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**NATIONAL ACTION PLAN
ON
ABORIGINAL CORRECTIONS**
(Status Report on Current and Planned
List of Aboriginal Initiatives in CSC)

Prepared by: Aboriginal Issues Branch

Correctional Service Canada

January 2001

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NATIONAL STRATEGY ON ABORIGINAL CORRECTIONS

The Correctional Service of Canada has been developing strategies during the past several years on the current and increasing over-representation of Aboriginal peoples in federal corrections. It is for this reason that the Service has established a corporate priority in increasing the number of Aboriginal offenders safely and successfully reintegrated. CSC's corporate objective is to create partnerships and strategies that enhance the safe, timely reintegration of Aboriginal offenders.

In 1997, the Executive Committee of the Service approved a National Strategy on Aboriginal Corrections, that consists of:

- Strengthened Aboriginal Offender Programming;
- An Enhanced Role of Aboriginal Communities in Corrections;
- Aboriginal Human Resources; and
- Partnerships and Relations.

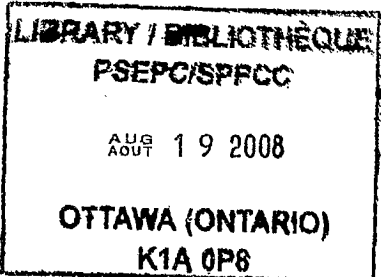
The Executive Committee approved two additional strategic thrusts in 1998. The first required all sectors/branches to contribute initiatives of their own to help the Service achieve the objectives of the National Strategy. The second requires a re-focussing of financial resources to meet the challenges of a growing Aboriginal offender population.

NATIONAL ACTION PLAN ON ABORIGINAL CORRECTIONS

It was determined at the November, 1999 strategic planning meeting of the Executive Committee that a discussion paper be developed to focus attention on the implementation of certain strategic objectives. This report was a step in the establishment of a National Action Plan on Aboriginal Corrections (NAPAC). It was prepared by the Aboriginal Issues (AI) Branch, however, several other branches and sectors, in consultation with the AI branch, take the leadership role on several of these initiatives.

To support the completion of activity required by the (NAPAC) Plan, commitments for the following activities are required:

- A one or two-day session on Aboriginal issues, at least once per year, by Regional Management Committees (can include an Aboriginal awareness session).
- A one-day session per year by the Executive Committee to review plans and priorities and to monitor progress in Aboriginal corrections (can include an Aboriginal Awareness session).
- The development of Regional Action Plans to address the National Action Plan and issues specific to each region.



- The development of a National Action Plan that reflects Regional Action Plans.

The establishment of a continuing mechanism to monitor progress by:

- Recording Regional Aboriginal Advisory bodies' observation of progress.
- A standing report in the minutes of every Regional Management Committee meeting.
- Continuing review of the National Action Plan by the National Aboriginal Advisory Committee.
- Implementation of the Framework on the Enhanced Role of Aboriginal Communities in Corrections.
- Research studies to document progress.
- Aboriginal Issues chapter to be incorporated into the next and following National Capital Accommodation and Operations Planning (NCAOP) cycle.

RESULTS TO DATE

Measurable progress in Aboriginal corrections requires contributions from many people working within the Service. Early results are beginning to appear and are encouraging and include:

- An Aboriginal healing lodge recidivism result of 6% for Aboriginal offenders completing a Healing Lodge program, compared to a national rate of 11% for all offenders in CSC. (*Research Branch, 1998*)
- The proportion of Aboriginal offenders serving their sentence in the community rose from 28.5% in the first quarter of 1998-99 to 33.3% in the second quarter of 2000-01.
- The releases of Aboriginal offenders through Section 84 and 81 of the *CCRA* (Offender Management System (OMS) tracking is now in place, however numbers are still not clarified).
- Four Section 81 *CCRA* agreements have now been signed. Two are currently in final drafting stages; 3 more are in negotiation; and 17 are in preliminary stages of discussion. A chart outlining the status of these agreements and the list of communities is on pages 19-21.

