) APPOINTED CORCAN THE RESPONSIBILITY FOR THE OFFENDERS' EMPLOYMENT PROGRAM RESULTS UNDER THE THEME "MANAGING PARTNERS" (APPENDIX A), YET THIS WAS NOT CLEARLY UNDERSTOOD NOR COMMUNICATED TO THE PROGRAM IMPLEMENTATION TEAM.</i>	14
3.1.2	<i>THE OFFENDER MANAGEMENT SYSTEM (OMS) IS DESIGNATED AS THE PRINCIPLE SOURCE OF INFORMATION NECESSARY TO CARRY OUT REVIEW, ANALYSIS AND REPORTING OF RESULTS TO DECISION-MAKING BODIES, YET OMS DATA ENTRY AND RECORDING DOES NOT PROVIDE AN ACCURATE RECORD OF RESULTS ACCOMPLISHED WITHIN THE INSTITUTIONS.</i> .....	17
3.2.1	<i>THE CORRECTIONAL SERVICE CANADA (CSC) HAS RECOGNIZED THAT EMPLOYMENT MUST BE DEALT WITH IN A SIMILAR MANNER AS OTHER CORRECTIONAL PROGRAMS, YET THERE IS NO CONSISTENT METHOD OF MANAGING THE EMPLOYMENT SKILLS OF THE OFFENDER.</i> .....	19
3.2.2	<i>WHILE CAREER AND OCCUPATIONAL PREFERENCE SYSTEM (COPS), CAREER ABILITY PLACEMENT SURVEYS (CAPS) AND CANADIAN ACADEMIC ACHIEVEMENT TEST (CAAT) ARE BEING USED AT MOST INTAKE ASSESSMENT UNITS AND INSTITUTIONS TO EVALUATE OR ASSESS THE INMATES SKILLS, ABILITIES AND EDUCATIONAL UPGRADING, THE RESULTS AND IMPACT OF THESE ASSESSMENTS ARE NOT INCLUDED IN THE CORRECTIONAL PLAN, NOR IS THERE ANY CONSISTENCY IN APPLYING THE METHODS OF ADDRESSING THE INMATE EMPLOYMENT NEEDS.</i> .....	22
3.2.3	<i>THERE IS A DEFINITE LACK OF COMPREHENSION OF THE OBJECTIVE OF GOVERNING PRINCIPLE # 3 WHICH STATES THAT "THE GOAL IS TO ATTAIN A WEEKLY SCHEDULE SHOWING MODULES OF HALF-DAYS FOR EACH INMATE THAT ADDS UP TO 37.5 HOURS CONSISTENT WITH THE LEVEL OF SECURITY OF THE INSTITUTION, RESOURCE LEVEL, EXISTING COLLECTIVE AGREEMENTS OF THE STAFF AND OPERATIONAL CIRCUMSTANCES."</i>	26
3.3.1	<i>EVEN THOUGH THE WORK DESCRIPTIONS FOR INMATES HAVE BEEN COMPLETED AND MADE ACCESSIBLE TO THE INMATES (I.E. PLACED IN THE LIBRARY), THEY ARE NOT INTEGRATED INTO THE INSTITUTIONAL OPERATIONS, NOR ARE THEY UTILIZED ON A SYSTEMATIC BASIS TO MANAGE OR DEVELOP EMPLOYMENT SKILLS FOR THE INMATES TO LEARN.</i> .....	32
3.3.2	<i>THE PERFORMANCE EVALUATION PROCESS DOES NOT PROVIDE SUFFICIENT DETAIL TO ADEQUATELY REFLECT THE INMATES' ACTUAL PERFORMANCE SKILLS LEARNED.</i> .....	35
<b>4.0</b>	<b>SUMMARY OF RECOMMENDATIONS</b> .....	<b>39</b>
<b>5.0</b>	<b>BEST PRACTICES</b> .....	<b>43</b>
<b>6.0</b>	<b>APPENDICES</b> .....	<b>46</b>
	APPENDIX "A".....	46
	<i>Managing Partners</i> .....	46
	APPENDIX "B".....	47
	<i>Position Paper</i> .....	47
	APPENDIX "C".....	50
	<i>The Criterion for Vocational Assessment</i> .....	50
	<i>Employment Indicators</i> .....	50
	APPENDIX "D".....	51
	<i>Objectives and Key Results</i> .....	51

<i>APPENDIX E - PROGRAM LOGIC MODEL</i> .....	54
<i>APPENDIX "F"</i> .....	55
<i>Site Selection</i> .....	55
<i>Site selection is based on the following factors</i> .....	56
<i>APPENDIX "G"</i> .....	57
<i>Recommendations of Employment Task Force (1998)</i> .....	57
<i>APPENDIX "H"</i> .....	60
<i>Performance indicators of competency</i> .....	60
<i>APPENDIX "I"</i> .....	61
<i>List of acronyms</i> .....	61
<i>REFERENCES</i> .....	62

*TABLE OF GRAPHS*

*GRAPH 1... Degree of Employment Needs .....19*

*GRAPH 2...Employment included on Correctional .....20*

*GRAPH 3...Education Records.....23*

*GRAPH 4...Education Level.....24*

*GRAPH 5...Availability of COPs and CAPs Results.....24*

*GRAPH 6...Working Hours in Different Security Levels.....27*

## **1.0 Executive Summary**

The Correctional Service of Canada aims to reintegrate offenders into society, including the labour force. This is accomplished in part by providing employment and training opportunities that resembles structured work setting and real-world business operations. Given CORCAN's background and experience in employment, the Commissioner, in 1999, assigned CORCAN the responsibility for all work-related employment within CSC.

Performance Assurance was requested to develop an evaluation framework to assess the program results by the CEO of CORCAN. This framework was completed in August 2002 and initially had a requirement for one evaluation. Based on the results, this has been revised and will now be conducted in two phases. Phase I examined the extent to which the objectives are realistic, attainable and relevant. It also examined whether the program services are provided in an optimal way and the extent to which inmates have developed necessary skills, attitudes and behaviours and whether the skills are transferable upon their release into the community. Three evaluation objectives were identified in Phase 1, for which, there are five findings and five recommendations as outlined below.

Although it was initially planned that there would be more than one phase, a decision has been made since, not to pursue the remaining phases at this time.

**Objective 1: To assess the extent that CSC's Employment and Employability Program objectives are Realistic, Attainable and Relevant.**

***Finding # 3.1.1      The Executive Committee appointed CORCAN the responsibility for the Offenders' Employment Program Results under the theme "Managing Partners," yet this was not clearly understood nor communicated to the Program implementation team.***

On October 25, 1999 National Headquarters Management Committee, assigned CORCAN's CEO the responsibilities for all work related employment programs for inmates with an April 1, 2000 implementation date. A position paper was drafted by National Headquarters Correctional Programs and the Employment Co-ordinator of CORCAN, to consolidate the inmates' employment program.

Most of CSC's staff interviewed (including CORCAN's staff) were not aware of the Theme of "Managing Partners", nor the position paper that had been approved by EXCOM outlining an accountability structure which clearly stipulated the roles and responsibilities of the managers involved in the employment of offenders.

## **Conclusion**

It was evident to the evaluation team that the theme of “Managing Partners,” and the accountabilities outlined therein, was not clearly understood and this unfortunately, has limited the progress of this initiative.

### **Recommendation # 1**

In order to raise the profile of the Employment and Employability Program, it is recommended that clearly identified roles and responsibilities of all key stakeholders must be effectively communicated. In addition, each region should develop an operational strategy for the offenders' employment programs and CORCAN should establish and implement annual training targets for the inmates, who have been identified with specific employment needs.

***Finding # 3.1.2      The Offender Management System (OMS) is designated as the principle source of information necessary to carry out review, analysis and reporting of results to decision-making bodies, yet OMS data entry and recording does not provide an accurate record of results accomplished within the institutions.***

The Offender Management System is designed to manage the record keeping, the reporting and the decision making during the inmates' incarceration, including employment activities. The goal here is to establish an accurate and automated Employment Inventory for all institutions to identify the type and number of jobs available. The main challenge in accomplishing this is the proper identification of employment or program entries in OMS. In the past, the program identification number (Program ID) was relied upon to communicate the nature of the entry, employment or program. The Program ID failed to deliver the required level of information because it was system generated at each institution and it was based upon the order in which entries were recorded. This resulted in the same institution, recording the same employment in a different order. It reduced the reliability of the Program ID to communicate information effectively. With the present categorization of the employment records, more automated monitoring reports will become available to report specifics by type and number of jobs occupied or vacant, nationally, regionally and by institution.

## **Conclusion**

As each institution continues to clean up the data, there will definitely be improved performance information available for review analysis and reporting of results.

## **Recommendations # 2**

In order to ensure that the data being entered into OMS is accurate and provides a high quality of information, a business manager from OMS should be assigned, who is responsible and accountable for the data quality and information integrity.

**Objective 2: To determine the extent to which program services are provided in an optimal way.**

*Finding # 3.2.1 The Correctional Service Canada (CSC) has recognized that employment must be dealt with in a similar manner as other correctional programs, yet there is no consistent method of managing the employment skills of the offender.*

The implementation of Operation Bypass identified employment as one of the eight (8) domain areas to be addressed during the intake assessment process and to be included in the Correctional Plan. However, unless employment is identified as a contributing factor, it is not included in the Correctional Plan.

Of the 83 inmates interviewed, 61 were identified by intake assessment as having some or considerable need for employment. Of these 61 inmates, there was only one whose employment needs were specifically addressed in the Correctional Plan. For the remaining 60, there was no action plan to determine when or if these needs would be addressed.

### **Conclusion**

There is definitely a challenge ahead for CSC to bring employment in line with other correctional programs. The Evaluation Team is of the opinion that employment is not being considered on the same spectrum as other correctional programs.

*Finding # 3.2.2 While Career and Occupational Preference System (COPS), Career Ability Placement Surveys (CAPS) and Canadian Academic Achievement Test (CAAT) are being used at most intake assessment units and institutions to evaluate or assess the inmates skills, abilities and educational upgrading, the results and impact of these assessments are not included in the Correctional Plan, nor is there any consistency in applying the methods of addressing the inmate employment needs.*

The objectives of a vocational assessment are to identify areas of interest that reflect motivation, personality and ability. CAAT is the academic assessment tool used for determining the educational or academic level of the inmate. It was observed that 66% of the inmates interviewed had completed CAAT and 58% of the results were included in their Correctional Plan, with a recommendation on how to proceed.

## Evaluation of the Employment and Employability Program

One of the major criteria identified as preventing an inmate from taking the COPs and CAPs assessment, was the educational requirement. Of the 83 inmates interviewed, 58% had educational assessment results on file and 7% were still outstanding. Of this 58%, 48% possessed a grade 10 or above education and met the criterion for COPs and CAPs assessment, while 52% percent were below grade 10 and did not meet the criterion.

Of this 48%, who met the criteria for COPs and CAPs, 78% of the assessments were completed. However, only 56% of the results were available on the employment file, but in no case were they included in the Correctional Plan. Not all of the Parole Officers see the connection between employment and correctional programs.

### **Conclusion**

Training specifically designed for Intake Parole Officers and Institutional Parole Officers should be developed. This will encourage them in including COPs and CAPs results, with employment recommendations into the Correctional Plan.

### **Recommendations # 3**

In order to increase the efficiency and the effectiveness of the assessment process and the implementation of COPs and CAPs into the Correctional Program, a strategic plan for the Employment and Employability Program with training requirements should be developed.

***Finding # 3.2.3***      ***There is a definite lack of comprehension of the objective of Governing principle # 3 which states that "the goal is to attain a weekly schedule showing modules of half-days for each inmate that adds up to 37.5 hours consistent with the level of security of the institution, resource level, existing collective agreements of the staff and operational circumstances."***

***The 7.5 hours work day*** - is the target that all institutions are required to reach, taking into consideration the level of security of the institution, the resource level, the existing collective agreements of the staff and other operational circumstances. There was also the misinterpretation that 7.5 hours meant only employment. Governing principle # 1 clearly defines meaningfully occupied, *as a combination of education programs, treatment programs, vocational training employment and other necessary activities.*

All individuals interviewed; felt that to achieve a 7.5-hour day of meaningful activities for the inmates is not a realistic goal. It was observed that individuals, who were employed by CORCAN either on work releases or in institutional vocational shops averages closer to 7.5 hours. Other employment options average closer to a 6.5-hour day.



## Evaluation of the Employment and Employability Program

**Scheduling** - The Managing Partnership document governing principle # 2 outlines the Program Board responsibility for preparing inmate's weekly schedules in order to maximize an uninterrupted period of employment.

Most of the institutions visited have a Program Board in operation, which is accountable for the weekly schedules of the inmates and bringing the key players together in the decision making process.

The main problem identified is that OMS is not currently designed to record and display individual offenders' schedules. Rather, it is designed to record employment and program delivery schedules. Practically, all of the institutions visited expressed concern regarding the real objective of the schedules.

### **Conclusion**

The target is 7.5 hours of meaningful employment and every effort must be made to reach it, but the operational and resource constraints must still be taken into consideration. CSC also needs to clarify the scheduling misinterpretations in order to further the success of this project.

### **Recommendation # 4**

The goal and objective of the scheduling process and its connectivity to the Employment and Employability Program in the Managing Partners document should be explicitly defined; develop guidelines to ensure schedule information is accurate in OMS; and the schedules are used as they were intended.

**Objective 3: To determine the extent to which inmates develop necessary skills, attitudes and behaviours as a result of their participation in EEP and the level to which these skills are transferable when released into the community.**

***Finding # 3.3.1 Even though the work descriptions for inmates have been completed and made accessible to the inmates (i.e. placed in the library), they are not integrated into the Institutional Operations, nor are they utilised on a systematic basis to manage or develop employment skills for the inmates to learn.***

**Work Descriptions** - Meaningful work is defined for Institutional purposes as a combination of educational programs, treatment programs, vocational training, employment and other necessary activities, for a specific period of time to make a positive difference in an inmate's life.

This echo's the Auditor General's statement that, *to be successful, an employment program needs to deliver the right kind of training to the most needy offender and for a*

## Evaluation of the Employment and Employability Program

*long enough period to make a difference.* CSC has started to address this objective, but a clearly defined and documented process is needed, in order to provide the right kind of guidance.

The majority of work descriptions reviewed did not include the length of stay, skills and abilities to be learned or the performance evaluation criteria.

***Employability Skills*** - means possessing qualities needed to secure and to maintain employment and to progress in the workplace. Equally, it is important for them to be included in the work descriptions and be discussed at specific time intervals with the inmate to monitor progress. However, learning should be individualised, based on the inmates learning needs, objectives and skills. It should be culturally sensitive and effective.