LIST OF ABORIGINAL INITIATIVES IN CSC

	Page
1. Aboriginal Offender Programming (Institutional and Community) (Programs Reintegration Branch and Aboriginal Issues Branch – COP Sector)	5
2. Aboriginal Health Issues (Fetal Alcohol Syndrome/Effects, HIV/AIDS and Traditional Healers) (Health Care Branch – COP Sector)	9
3. Aboriginal Research (Aboriginal Intake Assessment and Aboriginal Offender Data) (Research Branch – CD Sector)	13
4. Aboriginal Healing Lodges (Aboriginal Issues Branch – COP Sector)	16
5. Section 81 and 84 agreements (Aboriginal Issues Branch – COP Sector)	18
6. Aboriginal Human Resources (National Recruitment Strategy, Cross-Cultural Aboriginal Awareness) (PT Sector)	22
7. Aboriginal Elders and Native Liaison Workers (Aboriginal Issues Branch – COP Sector)	24
8. Partnerships (In CSC, Federal, Provincial, International, Aboriginal Advisory Committees, National Aboriginal Organizations) (Aboriginal Issues Branch – COP Sector)	27
9. Aboriginal Gangs and Aboriginal Youth (Aboriginal Issues Branch and Security Branch – COP Sector)	31
10. Aboriginal Women Offenders (WO Sector)	32
11. Specific Aboriginal Groups (Metis, Inuit and Urban) (Aboriginal Issues Branch – COP Sector)	33
12. Supporting Aboriginal Business (Corcan and Employability, Federal/ Aboriginal Procurement Strategy) (Corcan – COP Sector and Finance – CS Sector)	35
13. Aboriginal Restorative Justice (Restorative Justice Unit – CD Sector)	37
14. Human Rights and Aboriginal Offenders (Human Rights Branch – CD Sector)	39

1. ABORIGINAL OFFENDER PROGRAMMING

The *Corrections and Conditional Release Act*, through sections 76 and 80, requires that the Correctional Service provide Aboriginal offenders with culturally appropriate programmes to meet their correctional needs. Currently, most Aboriginal offenders are directed to standard core programmes because Aboriginal alternatives are not available.

Background:

Elders' services Native liaison services and the operation of Native Brotherhood groups are long-established options for Aboriginal inmates. Over the years, programming initiatives have been made locally available from time-to-time. Those initiatives were well received by the inmates, as is the addiction treatment program, which is the only Aboriginal offender treatment currently available on a national basis.

Current and Planned Actions:

The Service's plan for the development and implementation of Aboriginal offender programmes has the following features:

Aboriginal Orientation Program:

Self-identified Aboriginal offenders will participate in a structured assessment/orientation before the standard intake assessment. The purpose of the Aboriginal assessment/orientation is to determine cultural and criminogenic needs and to educate offenders about corrections, Aboriginal heritage, and healing opportunities. During this orientation, Aboriginal offenders will learn to identify their criminogenic needs and also methods to facilitate intake and correctional planning. Aboriginal staff will conduct the intake/orientation. Current plans involve 10 sessions delivered over a two-week period to either groups or individuals (depending on intake demands). A final report summarising the identified cultural needs and recommendations will be produced. This orientation is currently being developed.

Offender Intake:

Following the Aboriginal orientation, self-identified Aboriginal offenders will complete the standard Offender Intake Assessment. The correctional plan will be augmented by, and sensitised to, the recommendations of the Aboriginal orientation.

Aboriginal Healing Program (National Core Aboriginal Program):

An Aboriginal healing program will be developed and delivered by Aboriginal staff for all self-identified Aboriginal offenders. This program will be available in the institutions and in the community. Program participation will be identified in correctional planning, but will be voluntary. The purpose of the program is to identify and encourage traditional cultural methods of living in balance. The programs will reflect regional and cultural differences.

Aboriginal Core Programs:

The Correctional Service will encourage and support the development and implementation of a menu of reintegration programs that will be delivered to Aboriginal offenders.

The menu of Aboriginal core Programs will target the criminogenic needs of Aboriginal offenders. Intensive services will be delivered to higher risk offenders. Aboriginal core Programs will address the factors that contribute to criminal behaviour. They will effectively serve as more culturally appropriate alternative to the reintegration programs currently being offered by CSC (Substance abuse, violence prevention, family violence, sex offenders). The programs will reflect regional and cultural differences.

Reintegration programs will formally identify the compatible relationship between core programs and Aboriginal Core Programs. I.e., for violent offenders correctional planning will offer the Aboriginal offender an informed choice between the 'Violence Prevention Program' and the 'In Search of your Warrior' program. CSC will document that the two programs are compatible and completing one is the same as completing the other. Decision-makers will be informed of program compatibility.

Guiding principles for the Aboriginal Program Strategy:

Aboriginal Programs will address the prevention of criminal conduct.

Aboriginal Core Programs will be developed by Aboriginal people who have recognized expertise in effective correctional service and traditional cultural healing.

Aboriginal Core Programs will meet the same exacting standards as non-Aboriginal Core Programs.

When external partners are collaborating in the development of programs it will be done in partnership (shared ownership with CSC).

Aboriginal Core program development and selection will be guided by a set of program standards that include (but are not limited to).

- Aboriginal Core Programs shall include the means by which the program and participants can be evaluated so as to determine what, if anything, is changed, developed or modified. When appropriate, the methods used to evaluate Aboriginal programs will be shared with compatible core (non-Aboriginal) programs.
- Aboriginal Core Program shall be well-managed, with appropriate consideration given to staff awareness, program integrity, quality control, and performance measurement.
- Staff delivering Aboriginal Core Programs shall be well trained on what they are providing and shall have the demonstrated ability to impart the knowledge and skills the program aims to teach.
- Aboriginal Core Programs will be accredited on a set of standards identified by recognized experts within the Aboriginal community.
- Program delivery sites shall be accredited on the basis of compliance with standards that will be developed for each program area.

A base budget for Aboriginal correctional treatment programs is also being established and designated for separate financial management.

Call for tenders/proposals are underway for a variety of these Aboriginal program developments.

CSC must also consider the development of base programs budget to be designated as bridge funding for the development and implementation of Aboriginal correctional treatment programs.

ABORIGINAL COMMUNITY PROGRAMS:

CSC has developed funding guidelines to accept proposals for the review of programs for offenders that can be taken into the Aboriginal communities. In addition, there may be a further need for additional Aboriginal halfway houses.

Background:

CSC as part of its new community correctional strategy, will be enhancing its Aboriginal community correctional capacity development efforts to substantially increase the number of Aboriginal low risk offenders who can be released, and maintained safely, in community settings. CSC is committed to strengthening the correctional abilities of Aboriginal communities and to assist in providing funds through its Grants program so communities can provide a full range of correctional/healing services in a community environment.

Current and Planned Actions:

CSC will be undertaking an examination of community services currently available for returning Aboriginal male and female offenders. Included will be a review of the services being offered by Aboriginal CRF's to determine if there are any specific issues which needs to be addressed to improve services to Aboriginal offenders.

CSC will be considering the development of a Treasury Board submission for a continuation of Elders and community-liaison services to assist offenders in making the transition from the institution into the community.

2. ABORIGINAL HEALTH ISSUES

Aboriginal Peoples are significantly over-represented in almost every area of health status compared to any other group in Canada. Specific health issues prevalent among Aboriginal people include diabetes, HIV/AIDS, FAS/E, tuberculosis, hepatitis, smoking, and substance abuse.

The negative patterns of health status that exist in the Aboriginal community are also likely prevalent within federal institutions. A concerted focus on examining these health issues for Aboriginal offenders is required.

Background:

The Health Services Branch recently concluded its Health Services Task Force report which points to key issues they wish to target. The recommendations of this Task Force are global in nature and do not include a specific Aboriginal health issues agenda.

Current and Planned Actions:

The Aboriginal Issues Branch will work with Health Services to begin a process of developing a more comprehensive and inclusive strategy to address Aboriginal health care issues in federal corrections.

CSC should also consider creating a position for a full-time Aboriginal person to co-ordinate the development of an Aboriginal Offender Health strategy in federal corrections.

FETAL ALCOHOL SYNDROME/EFFECTS:

Fetal Alcohol Syndrome / Effects is a serious subject underpinning many of the offender management care, custody and reintegration issues that CSC currently addresses.

Background:

The Research Branch of CSC carried out a literature review on FAS/E and its impact on corrections, which offered some suggestions to CSC for next steps.

The Addictions Research Division also initiated a three-prong research plan to examine: a) assessment of adult offenders to confirm FAS/E, b) estimates of prevalence rates of FAS/E, and; c) modification of programs.

Several indicators reveal that there are disproportionate numbers of Aboriginal offenders affected with FAS/E.

In May 2000, a National Headquarters Working Group on FAS/E was formally established with co-chairs from the Health Services and Aboriginal Issues Branches. The Working Group has drafted a Terms of Reference which involves a wide scope of representatives within CSC.

Current and Planned Actions:

A Memorandum of Understanding is being prepared and will be signed between CSC and Health Canada on an Aboriginal FAS/E in Corrections project. A total working budget of \$240K was proposed over 2 years and will be focused on conducting a national environmental scan, hosting a national roundtable on FAS/E and corrections, and hiring a Team Co-ordinator to ensure this initiative gains and maintains momentum.