All of the institutions offering employment skills courses have used varied options to sustain it thus far, but have expressed concern regarding the continuance of it.

### **Conclusion**

A clearly defined and documented process is needed, in order to provide the right kind of guidance. This must be agreed by and shared with all involved parties to provide consensus on observation, reporting and recording of the inmate's achievements and areas that require improvement. In addition, sustaining the employability skills courses within the institutions is a definite requirement.

***Finding # 3.3.2 The performance evaluation process does not provide sufficient detail to adequately reflect the inmates' actual performance skills learned.***

The ***Performance Evaluation Process*** should answer:

Why a performance evaluation?

When are performance evaluations supposed to happen? and

How? This question involves three steps: *Planning* - the inmate and the work supervisor should review the inmate's responsibilities as outlined in the work descriptions; *Informal progress meeting* - there should be periodic meetings throughout the evaluation period to provide a reality check for both the inmates and the work supervisors; and *Completing the performance evaluation* - discussing with the inmate areas of success, areas that need improvement or more attention and writing of the report for the inmate file.

The Evaluation Team observed that all institutions visited had successfully completed the majority of performance appraisal forms. However, most of staff stated that it does not meet the needs of the decision-makers nor does it adequately reflect the inmates' progress.

**Recommendations # 5**

That all work descriptions should include length of stay, the overall learning objectives, skills to be learned, performance evaluation criteria and instruction on how these skills are transferred into the community; all institutions where required offer an in the classroom, employability skills program, followed by on-the-job training within CORCAN shops or the Institutional Operations; investigate the availability of culturally sensitive employment options in the community and as far as possible, offer them to the inmate; and provide continuous training to work supervisors and new employees who are not consistently using OMS.

## **2.0 Introduction**

As outlined in the "Managing Partners" document (see Appendix "A") approved by the Executive Committee (EXCOM) in April 2000, the Chief Executive Officer (CEO) is accountable for the Employment and Employability Program Results. Performance Assurance was requested to develop an evaluation framework to assess the program results by the CEO of CORCAN. This framework was completed in August 2002 and initially had a requirement for one evaluation. Based on the results, this has been revised and will now be conducted in two phases. Phase I examined the extent to which the objectives are realistic, attainable and relevant. It also examined whether the program services are provided in an optimal way and the extent to which inmates have developed necessary skills, attitudes and behaviours and whether the skills are transferable upon their release into the community. Phase I will detail lessons learned and best practices. Phase 2 will include a medium to long-term examination of the program to assess the results and impact of the program on the offender, as well as on the overall institution. It will also examine the extent to which the recommendations outlined in this report have been implemented.

## **2.1 Background**

Industry, within the context of correctional systems, dates as far back as prisons themselves. In Canada, the completion of Kingston Penitentiary in 1853 was largely the result of inmate labour. Such was the case for several other facilities that would be built in the years that followed. While inmate labour was generally considered to be part of the punishment for criminal behaviour, there were those who believed that daily and meaningful work could also contribute to the successful rehabilitation of offenders.

Eventually, inmates became involved in a variety of activities such as farming, carpentry, machine shops, auto repair, masonry, printing, and textiles. As these activities grew in scale, private business worried that their viability was being compromised by prison industries. As a result, correctional systems were required to limit trade to a more restricted client base. To some extent, this coincided with the appearance of offender treatment programs such that the notion of inmate labour shifted towards "vocational training." In short, there was a gradual movement from a punishment model to a rehabilitation model.

The CORCAN trademark was launched in 1977 with an increased focus on employability, as opposed to specific occupational or vocational skill development. The organization became a Special Operating Agency (SOA) in 1992, which permitted joint ventures with the private sector, an increased ability to respond to market demands and the further development of offender skills to meet private-sector needs. As it currently stands, CORCAN markets itself mainly to federal departments such as the Correctional Service of Canada, National Defence, and Public Works and Government Services Canada. However, the department continues to explore new markets and engage in an

increasing number of private-sector partnerships. Sales totalled \$56.9 million in the 2000/01 fiscal year.

CORCAN's authority is derived from the *Corrections and Conditional Release Act*. Its charter also requires the appointment of a 12 member Advisory Board. The Board provides guidance to the organization and is represented by the business, non-profit, labour, government and public sectors. Members are appointed by the Solicitor General. The Board reviews all operating plans, budgets, marketing and sales plans, and major strategic initiatives.

Given CORCAN's background and experience in employment, the Commissioner, in 1999, assigned CORCAN the responsibility for all work-related employment within CSC. Although CORCAN is accountable for program results there was a theme of "Managing Partners" which outlined accountabilities for a collaborate effort between CORCAN's CEO, it's Regional Directors and Operations Managers; and CSC's Regional Deputy Commissioners, Wardens, Assistant Wardens of Correctional Programs and Assistant Wardens of Management Services.

## **2.2 Current mandate**

The Correctional Service of Canada aims to reintegrate offenders into society, including the labour force. This is accomplished in part by providing employment and training opportunities within a context that resembles a structured work setting and real-world business operations. Emphasis is placed on developing generic skills, positive attitudes and teamwork.

The following statement guides the agency: *"CORCAN's mission is to aid in the safe reintegration of offenders into Canadian society by providing employment and training opportunities to offenders incarcerated in federal penitentiaries and, for brief periods of time, after they are released into the community"*.

It should be emphasized that CORCAN has a dual mandate, both correctional and commercial - and that the two are intertwined. Together, they reinforce one implicit, over-riding goal, which is rehabilitation. Because of its dual mandate, both correctional and commercial principles apply to CORCAN.

CORCAN operates along five business lines: Manufacturing, Agribusiness, Construction, Services, and Textiles, with operations in 36 of 51 federal correctional institutions and some twenty community centres. CORCAN trains approximately 2,100 offenders with an expected 1,852 full-time equivalents (FTE's). In addition CORCAN helps place over 500 ex-offenders in private sector jobs. Products from the five business lines include furniture, both office and institutional, agrifood, buildings, institutional clothing, and office products.

### **2.3 Objectives**

The evaluation covered the following objectives:

**Objective 1: To assess the extent that CSC's Employment and Employability Program objectives are Realistic, Attainable and Relevant.**

**Objective 2: To determine the extent to which program services are provided in an optimal way.**

**Objective 3: To determine the extent to which inmates develop necessary skills, attitudes and behaviours as a result of their participation in EEP and the level to which these skills are transferable when released into the community.**

The objectives and key results for this evaluation are identified and are an integral part of the Employment and Employability Program. (See Appendix "D") The CEO of CORCAN agreed to the framework. In January 2003 upon request of the Commissioner, the Regional Deputy Commissioners were also asked to sign-off the Evaluation Framework.

### **2.4 Methodology**

The evaluation was national in scope and was Phase I of a two-phase evaluation. It is based on an Evaluation Framework completed in fiscal year 2001/2002. The team visited various institutions in each region (see Appendix "F"). Phase I examined the extent to which the objectives are realistic, attainable and relevant. It also examined whether the program services are provided in an optimal way and the extent to which inmates have developed necessary skills, attitudes and behaviours and whether the skills are transferable upon release into the community. Phase I will detail lessons learned and best practices. The second phase will include a medium to long-term examination of the program to assess the results and impact of the program on the offender, as well as on the overall institution. It will also examine the extent to which the recommendations outlined in this report have been implemented.

There were three basic approaches used, these are interviews with key informants: CSC national, regional and institutional staff and inmates; and a review and analysis of CSC databanks and project documentation.

Interviews were conducted with National Program Managers as well as Champions in each region. Interviews were also conducted with the Assistant Deputy Wardens, Regional Administrators of Correctional Programs, Assistant Wardens Correctional Programs (AWCP), CORCAN Operations Managers, Parole Officers, Work Supervisors, Program Board Members, and inmate pay clerks. In addition, interviews were conducted

## **Evaluation of the Employment and Employability Program**

with inmates to assess their perceptions as to whether the skills learned in the institution were transferable to the community.

A databank and file analysis was performed to examine the following:

1. The number of work/performance assessments;
2. The number of casework records which document participant performance in the EEP;
3. The number of offenders who are linked to specific programs or employers in the community prior to their release;
4. Number of disciplinary charges among EEP participants of equal risk and need; and
5. PeopleSoft data on training for staff working with offender employment.

In addition, the following analysis was performed on files:

- a) an examination of Case Management files (paper or automated) including correctional plans, correctional plan progress report (CPPR), to ascertain the continuity of correctional planning for participants in employment; and
- b) an examination of the offender performance evaluations (paper or automated) to ascertain the continuity of evaluations on skill development and behaviours and attitudes.

## **2.5 Results**

A general overview of the results is contained in the Executive Summary. The findings and observations of the evaluation relate to five major themes within the context of the objectives and key results outlined in Appendix "D".

## **2.6 Acknowledgements**

The evaluation team would like to express their appreciation to all staff consulted that was directly or indirectly involved in the EEP, as well as to staff who assisted during field visits. Their experience and dedication to the project was most valuable.

Jean Guy Bourque  
Gilles Lacasse

Regional Administrator Correctional Programs  
Assistant Warden Correctional Programs



**2.7 Evaluation Team Members**

The Evaluation team members were:

Doretha Carrington                      Review/Evaluation Manager, NHQ-CSC  
Author of the Report

Irene Klassen                              Review/Evaluation Manager, NHQ-CSC

*This evaluation was completed in 2002/03 under the previous DG and ACPA. The report was finalized recently.*

*...Original signed by.....*  
Thérèse Gascon  
Director General  
Evaluation and Review Branch  
Performance Assurance

*...November 19<sup>th</sup>, 2004....*  
Date

*...Original signed by.....*  
Cheryl Fraser  
Assistant Commissioner  
Performance Assurance

*...November 20<sup>th</sup>, 2004....*  
Date

### **3.0 Findings**

**Objective 1: To assess the extent that CSC's Employment and Employability Program objectives are Realistic, Attainable and Relevant.**

***3.1.1 The Executive Committee (EXCOM) appointed CORCAN the responsibility for the Offenders' Employment Program Results under the theme "Managing Partners" (Appendix A), yet this was not clearly understood nor communicated to the Program implementation team.***

Employment of offenders has always been an integral part of Correctional Service Canada (CSC) and is central to its Mission. It is linked to core value 2 and strategic objective 2.4. Core value 2, acknowledges that offender employment plays a critical role in developing skills and abilities, which serve them on release. It contributes to the good order and management of institution, and reflects our society's belief in the value of work. We believe that offenders should be productively occupied<sup>1</sup> and research indicates that the risk of re-offending is much greater among offenders with unstable employment patterns than those with a more stable employment history.

Strategic objective 2.4, further emphasizes how central meaningful employment is to the Mission of the CSC. It states, "to ensure that offenders are productively occupied and have access to a variety of work and educational opportunities to meet their needs for growth and personal development". Therefore, employment is viewed as a necessary requirement of incarceration and reintegration. In response to the Report of the Auditor General - April 1999, CSC stated:

*The Correctional Service recognizes that employment assignments must be treated in the same manner as other correctional programs. With effective planning and scheduling of all interventions during the initial assessment process, employment assignments should complement other correctional interventions. CSC is confident that the work currently under way will effectively address the management of employment programs within the Service<sup>2</sup>.*

This further reiterates CSC confidence in accomplishing this objective and supporting the commitment made in the Mission Statement.

On October 25, 1999 National Headquarters Management Committee (NHQMC), decided that CORCAN's CEO would assume the responsibilities for all work related employment programs for inmates. April 1, 2000 was the designated implementation date. A position paper (Appendix B) was drafted collaboratively by National Headquarters (NHQ) Correctional Programs and the Employment Co-ordinator of CORCAN, to consolidate the inmates' employment program. This paper was approved at

---

<sup>1</sup> CSC mission and core value statement

<sup>2</sup> The Auditor General's Report - April 1999

## Evaluation of the Employment and Employability Program

EXCOM in April 2000. There was much deliberation that complemented this decision. The highlights are identified in the following table.

<i>Calendar of Events leading to decisions</i>		
<b>Dates</b>	<b>Events</b>	<b>Decisions</b>
1996	Auditor General Report	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Identified the need for a strategy to address offenders' employability</li> <li><input checked="" type="checkbox"/> Highlighted CORCAN's deficiency in not meeting its training and correctional goals</li> </ul>
Feb 1998	EXCOM	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Formation of a working group to determine if CORCAN can be the umbrella for all of the Offender's work assignments</li> <li><input checked="" type="checkbox"/> Regional Deputy Commissioners' role in this was addressed</li> </ul>
Jun 1998	EXCOM	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Recognition of employment as a correctional strategy within CSC was discussed. Three options were presented, but not approved</li> <li><input checked="" type="checkbox"/> Agreed to establish a working committee to identify:               <ol style="list-style-type: none"> <li>1. CORCAN's role;</li> <li>2. The appropriate structure for employment assignments, which will provide all offenders with meaningful activities to facilitate their reintegration;</li> <li>3. A management framework and a status report to EXCOM in September 1998.</li> </ol> </li> </ul>
Sept 1998	EXCOM	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> The working committee presented the following 5 principles:               <ol style="list-style-type: none"> <li>1. Work in a correctional intervention;</li> <li>2. Work assignments must be meaningful;</li> <li>3. Management of offenders' time;</li> <li>4. Management and delivery of work; and</li> <li>5. Strengthening of community employment</li> </ol> </li> <li><input checked="" type="checkbox"/> The creation of two short-term Tasks Groups was approved. These reported to the Working Committee in December 1998, who will then report to EXCOM in February 1999</li> </ul>
Feb 1999	EXCOM	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> The working committee presented 10 recommendations and proposed implementation plan. The approval was delayed pending a detailed implementation plan and a funding strategy based on a fuller cost estimate (to be presented at June's EXCOM meeting).</li> <li><input checked="" type="checkbox"/> Approval to start basic development work was granted</li> <li><input checked="" type="checkbox"/> It was decided that the DG of Offender Programs and CORCAN's CEO are responsible for initiating the various recommendations</li> </ul>
April 1999	Auditor General Report	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Recognized the progress CSC made and referenced the two task force key recommendations</li> <li><input checked="" type="checkbox"/> Recommended that CSC clarify the role that employment program will have in offenders' reintegration</li> </ul>
Oct 1999	EXCOM	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> The Commissioner requested a timeframe from CORCAN to take full responsibility for all work programs</li> <li><input checked="" type="checkbox"/> It was reiterated that the request was made two years ago and it was not a decision to study, but to be implemented</li> <li><input checked="" type="checkbox"/> The Commissioner felt that there was a lack of responsiveness by CSC to implement decisions once there were made</li> </ul>
Oct 25, 1999	NHQMC	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> CORCAN's CEO was approved as responsible for all employment programs for inmates</li> </ul>
Feb 2000	EXCOM	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Anticipated beginning of the implementation of EEP</li> <li><input checked="" type="checkbox"/> The Steering Committee was developing a Position Paper to contain expected outcomes and a set of governing principles</li> </ul>
Apr 2000	EXCOM	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Position Paper outlining the Theme of Managing Partners was approved</li> </ul>

## Evaluation of the Employment and Employability Program

As identified in the preceding calendar of event and a review of EXCOM meeting agenda and minutes show that there have been limited discussions on EEP since April 2000. In order for this initiative to be successful, all leading parties must continuously address it and there must be clear accountabilities for actions taken or not taken. EEP must be constantly addressed at all levels within CSC.

Most staff interviewed were not aware of the Theme of "Managing Partners", nor were they aware that a position paper had been approved by EXCOM outlining an accountability structure which clearly stipulated the roles and responsibilities of the managers involved in the employment of offenders. Staff indicated that as far as they were concerned CORCAN was now accountable for the offenders' employment. This was evident in the decision statement of the Managing Partners document, which states that,

*...the CEO of CORCAN will assume responsibilities for all work related employment programs for the inmates.*

This statement contains a degree of ambiguity, which has led to ownership issues. For example, the operational aspects of these employment programs were being viewed as to be included in CORCAN's responsibility. As a result, CSC stepped back and did very little, while CORCAN having no Case Management background or support could not do much. What could have been synergy between two complementing teams working towards the same goal, resulted in the vegetating of an initiative and a further disconnect between CORCAN, Correctional Programs and Management Services. Staff further stated that the role of the Champion was not clearly defined or communicated. This was confirmed during the interviews with the Champions. If it was not clear to the Champions, how could they communicate it to others? It was evident to the evaluation team that the theme of "Managing Partners," and the accountabilities outlined therein, was not clearly understood and this unfortunately, has limited the progress of this initiative.

Great concern was expressed regarding the CORCAN's conflicting mandates. As a self-supporting entity, it is required to meet production deadlines and quality standards, yet they are still expected to train inmates to meet the changing expectations of the labour force in the institution and the community. CORCAN is in the best position to provide employment and training opportunities to the inmate, but they must have a strategy that allows them to meet their mandates. There needs to be a clear governance structure, role clarity, accountabilities and a strategy to address deficiencies.

### **Recommendation # 1**

In order to raise the profile of the Employment and Employability Program, it is recommended that the NHQ Correctional program section in consultation with the Director of Employment and Employability Program:

## Evaluation of the Employment and Employability Program

- a) clearly identify and communicate the roles and responsibilities of all key stakeholders, including the identification of who is responsible for making the final decisions;

In compliance with the Auditor General's recommendation, each region should develop:

- b) an operational strategy for the offenders' employment programs, which would include the requirement of all key stakeholders' representation in the decision process;

In order for CORCAN to accomplish its conflicting mandates, it is recommended that CORCAN:

- c) established annual training targets for the inmates, who have been identified with specific employment needs and implement them into their training strategy.

***3.1.2 The Offender Management System (OMS) is designated as the principle source of information necessary to carry out review, analysis and reporting of results to decision-making bodies, yet OMS data entry and recording does not provide an accurate record of results accomplished within the institutions.***

The Offender Management System is designed to manage the record keeping, the reporting and the decision making during the inmates' incarceration. It maintains every decision and action taken that affects or will have an impact on the inmates' incarceration. Governing Principle # 10 further identifies this system as the principle source of information, which will be necessary for the decision-maker, for review, for analysis and for reporting of results for the Employment and Employability Program. However, in the management decision making process no one was assigned the accountability to maintain either the accuracy of the data input or the integrity of the information produced. With such a dependency on this information, it is imperative that each institution has someone accountable for the data accuracy and information integrity. Within the Ontario region, the OMS Project Officer has volunteered to monitor the data input, the information integrity and to provide information system recommendations to all users ensuring that this objective is met.

The goal is to establish an accurate and automated Employment Inventory for all institutions to identify the type and number of jobs available. The main challenge in accomplishing this is the proper identification of employment or program entries in OMS. In the past, the program identification number (Program ID) was relied upon to communicate the nature of the entry, employment or program. The Program ID failed to deliver the required level of information because it was system generated at each institution and it was based upon the order in which entries were recorded. This resulted in the same institution, recording the same employment in a different order. It reduced the reliability of the Program ID to communicate information effectively. There are some National programs that were installed with a common Program ID from NHQ, however

## Evaluation of the Employment and Employability Program

even in these cases, some institutions failed to use these records and created their own with a different Program ID.

The implementation of OMS 6.3 introduced categories and subcategories to improve identification of employment and program entries. Currently, the inaccurate use of the Program ID has been neutralized by reliance on the categories and subcategories of the program or employment record. Where a record is recorded improperly, it can now be modified and updated to the appropriate categories and subcategories. However, this process is restricted to the institution, where the entry is being recorded.

When a user enters the Maintain Program screen, their facility is displayed and they are prompted to select a Category, Employment, Programs or Non-Employment-NonPrograms. These selections, each lead to specific options that walk the user through the selection processes. Since OMS 6.3 these are mandatory fields that cannot be skipped over when recording employment or program entries at an institution. National programs cannot be created in OMS by the institution and continue to be installed by NHQ. The work that needs to be done in some cases is the appropriate categorization of historical employment records that existed prior to OMS 6.3. These records can only be updated by the institution where the information on the nature of the entry and the OMS account privileges permit access. This process is currently underway.

At the time of the review, the Atlantic Region had already completed their re-categorization of the historical employment records that existed prior to OMS 6.3. This resulted in reducing CORCAN's FTEs by 30, which directly related to incorrect categorization of work assignments. These assignments were categorized as CORCAN's work assignments instead of CSC's. This was an area of much concern, since it could have funding implications for the Atlantic Region. This should not be used as the basis for other regions to refrain from cleaning up the inaccurate information.

The guidelines for recording correctional programs are found in the IFMMS (Integrated Financial Material Management System) coding manual. Each OMS subcategory number is aligned with a dedicated IFMMS cost center number. The descriptions found in the cost coding manual explain the type of program entry that should be identified by this subcategory, however, this has not, as yet, been established for employment activities. Hence, creating a reference guide for each category of jobs would assist the user in identifying where each job should be categorized or subcategorized.

With the presence of inaccurate information, no analysis was done on the number of offenders employed in the various categories and subcategories. Subsequent to the Evaluation Team's visit, every effort is being made to complete the categorization of all employment records to improve automated reporting. The RADAR system has established an Employment Management Information System (EMIS) and provided monitoring tools that directly relate to employment issues. A pay level review report is an excellent example. With categorization of the employment records, more automated monitoring reports will become available to report specifics such as total number of cleaning jobs, number occupied and number vacant, nationally, regionally and by

## Evaluation of the Employment and Employability Program

institution. As each institution continues to clean up the data, there will definitely be improved performance information.

### Recommendations # 2

In order to ensure that the data being entered into OMS is accurate and provides a high quality of information; it is recommended that:

- d) a business manager be assigned from Correctional Operations and Programs, specifically the Offender Management System Renewal Branch to be responsible and accountable for the data quality and information integrity; and
- e) the Assistant Warden of Correctional Programs ensure that the clean up of OMS be completed within the timeframe allotted.

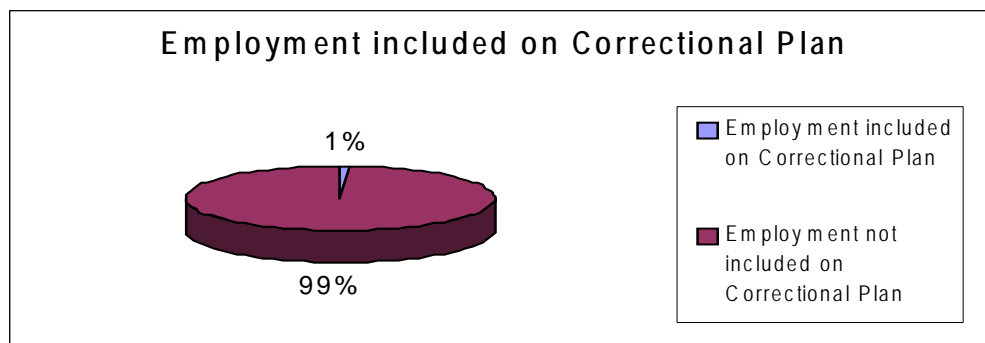
**Objective 2: To determine the extent to which program services are provided in an optimal way.**

**3.2.1** *The Correctional Service Canada (CSC) has recognized that employment must be dealt with in a similar manner as other correctional programs, yet there is no consistent method of managing the employment skills of the offender.*

One of the objectives of CSC is to provide a balance between education, programming and employment to meet the needs of the inmate while incarcerated and the opportunity to learn skills and abilities that are transferable to the community.

The implementation of Operation Bypass identified employment as one of the eight (8) domain areas to be addressed during the intake assessment process and to be included in the Correctional Plan. However, unless employment is identified as a contributing factor, it is not included in the Correctional Plan.

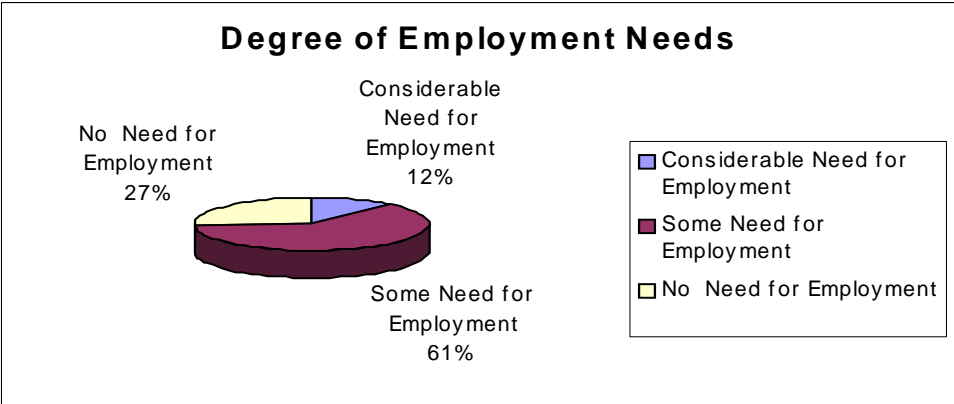
### GRAPH # 1



**Evaluation of the Employment and Employability Program**

Of the 83 inmates interviewed, 61 were identified by intake assessment as having some or considerable need for employment. Of these 61 inmates, there was only one whose employment needs was specifically addressed in the Correctional Plan (*see graph # 1*). For the remaining 60, there was no action plan to determine when or if these needs would be addressed. If this sample is reflective of the total inmate population, this implies, that of the inmates who have been identified as having a need for employment, only 1% is being addressed in the correctional plan, compared to 99% who have no action plan for addressing their employment needs.

**GRAPH # 2**



An analysis of the inmates interviewed showed, 27% was identified as having no need for employment, 12% was identified as having considerable need and 61% was identified as having some need for employment. (*See Graph # 2*) This represents 73% of the inmates interviewed, who have been identified as having a need in the area of employment. If this is representative of the total inmate population, there is definitely a challenge ahead for CSC to bring employment in line with other correctional programs. The Evaluation Team is of the opinion that employment is not being considered on the same spectrum as other correctional programs.

Research has shown that employment contributes to a safer institutional environment and is believed to have a positive long-term impact on reducing recidivism. It has proven that inmates who are actively participating in a work assignment are 24 percent more likely to obtain and maintain employment after release into the community. There, they are more likely to earn additional income to support themselves while reducing the demand for social assistance and increasing public safety. Inmates occupying positions within the institution have lower incidents while incarcerated and survive longer on conditional release<sup>3</sup>.

Employment within the institutions provides the inmates with the opportunity to work in a businesslike setting where work ethics, values and productivity is ultimate. It provides the opportunity for the inmates to work under different challenges, using their varying

<sup>3</sup> Forum on Corrections Research, Volume 8 # 1 - Jan 1996



## **Evaluation of the Employment and Employability Program**

skill levels. Given the educationally and physically challenged needs of some inmates, they can only be assigned to routine task with minimal changes. For example, ground maintenance and cleaners, while others with more adeptness can be assigned to CORCAN shops, where production deadlines, quality products or services and cost constraints are their primary concern. It was observed that Dorchester Institution has a "Basic Skills shop" which, responds specifically to the needs of challenged inmates. At the time of the review, there were 13 inmates employed in this shop and 10 tutors assigned to assist them in the shop and on the range. This is an example of responding to the inmates' employment needs.

Being employed in the institution provides valuable experience and skills that are transferable to the community. These skills assist the inmates in becoming productive citizens and in reducing their risk of returning to the institution. Institutional employment provides the opportunity to apply or use the skills and knowledge learned in other correctional programs in a controlled work environment. For example, skills learned in an anger management program can be assessed on an ongoing basis for continuous development. This provides the opportunity for the inmate to use the skills learned in a correctional program in a job or team environment, which is similar to a typical work environment in the community.

Educating the inmates in effective job searching techniques, pace of work, quality and hours of work, counselling before and after an interview, the ability to learn the importance of getting up on time and being on time for work every day, are necessary elements in the employability program. It assists the inmate in transferring one set of skills learned from one job to meet the requirements of another.

The EEP has its challenges. Meeting these challenges, requires constantly adapting and changing the program to meet the changing demographic needs, the fluctuating population, the inmates' length of sentence, the progressive criminal justice system and technological advancements. These challenges have had their impact on the employment program, within the institutions and assisted in the elimination of some elements of the vocational programming. Most of the staff at the institutions visited, have expressed concerns with these challenges, but have implemented alternative options. For example, hours worked in the auto-mechanic shop are accumulated toward the auto-mechanic apprenticeship certification, which cannot be offered in its entirety due to the high cost of equipment and the technological advancement of the machinery. WHIMIS and forklift training is also offered in order to assist the inmates in securing employment on their reintegration into the community. Further, there is concern that CORCAN might be taking over education due to the fact that education and employment are components of each other and CORCAN has been identified as the partner responsible for employment. This has since been clarified that CORCAN is not taking over education.

Further, there is no clear policy to enforce the inclusion of employment in the Correctional Plan, or to guide the Parole Officers in decision making. This policy change was identified two (2) years ago and at the time of the review, was still outstanding. At the time of writing of this report, there was a case management, bulletin being prepared

and has subsequently been released. This is seen as a positive step towards the success of this project. The Parole Officers, the intake assessment officers and the case management teams (including work supervisors) need to work more closely to co-ordinate when, and what employment options are advisable for the inmates. It would allow the inmate to find meaningful and appropriate employment, based on skills, interest and aptitude, while learning more transferable skills.

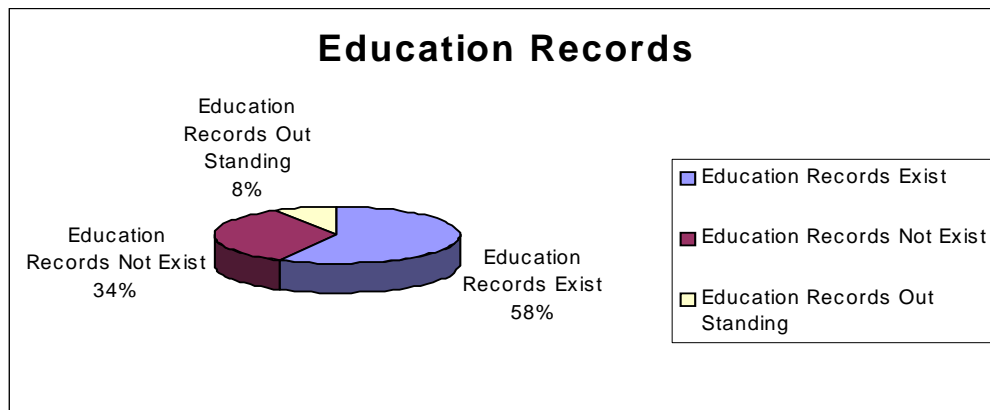
There are definite concerns with respect to the work supervisors hiring inmates who already possessed employment skills, so as to meet the operational and production demands of the institution. Addressing the development of skills for individuals who have been identified as having some or considerable need for employment and who most likely need the necessary skills being taught, is a definite requirement.

***3.2.2 While Career and Occupational Preference System (COPS), Career Ability Placement Surveys (CAPS) and Canadian Academic Achievement Test (CAAT) are being used at most intake assessment units and institutions to evaluate or assess the inmates skills, abilities and educational upgrading, the results and impact of these assessments are not included in the Correctional Plan, nor is there any consistency in applying the methods of addressing the inmate employment needs.***

CSC recognizes that in order to properly assist inmates in learning employment skills; their areas of interest, aptitudes and values must be assessed. The career path for each inmate must be examined. The objectives of a vocational assessment are to identify areas of interest that reflect motivation, personality and ability. It identifies past and future academic potential, aptitude factors and areas that require training or upgrading. It matches the availability of the labour, with the abilities, aptitudes and interest related to the occupational options of a potential career path. It assesses the inmate's value system with respect to leadership, need for recognition and creativity.

*Canadian Academic Achievement Test (CAAT)* is the academic assessment tool used for determining the educational or academic level of the inmate. It assists in highlighting general characteristics about natural behaviour and strategies for creating positive relationships with others. It provides a better understanding of the type of training that is most appropriate. It was observed that 66% of the inmates interviewed had completed CAAT and 58% of the results were included in their Correctional Plan, with a recommendation on how to proceed. (See graph # 3)

**GRAPH # 3**



*Career and Occupational Preference System (COPS) or 'Les tests d'inventaire d'intérêts'* used in Québec is CSC's approved assessment tool for determining an inmates' interest in a particular career. It is designed to assist inmates in planning their career path. By examining the inmates' interest in activities performed in several different occupations, it provides further information on their work interest. *Vocational Preference Inventory (VPI)* is the personality test section of COPS that employs personality characteristics in the job selection process.

*Career Ability Placement Surveys (CAPS)* is CSC's approved assessment tool, for determining an inmates' aptitude or abilities to function in a particular assignment. It is used to provide information about skills and abilities that would assist in choosing a career. It helps in understanding the inmates' potential, strengths and weaknesses, while identifying careers in similar areas. It compares present abilities, to job related functions and requirements. The assessor uses CAPS to determine school courses required, training programs and outside activities that can be developed.

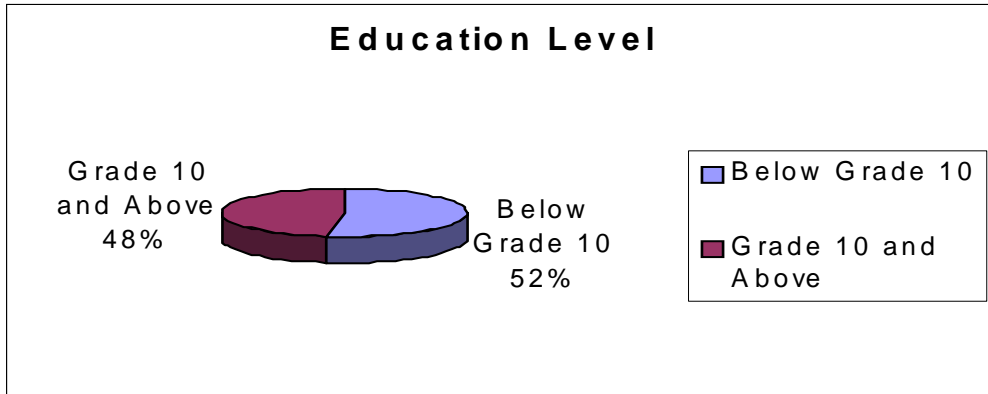
*Career Orientation Placement and Evaluation Survey (COPES)* is being used only in the Pacific Region and Nova Institution. This survey examines the values inmates' considers to be important, that can be applied to their work environment and the activities performed.

In the Atlantic Region, there is the '*Le Reseau Psychotech*', a French vocational assessment for their Francophone population, even though it was not implemented. CSC needs to make this available for the other regions to meet the needs of their Francophone inmates.

While these assessment tools are highly recommended, the screening criteria as listed in Appendix C, is not appropriate for a large percentage of the inmate population, since most of the inmates have less than a grade 10 education. One of the major criterions identified as preventing an inmate from taking the COPs and CAPs assessment, was the educational requirement. (See graph # 4)

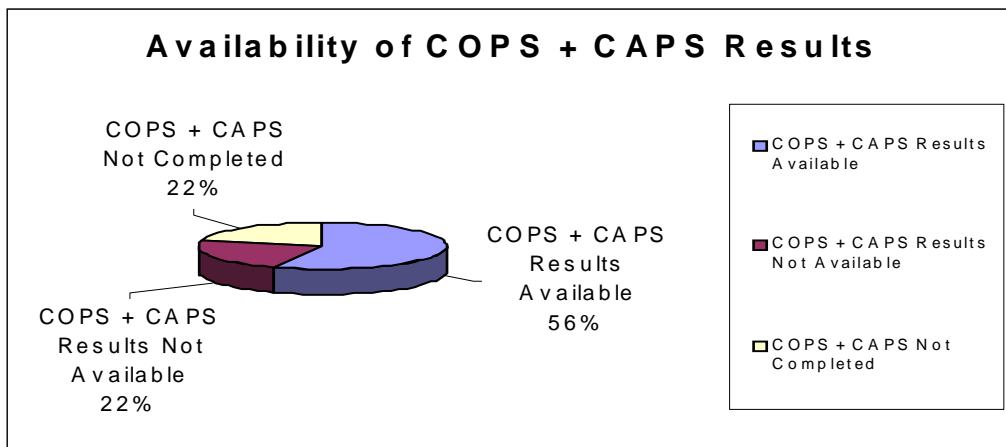
**Evaluation of the Employment and Employability Program**

**GRAPH # 4**



Of the 83 inmates interviewed, 58% had educational assessment results on file and 7% were still outstanding. Of this 58%, 48% possessed a grade 10 or above education and met the criterion for COPs and CAPs assessment, while 52% percent were below grade 10 and did not meet the criterion. CSC needs to find an alternative solution for inmates not having or who may never have this criteria for assessment. It was observed that Saskatchewan Penitentiary, has an in the classroom "Skills For Employment Program". This is designed for special need individuals who may never be able to attain the educational requirement for COPs and CAPs. This is a step towards the success of the Employment and Employability Program, but there is still much to be accomplished.

**GRAPH # 5**



Of this 48%, who met the criteria for COPs and CAPs, 78% of the assessments were completed. (See graph # 5) However, only 56% of the results were available on the employment file, but in no case were they included in the Correctional Plan. Training Intake Parole Officer to include this information into the Correctional Plan is imperative.

## **Evaluation of the Employment and Employability Program**

Not all of the Parole Officers see the connection between employment and correctional programs. This connection needs to be highlighted and encouraged. Thereafter, training specifically designed for Intake Parole Officers can be developed. This will encourage them in including COPS and CAPs results, with employment recommendations into the Correctional Plan. Of the institutions visited, Pittsburgh was the only one where, the identified inmates' skills are being matched to specific employment needs. This is considered a great start, however, there are no statistics being kept and since these assessments are not reflected in the Correctional Plan, to accomplish it, requires an extra amount of work.

The COPS and CAPs written assessment reports highlight, whether the inmate has employment needs or if some assistance will be provided in securing employment. It identifies the educational upgrading required and whether or not the inmate is a low functioning person. It recommends what type of position is appropriate and the skills that will be developed. It further outlines the objectives to be met at the completion of the recommended employment option.

These assessment results are shared with the inmates on a one on one basis and they are encouraged to seek employment in the recommended areas. The detailed reports are placed on the inmates' employment files. However, in all regions visited, these results are not being incorporated in the Correctional Plan, nor integrated in the employment profile. If the offender does not meet the listed criterion and the required educational level, there is no consistency in the monitoring process to assess the inmate, when the criterion has been achieved. It was also noted that the majority of assessments were being done for new or first time inmates, but there was no process to assess inmates who were incarcerated prior to the implementation of the vocational evaluation. There should be a process in place to monitor the educational requirement completion deadline, after which the vocational assessment should be completed. The need to develop an action plan for the testing of the general population is a definite consideration. This has already been started in the Atlantic and Pacific Regions; however, the funding pressures are becoming an increasing challenge.

All institutions visited expressed concern over the funding pressures. There was no additional funding provided for the EEP. All institutions were asked to reallocate resources. Many found it very challenging to be consistent in their assessment or to start. For example, while the Atlantic Region started then stopped, which resulted in a negative impact on the success of the project, Millhaven resource through the re-allocation of a teacher from the classroom, resulting in sharing of responsibilities. The Janitorial certification at Nova institution was cancelled as a result of funding pressures and change over in contracting staff. However, for those institutions that were able to fund Forklift certification and WHIMIS training, the inmates have expressed pride in their accomplishments and the expectation of finding meaningful work on their return to the community.

### **Recommendations # 3**

In order to increase the efficiency and the effectiveness of the assessment process and the implementation of COPs and CAPs into the Correctional Program, it is recommended that the sector for Correctional Operations and Programs, in collaboration with CORCAN Operations Manager:

- f) develop a strategic plan for the Employment and Employability Program with training requirements, to introduce COPs and CAPs in every institution and a process for follow-up after the assessment criterion has been met; and
- g) develop and facilitate a training program for Intake Parole Officers on how to include COPs and CAPs into the Correctional Program.

The Evaluation Team is of the opinion that in order to provide clear direction and guidance, each stakeholder's responsibilities need to be clearly outlined and communicated. It was a recommendation of the Evaluation Team, that the Correctional Operations and Programs, specifically Institutional Reintegration Operations Branch:

- h) provide guidance to Parole Officers on how to include employment requirements into the Correctional Plan. However, during the writing of this report, a case management bulletin was approved and published. The Evaluation Team acknowledges the urgency that CSC has dedicated to the success of this segment.

**3.2.3 *There is a definite lack of comprehension of the objective of Governing principle # 3 which states that "the goal is to attain a weekly schedule showing modules of half-days for each inmate that adds up to 37.5 hours consistent with the level of security of the institution, resource level, existing collective agreements of the staff and operational circumstances."***

***The 7.5 hours work day*** - is the target that all institutions are required to reach, taking into consideration the operational requirements of the institution as outlined in governing principle # 3<sup>4</sup>. These constraints as identified are the level of security of the institution, the resource level, the existing collective agreements of the staff and other operational circumstances. There was also the misinterpretation that 7.5 hours meant only employment. Governing principle # 1 clearly defines meaningfully occupied, *as a combination of education programs, treatment programs, vocational training employment and other necessary activities.*<sup>5</sup>

---

<sup>4</sup> Managing Partners Document, governing principle # 3, page 25

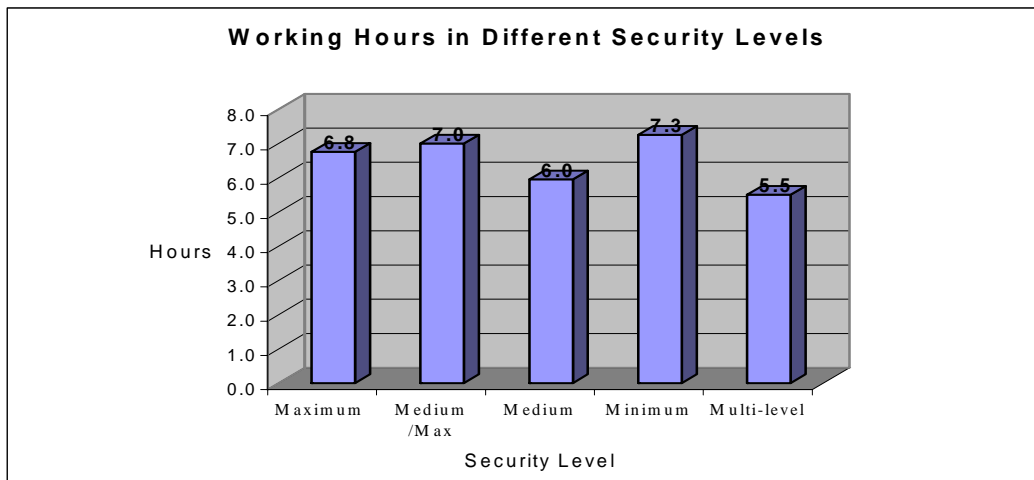
<sup>5</sup> *ibid.*, governing principle # 1, page 25

## Evaluation of the Employment and Employability Program

All individuals interviewed; felt that to achieve a 7.5-hour day of meaningful activities for the inmates is not a realistic goal. Most felt that a 6.5-hour day was more acceptable. Several reasons were presented to explain why this was not plausible. For example, at Millhaven institution, there are two populations that cannot come into contact with each other. Inmate movement there can take up to two hours per inmate mealtime and inmate counts can take up to one hour per count. In addition, the collective agreement for Correctional Officers requires them to have one hour for lunch away from the institution, and they work an average of 8.0 hours per work day. This accounts for approximately four hours of institutional operation daytime hours. Taking these constraints into consideration, Millhaven average number of hours identified is 6.5, which is consistent with other maximum institutions visited. The average hours worked at a medium institution was 6.0 compared to a minimum institution, which averages 7.3. The multi-level institutions average 5.5, which is significantly below the other institutions.

It was also observed that individuals, who were employed by CORCAN either on work releases or in institutional vocational shops averages closer to 7.5 hours, compared to some institutional operations jobs which average closer to 5.0 hours. In all of the community work releases, most of them leave in the morning around 7:00 hours and return in the evening around 17:00 hours. The counts are called in at the appropriate time and the inmates take a bag lunch with them. This is very reflective of a typical day in the community and a very good start for learning by doing.

**GRAPH # 6**



Many of the institutions visited have been experimenting with several options to accomplish this 7.5-hour gainfully employed workday that is reflective of community standards. Family visits, medical appointments, treatment programs, education, library visits and grocery shopping are being scheduled during the evening hours after 5:00 PM. However, these options have their challenges. To schedule library services, education and programming in the evening requires non-correctional staff who are available to work flexible hours, additional correctional staff to facilitate the inmate movement and additional financial resources to compensate for the additional overtime requirement.

## Evaluation of the Employment and Employability Program

The effort is there, but there is still more to be accomplished. The target is 7.5 hours of meaningful employment and every effort must be made to reach it, but the operational and resource constraints must still be taken into consideration.

**Scheduling** - The Managing Partnership document provided the governing principles for the successful management and implementation of the Employability and Employment Program. It was designed to establish clear accountabilities for all the participants. For example, governing principle # 2 outlines the Program Board responsibility for preparing inmate's weekly schedules in order to maximize an uninterrupted period of employment.<sup>6</sup> This identifies the Program Board as having a clear accountability for the inmate's scheduling, decisions on inmate's pay, assignments and suspensions. It identifies who the members are and who chairs the meeting. The chairperson is normally the Assistant Warden of Correctional Programs and the members vary to include the Inmate Pay Clerk, the Work Supervisors, in some cases CORCAN Operation Managers, Parole Officers and any other person applicable to the particular inmate being discussed.

Most of the institutions visited have a Program Board in operation, which is made up of different members. For example, Pittsburgh has recently appointed an employment coordinator, a former CO-11, who has been successful in making the connection between management and the inmates. At Joyceville institution, the work supervisor is responsible for the hiring process and it is a paper decision. Fenbrook is experimenting with different options to find a best fit. Within the Pacific region, there is an integrated Program Board and in the Atlantic region, there is a Program Assignment Board.

Having the Program Board accountable for the weekly schedules of the inmates brings the key players together in the decision making process. Access to the weekly schedules of the inmates, encourages the work supervisors to be more accountable for ensuring that work assignments are organized for the appropriate length of time on any given day. It should assist the inmate and the staff in knowing where the inmate has been scheduled to be and at what time. It should allow the Parole Officers the opportunity to visit the inmate on site and observe their progress as needed. It should permit a thorough understanding of the need to gainfully employ the inmate's time to maximize the positive results of incarceration and eventually reintegration.

Despite all of this, the offender scheduling process has been plagued with problems. The main problem identified is that OMS is not currently designed to record and display individual offenders' schedules. Rather, it is designed to record employment and program delivery schedules. These schedules and timetables identify the dates, days and hours, CORCAN's shop or a program is offered. They are program specific and reflect program availability. However, it should be noted that there is an offender specific schedule available in RADAR and its challenges will be discussed in finding # 3.5.

Offenders are assigned to these schedules in OMS, however the personal schedule of an offender is not easily identified from the general hours of operation of CORCAN's shops

---

<sup>6</sup> Managing Partners Document



## **Evaluation of the Employment and Employability Program**

and programs. Where an offender has a single assignment, the schedule will reflect the hours of work based upon the hours of operation of the shop or program. The problems start with multiple assignments per offender. For example, ten offenders assigned to a single shop will each require individual offender schedules for program participation and potentially other work assignments. In most cases, offenders maintain multiple assignments and the general hours of operation of the shops and programs cannot be modified to reflect individual offender participation.

Additional challenges are identified where institutions have recorded events such as Out to Court, to be in a position to monitor periods of absences from the institution and to accurately identify interruptions to work and program assignments. Other events or status options, such as Hospital Patient, reflect a twenty four-hour living condition that displays on the offenders' timetables. When these schedules for all assignments are displayed in an attempt to report an individual offender's schedule, the offender can appear to be in several places at one time. OMS in its current design does not accommodate or provide for individual offender's daily scheduling. This is a consideration or requirement to be identified for Offender Management System Renewal (OMSR).

The program schedules that exist can be recorded on weekly timeframes offering a one or two-week cycle to define different hours of operation every other week if required. Each schedule has a timetable attached to it and it is here where the hours and days of operation are identified for the program or CORCAN's shop. Current offender schedules that are produced from this information report all assignments and deductions that are required, where multiple assignments exist, to infer where the offender is actually spending their time. A work assignment from 8:00 hours to 16:00 hours, Monday through Friday, and a program assignment from 9:00 hours to 11:00 hours, Monday, Wednesday and Friday, require the assumption that the offender has a full time job, but leaves this position three mornings a week to attend a program. The actual location for individual days cannot be identified from these schedules, i.e. if the offender was at court Monday. This is where an offender schedule will fill this void.

Some correctional program entries are controlled by NHQ. National programs are installed by NHQ at institutions. The schedules, timetables and instructors' information is recorded by the institution. The institution's Program Assignment Board assigns offenders to these schedules. All assignments recorded in OMS have to be updated and managed by staff at the institution where the offender assignment is recorded regardless of the offender's location.

Accurate program assignment status options and assignment dates are critical to the process of offender scheduling. These records can only be modified or recorded by the site where the program or work assignment occurs. Offenders assigned to a shop or program in OMS are understood to be working at that shop or attending that program. Changing the assignment status from assigned to successful completion on a specific date removes the offender from appearing on the shop or program schedule timetable. The dates that changes occur need to be accurate to reflect the time period at work. When

## **Evaluation of the Employment and Employability Program**

recording this information it is important that the user understands that OMS, by default, accepts the program schedule start and end dates as the assignment dates for offenders during recording of assignment information. If the exact dates are not typed in, and the user presses <Enter> in these fields, the schedule dates are recorded. Erroneous information can easily be inadvertently recorded as many employment and program schedules maintain a continuous schedule identified by a historical start date (months or years in the past), and either no end date, or an extreme schedule end date (i.e. 2030/01/01). When assignment dates for individual offenders are not recorded accurately and the default schedule dates are accepted and saved, extreme assignments are stored and these interfere with accurate identification of the history of the offender's employment and program participation. It is therefore imperative to maintain accurate, up-to-date employment and program schedules to minimize this potential problem.

When offenders are transferred out or are paroled from institutions, work and program assignments are not closed off automatically by the release process in OMS. Each offender assignment has to be closed off by the site program assignment board when the departure occurs. Historically, in some cases this has not occurred and many offenders end up at a new site still assigned to programs at a previous site. The introduction of the offender schedule display on RADAR helped to identify this situation and encouraged assignment data clean up. This clean up can only be accomplished at the institution where the assignment exists in OMS. A past assignment left open at an institution has to be corrected at that site regardless of the offender's current location. Offenders identified as assigned to work and program schedules that are no longer at the institution, is identified as a backlog of entries that have an impact on the accuracy of offender assignment information.

In order to rely accurately on offender assignments to produce an offender schedule and timetable, there has to be another level of recording built into OMS to permit identification of individual offender attendance at work and programs. At this time, the hours of operation of the shops and programs can be displayed alongside the actual attendance timetable for individual offenders to produce what is being sought here. Another critical consideration will be the ability to automate the offender pay system within OMS. Only when an attendance and offender schedule system becomes available will an automated and accurate pay system become possible. This would consolidate and integrate employment programs and inmate pay in OMS.

As things currently exist, the requirement for institutions to record individual offender schedules against program delivery or employment schedules will result in setting unrealistic expectations of accuracy from schedules that are not designed to produce the information that is required. Ten offenders in a single shop will each have a requirement for individual schedules in every shop and program that they attend whenever multiple assignments per offender occur. This cannot be maintained without assigning staff, full time, to data entry, at a pace that cannot be maintained, and will not, in the end, produce the desired result.

## **Evaluation of the Employment and Employability Program**

Some institutions have been using other alternatives to assist them in combating the challenges of using OMS for scheduling. While Nova Institution for Women is still maintaining the OMS schedule, they are using a separate programming for scheduling. All of the inmates are provided with their weekly schedules.

Grand Valley Institution for Women has not been updating the schedules, with changes to the inmate's programming. This could have been the result of insufficient appropriate training, as well as OMS not being conducive to daily changes. However, training was scheduled for the week after the Evaluation Team visited.

CSC needs to clarify the use of program and employment schedules in OMS for their original purpose, and choose to derive as much value as possible from their appropriate use, while avoiding the creation of extensive work that is predisposed to deliver little, to no value.

This definite lack of understanding of what was initially required of the scheduling process and making the connection with the Employment and Employability Program resulted in some institutions giving the inmate a copy of their schedules, which was subsequently found in the trash. Inmates complained about other inmates having knowledge of their treatment programs and their privacy. Practically, all of the institutions visited expressed concern regarding the real objective of the schedules. CSC needs to clarify these misinterpretations in order to further the success of this project.

### **Recommendation # 4**

In order for each institution to have a better understanding of the objective of the scheduling process and its linkages to the Employment and Employability Program, it is recommended that NHQ Reintegration Programs sector and the Employment Coordinator of CORCAN:

- i) explicitly define the goal and objective of the scheduling process and its connectivity to the Employment and Employability Program in the Managing Partners document;
- j) review the reasons for all Non programs Non employment entries in the program screens that generate schedules and timetables that interfere with an accurate display of an offenders assignments. Most of these are tied to the monitoring of offenders for pay and should an automated pay system become available, these entries should be discontinued and removed from the program screens;
- k) develop guidelines to ensure schedule information is accurate in OMS, specifically the start and end dates of the schedules and the days and hours of operation;

## Evaluation of the Employment and Employability Program

- l) close and replace schedules that are inaccurate, with schedules that communicate current and accurate information;
- m) in OMSR develop an automated offender schedule that can accommodate attendance and pay; and
- n) ensure training and guidelines are provided for scheduling employment and program activities and offender assignments.

It is recommended that at an operational level

- o) the schedules are used as they were intended to identify the instructor(s)/program facilitator(s), dates of operation, and timetable (days and hours) of operation of the program or shop;

**Objective 3: To determine the extent to which inmates develop necessary skills, attitudes and behaviours as a result of their participation in EEP and the level to which these skills are transferable when released into the community.**

***3.3.1 Even though the work descriptions for inmates have been completed and made accessible to the inmates (i.e. placed in the library), they are not integrated into the Institutional Operations, nor are they utilized on a systematic basis to manage or develop employment skills for the inmates to learn..***

***Work Descriptions*** - The objective of Employment and Employability Program is to provide a better opportunity for the inmate to learn employment skills while incarcerated in a controlled and supervised environment and to be able to transfers these skills to the community, resulting in a more successful reintegration. Meaningful work is defined for Institutional purposes as a combination of educational programs, treatment programs, vocational training, employment and other necessary activities, for a specific period of time to make a positive difference in an inmate's life<sup>7</sup>.

This echo's the Auditor General's statement that, *to be successful, an employment program needs to deliver the right kind of training to the most needy offender and for a long enough period to make a difference*<sup>8</sup>. CSC has started to address this objective, but there is much work to be done. A clearly defined and documented process is needed, in order to provide the right kind of guidance. This must be agreed by and shared with all involved parties. The introduction of the work description, though not completely adequate, presents an initial first step.

---

<sup>7</sup> Managing Partners document

<sup>8</sup> Auditor General's Report, 1997 Chapter 1

## Evaluation of the Employment and Employability Program

An analysis of several work descriptions<sup>9</sup> shows that a successful one includes knowledge, skills and abilities that are intrinsic to the successful performance of the position. It should:

- be used for the performance evaluation of the inmate and should highlight the transferable skills, duties and responsibilities.
- include the position title, the duration of the employment, complete contact information and the candidates' qualifications, background, experience and personal qualities, suitable for the position.
- highlight the major duties / functions and the percentage of these duties / functions in relation to the total job.
- determine the action taken when performing the job satisfactorily and should include the requirements of the position and tie them directly to the duties to be performed.
- provide guidance on the duties of the job and the areas that are to be learned. It should determine the physical, environmental and any special requirement of the job.
- provide a sense of purpose for the inmate and practical competencies that should be maintained.

All of the work descriptions reviewed, contained some of the components as listed above, however, the majority did not include the length of stay, skills and abilities to be learned and the performance evaluation criteria. It was observed, that among the Institutions visited within the Québec Region that the work descriptions included a section, which identified whether or not the particular assignment would result in certification or only the number of accumulated hours. They also include a "Tableau des Primes" which specified the pay increment which would be related to the length of stay on the job, for example, 0 to 3 months an increase of \$ 0.5 per hour.

Even though the work descriptions were available in the libraries, not all staff was aware of their existence, nor were they integrated into the work areas, nor reflected in the Offender Management System (OMS). Within the Prairies Region, Drumheller Institution, Saskatchewan Institution and Stony Mountain Institution, the staff was not aware of the existence of national job descriptions completed by CORCAN. At Edmonton Institution for Women, the staff was aware of them, but they were not being used. Despite this, all of the institutions visited made an effort to revamp jobs and work assignments, eliminating jobs such as, house cleaners and house cooks, which were considered as non-practical and insignificant. The Evaluation Team observed that Springhill Institution has a suggested length of stay in the Inmate handbook; Pittsburgh, Westmorland and Fenbrook has done some work in these areas with respect to the Call Centres, however, there is still much left to be accomplished.

---

<sup>9</sup> The author analysed over 50 job descriptions from several different sources – Universities and Colleges, Construction companies, Restaurants, Information Technology - and concluded that these were the major components in a successful job/work description.

## **Evaluation of the Employment and Employability Program**

The work descriptions can be further enhanced if they are linked to the employability skills booklets prepared for CSC by Concordia College. This would facilitate easier employability skill evaluation and a clearer identification of skills learned. These booklets have a recommended length of stay to learn the identified skills, applicable to the work assignment. Even though the third party certification is no longer attainable through Concordia College, CSC still has the right to use these documents. This would further enhance the Auditor General's concerns.

The challenge here, is the lack of buy-in for the work descriptions from CSC's staff. There was some animosity expressed, as these work descriptions were not completed in partnership with the managing partners. For example, in the preparation of the ABE job description, the educational staff should have been consulted. There is the need for the Case Management staff and CORCAN's staff to work in consultation with each other to improve the quality of the work descriptions and to engage buy-in from all interested parties. This would further support the partnership that was initiated at the start of this process. It would encourage all parties to be more receptive of using work descriptions, rather than just having them in the libraries. There would be consensus on observation, reporting and recording of the inmate's achievements and areas that require improvement.

***Employability Skills*** - means possessing qualities needed to secure and to maintain employment and to progress in the workplace. They are reinforced, when they are included among the instructional goals and are explicitly taught. Equally, it is important for them to be included in the work descriptions and be discussed at specific time intervals with the inmate to monitor progress. This would assist in raising the inmates' consciousness about values and ethics, attitudes and work responsibilities. Work supervisors should act as coaches, allowing the inmates to take many responsibilities and as guides, engaging the inmates in problem solving and decision-making with other team members.

However, learning should be individualised, based on the inmates learning needs, objectives and skills. It should be culturally sensitive and effective. This means having an understanding of the inmate and his / her community of return. It was observed that Fenbrook Institution offers Inuit Craft as an employment option for its inmates. These art specimens are sold into the community by the Arctic Co-operative and represent an adequate source of income, which will assist in the reducing the dependency on social assistance. They also represent a good example of what is meant by addressing the culturally sensitive needs of the inmate. There is the need to expand this concept in other regions to meet the varying needs of the inmate population and the sustainability of his or her reintegration.

When a correctional program is being delivered, the program officer as required, contacts the work supervisor to see how the inmate is using strategies learned in the classroom. The case management team, responsible for continuous monitoring of the inmate progress could use this. The work supervisors are interested in accepting the challenge of

becoming more involved with the inmate correctional progress, since they spend a great portion of the day with the inmate.

The case management team could provide work supervisors with indicators on behaviours to look for and elements in evaluation that would assist them in better reporting the inmate's progress. Presently, CORCAN has offered its operation Managers a course entitled "Managing Offenders in the Workplace" and Rockwood Institution has offered it to all staff. Port Cartier has offered it to instructors and Correctional Officers (CO-11). Since this is a listed training requirement to be completed by 2003, the next step is to make it mandatory, to ensure CSC focus on having it delivered.

Saskatchewan Penitentiary, Québec Region (OPEX '82) and Matsqui Intake Assessment Unit (Parole 2000) have been offering employability skills training that includes resume writing, job interview skills, dressing for job interview and on the job, conduct on the job, teamwork and team building, personal management and academic skills. There is a requirement for training on how to transfer skills from one specific work assignment to another and how to make the linkages to the community. Presently, success is not being measured, nor is there third party certification. Drumheller and Fenbrook started some work in this area, but funding pressures has caused them to suspend their association with the community college and examine other alternatives.

All of the institutions offering employment skills courses have used varied options to sustain it thus far, but have expressed concern regarding the continuance of it. Sustaining these employability skills courses within the institutions is a definite requirement. Here the inmates will learn the basic skills of finding and maintaining a job. It provides for the transition into the community.

***3.3.2 The performance evaluation process does not provide sufficient detail to adequately reflect the inmates' actual performance skills learned.***

***Performance Evaluation Process*** should answer three questions.

1. *Why a performance evaluation?* - this process is designed to assist work supervisors, parole officers, team leaders / unit managers and the Program Board to evaluate the inmate's performance. It assesses the inmate's training needs and highlights areas that require further development. It is used to recommend increase in pay level and to document the inmates overall performance.

The work supervisors and the case management team need to work more closely together. The evaluation performance report as developed by CORCAN, identifies 12 areas of competencies, 10 of which, must be excellent, but does not provide sufficient detail to make an informed decision. (*See appendix H*). This was an area of concern expressed by many institutions. The measurement tools vary, but do not address skills possessed, skills to be learned or skills actually learned.

## Evaluation of the Employment and Employability Program

2. *When are performance evaluations supposed to happen?* - all institutions visited have been able to meet the 90 days evaluation appraisal timeline. This process has been managed using either OMS or an alternative method established by each institution. However, several of these reports are still outstanding in OMS. This has been identified as an area of concern. It was observed that work supervisors were given a paper version of the inmates' evaluation performance form to complete. The system was designed to allow the work supervisors to input this information directly into OMS; however, not all of them are doing this. In the majority of cases, the work supervisor completes the form and gives it to either the inmate clerk or another clerk to enter it. This could be the result of insufficient training or irregular usage of OMS. It was stated that OMS is not very user friendly and if not used on a regular basis, the procedure for using it can easily be forgotten. The provision of continuous training on OMS for the work supervisors and all new employees who will be working with OMS on an irregular basis is of great importance.
3. *How - the main Performance Evaluation process* - This phase involves three steps.
  - a) *Planning* - should normally be done at the beginning of the employment or evaluation period. The inmate and the work supervisor should review the inmate's responsibilities as outlined in the work descriptions. There should be an agreement with the inmate regarding his or her performance expectations for the coming assessment period. The Call Centres at Westmorland, Fenbrook and Pittsburgh and the cook's program at Westmorland had this as part of their orientation process. The institutions visited in the Québec Region and Saskatchewan Institution have a formal orientation process, including the inmate's signature. The remainder of institutions visited showed no progress in this area. Work supervisors and CORCAN manager need to use the works descriptions to explain and monitor the job expectations with the inmate. There is a need for the inmate to know from the start what are the expectations of the job. Work Supervisors need to be trained on what is useful information for the Parole Officers for decision making process and to incorporate it into the evaluation process. The main challenge here is the sustainability of the institution and lowering of operating costs. For this reason, work supervisors have the tendency of hiring inmates who possess the required skills and abilities, rather than focusing on the training needs of specific inmates.
  - b) *Informal progress meeting* - there should be periodic meetings throughout the evaluation period to provide a reality check for both the inmates and the work supervisors. This provides additional clarification of general expectations. It encourages good performance of particular assignments and plans for the future. The Evaluation Team did not observe this step in any of the institutions visited, except as mentioned in the planning stage.



## Evaluation of the Employment and Employability Program

- c) *Completing the performance evaluation* - discussing with the inmate areas of success, areas that need improvement or more attention and writing of the report for the inmate file. This report or copies of it should be sent to the Program Board for approval and the Parole Officers for decision making. The Evaluation Team observed that all institutions visited had successfully completed the majority of performance appraisal forms and they were sent to the Program Board and Parole Officers for approval. It was also observed that the Program Board meets on a regular basis to discuss the inmates' performance and pay levels. While many of the institutions visited adhered to the completion of the performance evaluation forms, they have stated that it does not meet the needs of the decision-makers. Some concerns were expressed regarding the accuracy of the performance appraisals to adequately reflect the inmates' progress. It was felt that in some cases, inmates are given excellent ratings so that they will maintain their current level or receive a pay level increase. It was also felt that at times individuals who receive these excellent ratings were the most challenging to their case management team. Most of the staff agreed that the inmates' performance on the job should be similar to his / her behaviour in the classroom and in his / her cell. In other words the inmate's performance should be consistent in all aspects of his/her incarceration and should be part of the evaluation process.

### Recommendations # 5

In order to assist offenders in meeting their individual needs, to ensure that offenders are productively occupied and have access to a variety of work and educational opportunities to meet their needs for growth and personal development, it is recommended that CORCAN's Director of Employment and Employability in consultation with the Regional Administrator of Correctional Programs revise:

- p) all work descriptions to include length of stay, the overall learning objectives, skills to be learned, performance evaluation criteria and instruction on how these skills are transferred into the community.

In order to enhance the inmates' potential for reintegration as law-abiding citizens it is recommended that:

- q) institutions where required offer an in the classroom, employability skills program, followed by on-the-job training within CORCAN shops or the Institutional Operations.

For all low functioning individuals, may not attain the academic levels required for the COPs and CAPs assessment it is recommended that:

## Evaluation of the Employment and Employability Program

- r) institutions where required offer basic living skill course(s), in the classroom, followed by on the job training, specifically catering to their individual needs.

In order to meet the culturally diverse needs of the inmate population, it is recommended that the NHQ Reintegration Programs sector in consultation with CORCAN Director of Employment:

- s) investigate the availability of culturally sensitive employment options in the community and as far as possible, offer these to the inmate.

In order to assist the work supervisors in recording the performance evaluation reports into OMS, it is recommended that the Assistant Warden of Correctional Programs ensure that:

- t) continuous training is provided to work supervisors and new employees who are not consistently using OMS.

#### **4.0 SUMMARY OF RECOMMENDATIONS**

##### **Recommendation # 1**

**In order to raise the profile of the Employment and Employability Program, it is recommended that the NHQ Reintegration Programs Sector in consultation with the Director of Employment and Employability:**

- a. clearly identify and communicate the roles and responsibilities of all key stakeholders, including the identification of who is responsible for making the final decisions;**

**In compliance with the Auditor General's recommendation, each region should develop:**

- b. an operational strategy for the offenders' employment programs, which would include the requirement of all key stakeholders' representation in the decision process;**

**In order for CORCAN to accomplish its conflicting mandates, it is recommended that CORCAN:**

- c. established annual training targets for the inmates, who have been identified with specific employment needs and implement them into their training strategy.**

##### **Recommendations # 2**

**In order to ensure that the data being entered into OMS is accurate and provides a high quality of information; it is recommended that:**

- a. a business manager be assigned from Correctional Operations and Programs, specifically the Offender Management System Renewal Branch to be responsible and accountable for the data quality and information integrity; and**
- b. the Assistant Warden of Correctional Programs ensure that the clean up of OMS be completed within the timeframe allotted.**

**Recommendation # 3**

**In order to increase the efficiency and the effectiveness of the assessment process and the implementation of COPs and CAPs into the Correctional Program, it is recommended that the sector for Correctional Operations and Programs, specifically Institutional Reintegration Operations Branch, in collaboration with CORCAN Operations Manager:**

- a. develop a strategic plan for the Employment and Employability Program with training requirements, to introduce COPs and CAPs in every institution and a process for follow-up after the assessment criterion has been met; and**
- b. develop and facilitate a training program for Intake Parole Officers on how to include COPs and CAPs into the Correctional Program.**

**The Evaluation Team is of the opinion that in order to provide clear direction and guidance, each stakeholder's responsibilities need to be clearly outlined and communicated. It was a recommendation of the Evaluation Team, that the sector responsible for Policy, Planning and Coordination at NHQ:**

- c. provide guidance to Parole Officers on how to include employment requirements into the Correctional Plan. However, during the writing of this report, a case management bulletin was approved and published. The Evaluation Team acknowledges the urgency that CSC has dedicated to the success of this segment.**

**Recommendation # 4**

**In order for each institution to have a better understanding of the objective of the scheduling process and its linkages to the Employment and Employability Program, it is recommended that NHQ Program sector and the Employment Co-ordinator of CORCAN:**

- a. explicitly define the goal and objective of the scheduling process and its connectivity to the Employment and Employability Program in the Managing Partners document;**
- b. review the reasons for all Non programs Non employment entries in the program screens that generate schedules and timetables that interfere with an accurate display of an offenders assignments. Most of these are tied to the monitoring of offenders for pay and should an automated pay system become available, these entries should be discontinued and removed from the program screens;**

## Evaluation of the Employment and Employability Program

- c. **develop guidelines to ensure schedule information is accurate in OMS, specifically the start and end dates of the schedules and the days and hours of operation;**
- d. **close and replace schedules that are inaccurate, with schedules that communicate current and accurate information;**
- e. **in OMSR develop an automated offender schedule that can accommodate attendance and pay; and**
- f. **ensure training and guidelines are provided for scheduling employment and program activities and offender assignments.**

**It is recommended that at an operational level**

- g. **the schedules are used as they were intended to identify the instructor(s)/program facilitator(s), dates of operation, and timetable (days and hours) of operation of the program or shop;**

### **Recommendations # 5**

**In order to assist offenders in meeting their individual needs, to ensure that offenders are productively occupied and have access to a variety of work and educational opportunities to meet their needs for growth and personal development, it is recommended that CORCAN's Director of Employment and Employability in consultation with the Regional Administrator of Correctional Programs revise:**

- a. **all work descriptions to include length of stay, the overall learning objectives, skills to be learned, performance evaluation criteria and instruction on how these skills are transferred into the community.**

**In order to enhance the inmates' potential for reintegration as law-abiding citizens it is recommended that:**

- b. **institutions where required offer an in the classroom, employability skills program, followed by on-the-job training within CORCAN shops or the Institutional Operations.**

**For all low functioning individuals, may not attain the academic levels required for the COPs and CAPs assessment it is recommended that:**

- c. **institutions where required offer basic living skill course(s), in the classroom, followed by on the job training, specifically catering to their individual needs.**

## **Evaluation of the Employment and Employability Program**

**In order to meet the culturally diverse needs of the inmate population, it is recommended that the NHQ Reintegration Programs sector in consultation with CORCAN Director of Employment:**

- d. investigate the availability of culturally sensitive employment options in the community and as far as possible, offer these to the inmate.**

**In order to assist the work supervisors in recording the performance evaluation reports into OMS, it is recommended that the Assistant Warden of Correctional Programs ensure that:**

- e. continuous training is provided to work supervisors and new employees who are not consistently using OMS.**

## **5.0 BEST PRACTICES**

During the evaluation and review of the Employment and Employability Program, a number of local practices were observed. The Evaluation Team believes that it would be useful to highlight some of these practices, as they may be of benefit to other Institutions.

- The Atlantic Region has established an employment council chaired by the Assistant Deputy Commissioner. This council is made up of a cross representation of involved parties i.e. case management, correctional programs and maintenance services. An interesting aspect of this council, the dedication of two individuals - one from CORCAN and the other from CSC programs - who have been assigned to work half time exclusively on the EEP. They also have a regional committee and a site implementation committee.
- The Atlantic Region has prepared a detailed strategy, including pamphlets and training packages for the various stakeholders, for example, Parole Officers and Assistant Warden Correctional Programs.
- The Atlantic Region has cleaned up the backlog of categories and subcategories within the Employment Inventory records in OMS.
- At Saskatchewan Penitentiary the Warden has been providing leadership to the EEP. This includes keeping all stakeholders informed as to the EEP results and decisions. As part of their communication strategy, EEP is a constant item on the agendas of Senior Management, the Program Board and the Unit Board meetings. An interesting aspect of this partnership is the working relationship between CORCAN operations Managers and the Unit Managers using their different strengths to complement each other, specifically in reducing the overdue reports.
- Saskatchewan Penitentiary offers an in the classroom employability skills program.
- At Saskatchewan Penitentiary, each job description requires the inmate's signature as an agreement to the conditions of employment.
- At Westmorland Institution, despite the fact that the work supervisor did not use the generic job description as available in the library, she was doing the following during the work assignment process:
  - established learning objectives;
  - included a suggested length of stay;
  - discussed the duties and responsibilities of the job with the inmates prior to starting the assignment;
  - meet with the inmates on an informal basis through the work assignment period;
  - have the inmates sign the work description as a sign of having understood the responsibilities being undertaken; and

## Evaluation of the Employment and Employability Program

- used the work description during the evaluation process to highlight the offenders' strengths and areas that need improvement.
- Fenbrook Institution offers Inuit Craft sculpturing opportunities to the Inuit Inmates, an excellent example of responding to culturally sensitive needs of the inmates.
- At Fenbrook Institution, the work supervisor in the vocational shop visits the HRDC Website and counsels the inmates on the types of jobs available within the community where the inmates are planning to return. He also offers them the opportunity to learn as much as is available about the specific job.
- The following strategies are being used to maximize the number of gainfully employable hours within the institutions:
  - Dorchester Institution offers medical clinic in the evening from 17:30 hours to 18:30 hours, Monday to Friday;
  - Pittsburgh Institution offers groceries store hours in the evening;
  - all institutions offering work assignments in the community allow the inmates to take their lunches with them and the counts are called in at the appropriate times.
- In Québec region the labour centre called OPEX' 82, specifically caters to adults with criminal records under the Provincial and Federal jurisdiction. There they offer a range of specialized services to assist the offender in maximising his / her chances of success within the community of return, whether or not the inmate is returning to the labour force or to a program of study. These services includes:
  - job counselling;
  - training on techniques in job searches;
  - resume writing and preparing for the interview;
  - accuracy of the choice of employment, conditions of work;
  - support techniques - list of employers (including employment Québec), fax, photocopies, employment offers via the internet;
  - information on government programmes and external resources;
  - improvement of competencies acquired during incarceration; and
  - provides information on the availability of jobs as well as confirmation of training and number of hours worked for all jobs.

This centre provides the services of an employment counsellor, who assists the offender in preparing a study plan by providing complete and up-to-date information on:

- types of programs offered at education institutions;
- the conditions required for admission;
- the start dates of the next course;
- the registration approach;
- financial aid (grants and loans); and
- correspondence courses available.



## Evaluation of the Employment and Employability Program

- At Drummond institution the Parole Officers and the Instructors work together to assess the inmate's behaviour change.
- The Pacific Region offers '*Parole 2000*', - a joint financial venture among HRDC, CSC and New Directions - for inmates at Ferndale and Sumas institutions only. *Parole 2000* is a 12-week program offering:
  - vocational assessment;
  - labour market analysis and educational options;
  - information on different types of jobs, both full-time and part-time; and
  - getting back their papers i.e., licenses, health cards and social insurance numbers.

It provides training in resume and cover letter writing, job referrals, how to talk to people over the phone and getting a job, when there is no advertisement. While inmates are allowed limited access to the Internet, this provides them with the opportunity to understand the advancement in information technology and assists them in their reintegration process. At the completion of this program, inmates are referred to a job within the labour market and so far there has been 85 - 90% success rate. This program provides a measure of assistance to the Parole Officers and increases the self-confidence of the inmate.

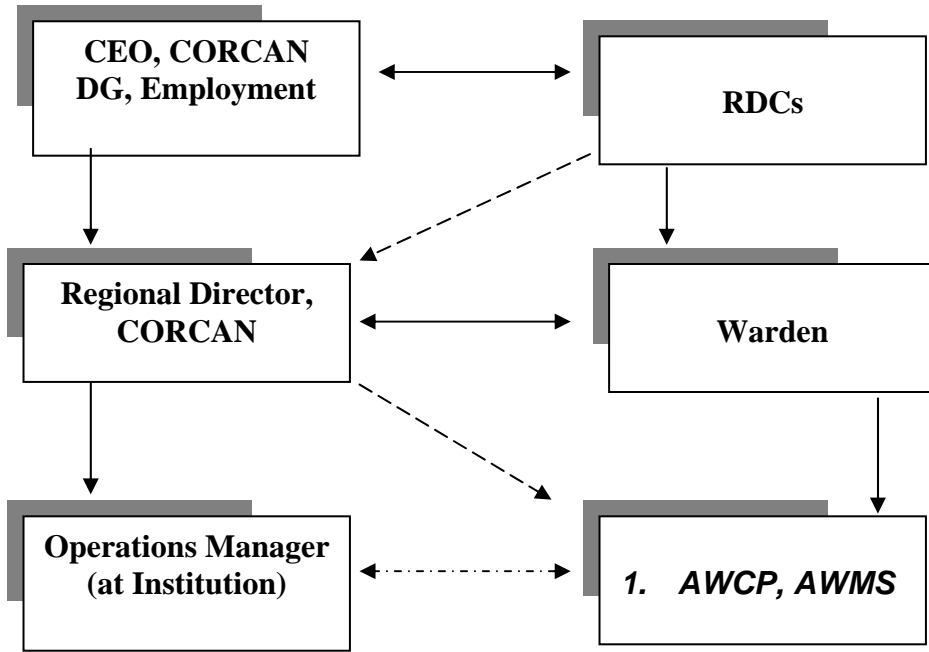
- In the Pacific Region, New Directions - Vocational Testing and Counseling Services, do the vocational assessments. In the COPs and CAPs assessment reports they provide documentation about the recommended job options to the inmate. This documentation address:
  - nature of work and job statistics;
  - employment prospects within the labour market;
  - main duties, including example titles;
  - education and training requirements; and
  - types of working conditions.
- Within the Pacific Region, the Regional Employment Committee organizes job placement programs within the community and co-ordinates and shares this information across the region.

**6.0 APPENDICES**

**Appendix "A"**

*Employment Programs*

**Managing Partners**



<b>C O L L A B O R A T I O N</b>	
<ul style="list-style-type: none"> <li>- Management framework</li> <li>- Program delivery</li> <li>- Review and analysis of outcome</li> <li>- Resource allocation for programs</li> <li>- Line responsibility for commercially based employment programs and management functional responsibility for all others</li> <li>- Incentive pay</li> <li>- Accreditation / Certification</li> <li>- Link between work inside an Institution and out in the community</li> </ul>	<ul style="list-style-type: none"> <li>- Operational results</li> <li>- Reporting (answerable)</li> <li>- Line responsibility for all non-commercial employment programs and resource management functional</li> <li>- Education and treatment programs</li> <li>- Inmate pay</li> </ul>

## **Appendix "B"**

### **Position Paper**

#### **Purpose of Document**

The following is the proposed framework for consolidation of inmate employment programs. The purpose of this document is to foster a greater understanding of the decision to give an outline of underlying principles that will govern its implementation.

#### **The Decision**

At the October 25, 1999 NHQMC it was decided that the CEO of CORCAN will assume responsibilities for all work related employment programs for inmates. An implementation date of April 1, 2000 has been agreed upon.

#### **Main Objectives**

Recognizing the profound potential implications of the decisions at the institutional level, two initiatives were taken: a steering committee consisting of two RDC's, two AC's, a warden and the CEO was formed to help steer the execution of the decision, and a meeting was held with the Commissioner to seek further enlightenment on the desired end objectives; the following is a list of the principal objectives.

- To promote the value of inmate employment in the day-to-day operation of institutions;
- To provide a higher profile of employment in the overall correctional strategy;
- To enhance efficiency and effectiveness of employment programs;
- To introduce rigor in daily planning and scheduling of work;
- To assign the corporate responsibility and leadership for employment programs in CSC to a single office.

#### **Governing Principles**

The steering committee considered the above objectives in light of the current institutional environment and existing accountability régime. The following principles emerged during their deliberations.

1. Inmates must be meaningfully occupied on a daily basis through a combination of education programs, treatment programs, vocational training, employment and other necessary activities. Employment must be seen by us and inmates as important as other education and treatment programs. Employment includes activities associated with food services, facilities and ground maintenance, repairs, vocational shops, CORCAN enterprises etc.

## Evaluation of the Employment and Employability Program

2. The Program Board at each institution has the responsibility for coordinating all programs and activities, personal or otherwise, in a manner that will achieve the goal of productive engagement of each inmate. *One of the underpinning of the decision is to uphold the value of work in the day-to-day operation of the Board.*
3. A weekly schedule for each inmate shall be prepared by the Program Board in order to maximize an uninterrupted period of employment, and it must be respected. The goal is to attain a weekly schedule showing modules of half-days for each inmate that adds up to 37.5 hours consistent with the level of security of the institution, resource level, existing collective agreements of staff and other operational circumstances.
4. The existing policies, strategy, intake assessment tool, correctional plan development, information system, and other pertinent procedures have been reviewed and proposed changes to help achieve the main objectives noted earlier have been presented to ExCom.
5. Employment program will:
  - a) Provide a greater opportunity of employability of inmate upon their release, and hence a more successful reintegration into our society (e.g. CORCAN enterprises, vocational shops...);
  - b) Assist in institutional self sufficiency in operation, and hence helping in lowering costs of incarceration (e.g. food services, facilities maintenance, and projects...);
  - c) Provide a sense of purpose to inmates, and hence assisting to maintain a safe environment in an institution (e.g. stores, gym ...);
  - d) Help develop or maintain generic competencies needed to maintain employability while incarcerated e.g. work ethic, work habits, work discipline.

In the context of a correctional plan continuum, education and treatment programs are seen as the pre-requisites, while employment programs serve as both an application of the above, and further development / maintenance of practical competencies required to obtain and maintain a job following release.

6. The corporate leadership of employment programs will rest with the Director General, Employment which is a combined position with CEO, CORCAN. The Regional Directors of CORCAN will have the same mandate at the regional level. Responsibilities for employment programs will be shared as "Managing Partners" as shown on the attached page.

## Evaluation of the Employment and Employability Program

7. At the institution level, the Warden will continue to be responsible for the delivery of inmate employment programs consistent with the national objectives and framework, and collaborate with the national objectives and framework, and collaborate with the Regional Director of CORCAN (ref. attached division of responsibility).
8. As the Service strives towards the stated objectives, there is also a need to jointly seek additional work opportunities for offenders both inside an institution and out in the community where it is appropriate to do so. This will require as a minimum, a careful examination of available employment capabilities in relation to all procurement decisions e.g. food supplies, construction and repair projects.
9. The Program Board will administer inmate pay. CORCAN will administer incentive pay for market-oriented work as deemed to be appropriate.
10. Offender performance evaluation tool developed by CORCAN will be used in all work programs. OMS will be the principal source of information necessary to carry out review, analysis and reporting of results to decision making bodies.
11. CORCAN has a commitment to equity of opportunity in employment and vocational training for aboriginal and non-aboriginal men and women offenders consistent with their correctional plan.
12. In institutions where there is no CORCAN presence, AWCP/AWMS will continue to be the principal contact with functional direction from the Regional Director of CORCAN in addition to other existing infrastructure.
13. As for linkage to the community, the role of CORCAN will complement others and focus on job counselling, assisting in job search and setting up not-for-profit shops. The future endeavours will build on the successes of existing approaches in areas such as Moncton, Toronto, Frontenac, Beaver Creek.

**Appendix "C"**

**The Criterion for Vocational Assessment**

The offender:

- does not have any employment strengths and abilities that he / she could capitalise on while incarcerated;
- has no employment prospects in an area where he / she was previously employed (i.e. offence precludes future employment in that area);
- is < 55 years of age;
- is eligible for some form of release within 5 years; or the offender is serving a long-term sentence (over 15 years) and will require development of skills for a correctional career, (i.e. plumber, electrician, cook);
- has adequate cognitive ability to participate in structured learning activities;
- is motivated to participate in vocational assessment and training; and
- does not have DSM axis 1 diagnosis (these offender's needs must be met but alternative approaches should be used).

**Employment Indicators**

(From The Offenders' Intake Assessment)

- Comprehension problems
- Concentration problems
- Dissatisfied with skill/trade/profession
- Learning difficulty
- Less than grade 10
- Less than grade 8
- Memory problems
- No high school diploma
- No skill area/trade/profession
- Physical impairment
- Reading problem
- Writing problem
- Inadequate salary
- Jobs lack security
- No benefits
- Laid off
- Low initiative
- Unemployed 50% or more
- Unemployed 90% or more
- Unemployed at arrest
- Unstable job history

**Appendix "D"**

**Objectives and Key Results**

**Objective 1**

**To assess the extent that CSC's Employment and Employability Program objectives are Realistic Attainable and Relevant.**

**Key Results**

1. Adequate organizational structure to manage/co-ordinate the program;
2. Program Board established at each site;
3. Sufficient resources are available to implement the program as originally designed;
4. An information system is in place that provides concrete evidence to demonstrate program effectiveness;
5. Data on impact of skill development are being obtained and assessed;
6. Output of the above information is utilized by management in an effective way;  
and
7. Obstacles and barriers to the provision of employment services have been identified and resolved.

**Objective 2**

**To determine the extent to which program services are provided in an optimal way.**

**Key Results**

1. An effective inmate needs assessment is conducted at intake for a) new inmates and b) inmates already in the system;
2. Entry test for employment is being applied at intake;
3. Those inmates that have a need for employment have these needs integrated in their Correctional Plan;

## Evaluation of the Employment and Employability Program

4. Inmates abilities and needs are matched with specific employment opportunities;
5. Inmates receive proper orientation prior to starting the EEP;
6. Comprehensive mechanisms are place to assess skill development;
7. Time is taken to produce a high quality and accurate assessment on the development of skills;
8. Inmate Performance is reflected in their Correctional Progress Reports; (CPPR)
9. Inmates are productively engaged for a certain length of time;
10. Common system in place to count Full Time Equivalents (FTE's)
11. CSC is satisfied with the service provided.

### **Objective 3**

**To determine the extent to which inmates develop necessary skills, attitudes and behaviours as a result of their participation in EEP and the level to which these skills are transferable when released into the community.**

### **Key Results**

1. All staff recognize the value of employment and are supportive of the concepts of EEP;
2. Participants develop the necessary skills, attitudes, behaviour for continued employment;
3. EEP provides a venue where inmates can apply what they have learned in various education and treatment programs, while at the same time developing/maintaining the practical competencies; and
4. Staff working with offenders have taken the "Managing Offenders in the work Place"
5. Inmates have a sense of purpose, and hence contribute to a safe institutional environment.
6. Links are established with employment services prior to the release of an inmate to provide stability and continuity when on conditional release.

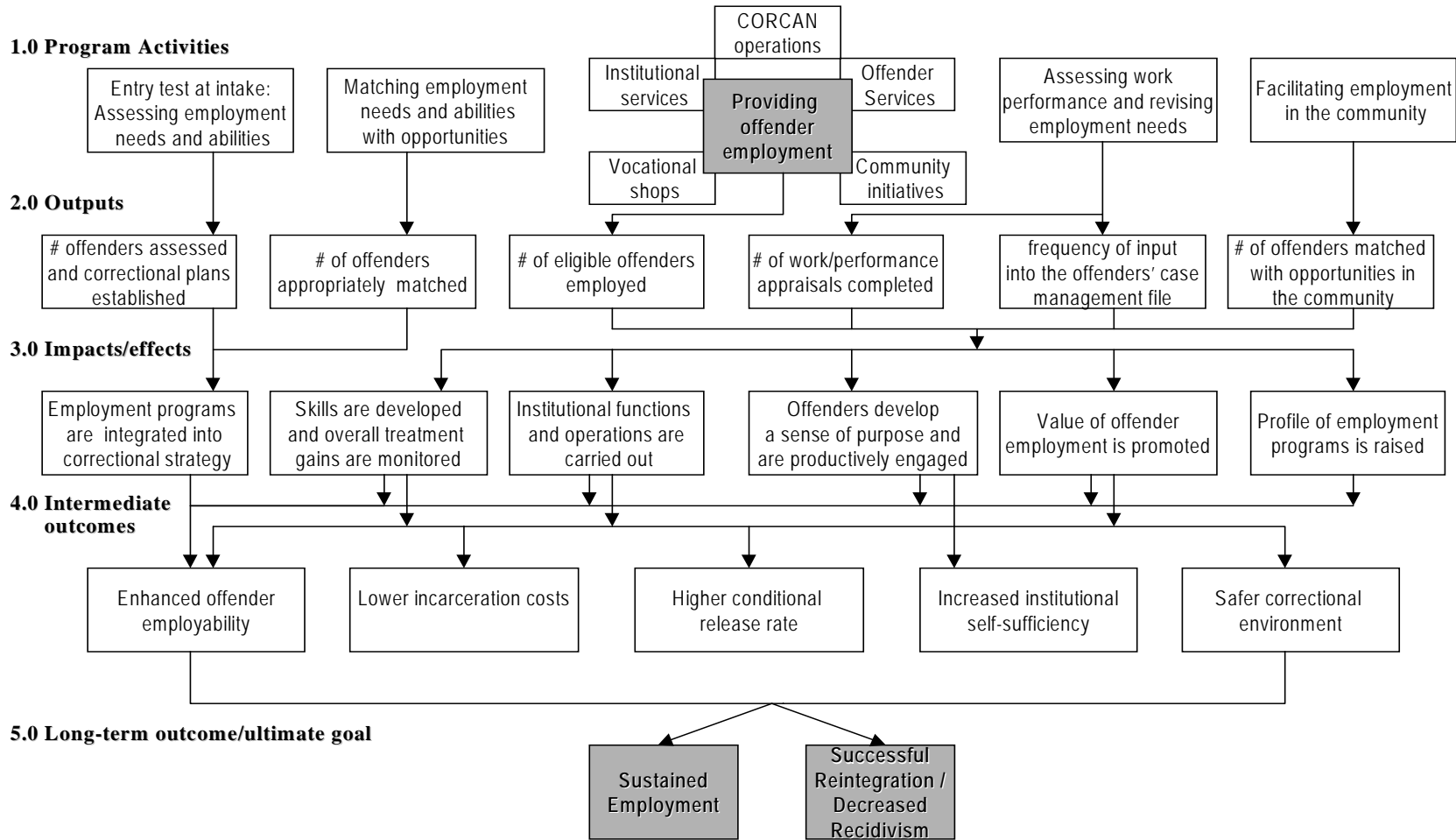


## **Evaluation of the Employment and Employability Program**

7. Generic competencies are developed and maintained to remain employable during incarceration and upon release.

**Evaluation of the Employment and Employability Program**

**Program Logic Model - CORCAN Employment and Employability Program (EEP)**



**Appendix E - Program Logic Model**

**Evaluation of the Employment and Employability Program**

**Appendix "F"**

**Site Selection**

<i>Region/Site</i>	<i>Security Level</i>
<b><i>Atlantic</i></b>	
RHQ	Regional Headquarters
Springhill Institution (Intake)	Medium
Nova Institution	Multi-Level
Westmorland Institution	Minimum
Dorchester Institution	Medium
<b><i>Québec</i></b>	
RHQ	Regional Headquarters
Ste-Anne des Plaines	Minimum
Regional Reception Centre	Maximum
Joliette Institution	Multi-Level
Port Cartier Institution	Maximum
Drummond Institution	Medium
<b><i>Ontario</i></b>	
RHQ	Regional Headquarters
Fenbrook	Medium
Millhaven (Intake)	Maximum
Joyceville Institution	Medium
Pittsburgh	Minimum
Grand Valley Institution	Multi-Level
<b><i>Prairie</i></b>	
RHQ	Regional Headquarters
Stony Mountain Institution (Intake)	Medium
Rockwood Institution	Minimum
Saskatchewan Penitentiary	Medium
Drumheller Institution	Medium
Edmonton Institution for Women (Intake)	Multi-Level
<b><i>Pacific</i></b>	
RHQ	Regional Headquarters
Ferndale Institution	Minimum
Kwikwexwelhp Healing Lodge	Minimum
Matsqui Institution ( Intake)	Medium
Mountain Institution	Medium

**Site selection is based on the following factors**

- The Pilot Sites
- Sites that conduct Intake Assessments
- A mix of maximum, medium and minimum level Institutions
- A number of women's facilities

**Evaluation of the Employment and Employability Program**

**Appendix "G"  
Recommendations of Employment Task Force (1998)**

RECOMMENDATION	CURRENT STATUS	PROPOSED ACTION PLAN
<i>Offender Assessment</i>		
1. Employment Interventions and assignments must be part of the Correctional Plan.	Is currently occurring but not to the extent as envisioned in the Task Force. <i>Review of intake assessment identified shortfalls. Recommendations were made.</i>	To be incorporated into the Review of Intake Assessment which is currently underway - RACP. <i>Operational Reviews (site audits will verify if Employment interventions and assignments are being put into Correctional Plan.</i>
2. Employment assessment standards should be developed and supplementary employment assessments should be available in all regions.	Existing assessment tools are not comprehensive enough. NHQ apprised of need. ACOP is addressing. When a tool is identified implementation will occur. <i>Review of existing tools is being completed by RD, Pacific Region.</i>	Identification of appropriate assessment tool and presentation to RMC for approval and implementation - RACP Destinations Program examined - unsuitable. Chief Education Edmonton Institution working with CSC Employment Champion on this issue. <i>Assessment of implementation will be made. Drumheller ready to implement as Pilot.</i>
<i>Institutional Employment</i>		
3. Offenders must be fully and productively engaged in their correctional assignments and related activities for a period of 37.5 hrs. per week.	While most institutions have a workweek, which approximates the proposed objectives, institutional cultural and systemic problems significantly reduce the hours an offender is meaningfully occupied.	Regional Work Team Work schedule prepared by NHQ - Submitted to Regional team for comment. <i>Drumheller work to be shared.</i>
4. The CORCAN "Offender Employability Evaluation" should...be implemented nationally in all areas of work employment.	Currently in place, however there is inconsistent application. <i>Being used. 1. Hard copy to file. 2. Electronically to OMS</i>	Confirmation and direction to field followed by monitoring and reporting to RMC - RACP <i>Two RADAR reports developed to be shared with Institutional Reps for input/change.</i>
5. An "On-the-Job Training" or equivalent certification process accredited by appropriate Provincial Ministry of Education or other professional certified bodies should be implemented in all regions.	Current agreement with Concordia College expires Dec. 31/00. <i>Negotiations with Lethbridge and Olds undertaken for replacement.</i>	Identification of replacement and presentation to RMC for approval & implementation - Self-directed work team for Education. Olds college has been looking at doing the same work as Concordia for Agribusiness complete. The Lethbridge Community College is examining the possibility of picking up the remainder of the work profiles. <i>Letter is being sent to Lethbridge Community College for an estimate of using them as a replacement for Concordia.</i>

## Evaluation of the Employment and Employability Program

6.	Grade 12 (or equivalency program) should be the new education norm for CSC.	In place	
7.	The Program Board should be given the responsibility in each Institution to co-ordinate the employment interventions and program delivery.	Programs Boards are currently in place, however there are differences from site to site in the functioning of the Program Board. <i>Some AWCP's are members of team.</i>	Regional approach to be developed - RACP, Dir. Corcan, Special Advisor to DC <i>Will be discussed with Institutional Management, AWCP's EEP Team.</i>
8.	The Induction Training Program provided to managers and work instructors in institutional employment areas should be amended to include a specific correctional intervention component to assist them in fulfilling their reintegration responsibilities.	Managing Offenders in the Workplace is to be delivered within the Region  Target - CORCAN staff 2000/2001 CSC staff by 2003 <i>Corcan complete.</i> <i>Some CSC staff trained.</i>	Training Delivery Plan to be presented to RMC for approval. -RACP Training delivered to CORCAN and CSC staff at Sask. Pen., Stony Mountain, Drumheller, Bowden, EIFW, Rockwood will be completed in April. <i>RACP Director Staff Colleges and Director Corcan will work on schedule of on site delivery of one day training for new staff and three-day training for staff who received induction training in the past.</i>
9.	CSC should increase departmental support for the purchase of CORCAN products/services.	This Region has shown strong support for CORCAN	Institutional Managers to emphasize importance of purchasing from CORCAN. Regional Headquarters, Institutional Services are analyzing purchases and preparing an overview to RMC. <i>RA TIMS is finalizing a query that identifies purchases that were made by product category. This will be reviewed and where product could have been purchased from Corcan Institutions will be notified. (First Report to RMC October)</i>
<i>Employment Programs for Institution and Community</i>			
10.	a) Short-term employability development programs should be developed and/or offered to offenders incarcerated in Institutions as well as those in the community.	Current provider of certification for Skills for Employment program will not be providing this service after 31 Dec. 2000.	<i>Meeting of Community Employment Employability will be held next week. Work site type program to be examined, very costly to implement in this Region. Community Orientation Program exists.</i>
	b) A national Employment and Career Planning Program for Offenders should be developed and offered in the Institution and community.		

## Evaluation of the Employment and Employability Program

<i>Community Employment</i>			
<b>11.</b>	An employment assessment, counselling and job search program should be available in each district.	Currently, Human Resources Canada handles Employment Assessment, Counselling and Job search. It is different in Saskatchewan than in Alberta or Manitoba. <i>Employment Employability Projects are being initiated in each District.</i>	This item will be researched. It will be included in the action plan. <i>Linkages to providers of services to be completed.</i>
<b>12.</b>	The existing community Employment Placement Programs should be evaluated with a view of making such programs available in each district.	Currently there are no Employment Placement Programs in the Districts in the Prairie region.	Initiatives aimed at putting in place Employment Placement Programs in each district will be examined. The Working group on Employability/Employment will include this in their action plan. <i>Meeting of Community Employment Co-ordinators will be held in April.</i>
<b>13.</b>	CORCAN should enhance its role in the community, including the provision of employment assessment; counselling and job search techniques programs and Employment Placement Programs if the above-mentioned evaluation support them.	Corcan has received funding to support the development of initiatives that will assist offenders in finding employment upon release.	Corcan Will fund a resource at RHQ, Alberta North and provide funding for initiatives in each district. This funding will be dependent on the scope of each undertaking.
<b>14.</b>	Each Region must ensure than an appropriate management structure is in place to co-ordinate regional employment interventions.	The Current Structure in the Prairie region is the Regional Director Corcan. Special Advisor to the Deputy Commissioner, and Regional Administrator Correctional Programs.	The activities outlined in this document will be expanded upon and developed into an action plan, which will be used to complete the Employment initiative.

**Appendix "H"**

**Performance indicators of competency**

1. Attendance / Punctuality
2. Full and Active Participation
3. Completion of all assignment
4. Interpersonal relationships
5. Attitude
6. Behaviour
7. Effort
8. Motivation
9. Responsibility
10. Problem Solving
11. Communication Skills
12. Safety Practices



## Appendix "I"

### List of acronyms

ACOP .....	Assistant Commissioner Operation Programs
AWCP .....	Assistant Wardens Correctional Programs
AWMS .....	Assistant Warden Management System
CAAT .....	Canadian Academic Achievement Test
CAPS .....	Career Ability Placement Surveys
COPS .....	Career and Occupational Preference System
COPEs .....	Career Orientation Placement and Evaluation Survey
CEO .....	Chief Executive Officer
CO11 .....	Correctional Officers
COs .....	Correctional Officers
CPPR .....	Correctional Plan Progress Report
CSC .....	Correctional Service Canada
DG .....	Director general
EIFW .....	Edmonton Institution for Woman
EPP .....	Employment and Employability Program
EMIS .....	Employment Management Information System
EXCOM .....	Executive Committee
FTE's .....	Full-time equivalents
HRDC .....	Human Resource Department of Canada
IFMMS .....	Integrated Financial Material Management System
NHQ .....	National Headquarters
NHQMC .....	National Headquarters Management Committee
OMS .....	Offender Management System
OMSR .....	Offender Management System Renewal
Program ID .....	Program identification number
RACP .....	Regional Administrator Correctional Programs
RADAR .....	Reports of Automated Data Applied to Reintegration
RA TIMS .....	Regional Administrator
RD .....	Regional Director
RDCs .....	Regional Deputy Commissioner
RHQ .....	Regional Headquarters
RMC .....	Regional Management Committee
SOA .....	Special Operating Agency
VPI .....	Vocational Preference Inventory
WHIMIS .....	Workplace Hazardous Management Information System

**References**

The Report of the Auditor General, 1997 Chapter 1

The Report of the Auditor General, April 1999

CSC mission and core value statement

Criterion for Vocational Assessment

Forum on Corrections Research, Volume 8 # 1 - Jan 1996

Managing Partners document

Offenders' Intake Assessment document

Offender performance evaluation document

Recommendations of Employment Task Force (1998)