As well, a submission for NHQMC to seek their support for a short range plan (including resource requirements) and preparations for a longer-term strategy have begun.

The internal NHQ Working Group on FAS/E will be ensuring its recommended actions reflect long-term approaches and solutions in partnership with Aboriginal communities, other government departments, and appropriate agencies and adequate resources are attributed.

HIV/AIDS AND ABORIGINAL OFFENDERS:

HIV/AIDS is a serious threat to the health of Aboriginal people in Canada. Despite efforts undertaken during the National AIDS Strategy to prevent the spread of HIV/AIDS, the number of AIDS cases among Aboriginal people rose steadily over the past decade. Approximately 17 - 26% of new HIV infections in Canada are occurring among Aboriginal people.

Background:

In April 1998, the Aboriginal Issues and Health Services Branches of the CSC organized a National Aboriginal and HIV/AIDS Strategy Roundtable. Representatives from various National Aboriginal AIDS service organizations, Health Canada, and CSC attended this forum and produced a draft document entitled, Strategy and Actions for Aboriginal People and HIV/AIDS in Corrections (1998-2003). A second Roundtable was convened in June 2000 to review our efforts. This second Roundtable produced steps to update the Aboriginal AIDS/HIV Strategy, create an Action Plan, and form an Aboriginal Action Committee to ensure positive momentum for this initiative. A total of \$110K annually was allotted to the Aboriginal Action Committee to implement its Action Plan and to prepare for development of a more comprehensive Strategy.

Current and Planned Actions:

CSC has hired an Aboriginal HIV/AIDS Co-ordinator who is preparing a national report (Environmental scan) on the issue of Aboriginal offenders and HIV/AIDS in federal corrections.

The Aboriginal Action Committee established on Aboriginal People and HIV/AIDS in Corrections will serve as an ongoing forum to address the specific needs of Aboriginal offenders and to support the implementation of a revised Strategy for Aboriginal People and HIV/AIDS in Corrections.

The Aboriginal Action Committee has met for a second time and its Action Plan has been updated. Work continues to instil an Aboriginal approach to HIV/AIDS issues in federal corrections. Appropriate steps are being determined for the completion of an Aboriginal HIV/AIDS Peer-Counselling manual.

Plans are also being considered to develop a comprehensive, Universal Resource Kit for use in federal correctional facilities for training and education on HIV/AIDS issues.

ABORIGINAL AGING OFFENDERS:

There is a need to ensure that the needs of ageing Aboriginal offenders are addressed in a culturally sensitive manner.

Current and Planned Actions:

The Service has established a division to address the needs of ageing offenders and research support has been arranged to assist the work of the group.

The Aboriginal Issues Branch will be working with the Ageing Offender Branch to ensure that all research, including data summaries, conducted in support of the development of programmes and services for ageing offenders treat Aboriginal offenders as a distinct group. That all initiatives launched in respect of ageing offenders clearly set out provisions for ageing Aboriginal offenders unless it is demonstrated that the needs of the latter are not different from those of the general ageing offender population.

ABORIGINAL TRADITIONAL HEALERS:

CSC has had a long-standing tradition of accessing and benefiting from the gifts offered by the Elders. The Elders have worked in partnership with correctional staff and professional staff, including psychologists. It is now time to consider the

benefits that can be achieved by utilizing traditional healers, who can work alongside and in partnership with CSC medical staff.

Background:

Utilizing the gifts of traditional healers with Aboriginal peoples is not something new for the federal government. The Non-Insured Health Benefits Program of Health Canada covers non-insured medical services for Status Indians including financial costs for access to traditional healers.

Initial discussions with Aboriginal Elders on this topic revealed a range of issues that must be carefully considered by CSC. The recommended approach by the Elders is for CSC to move cautiously and carefully on this issue, especially as it pertains to spiritual elements of the process. There is greater flexibility for CSC to move on contracting Traditional Healer services for those who utilize traditional medicines only. This particular skill and knowledge deals solely with the provision of herbs, roots, and other sacred medicines as opposed to "doctoring" by other means and attending to the *spiritual* ailments of individuals. Much understanding and trust will need to be built between the Aboriginal community and CSC structures before clear policy is developed and implemented. Dr. Peggy Koopman completed a paper on "Elder and Psychologists: A Therapeutic Working Team in Prisons", that would be a good background document.

Current and Planned Actions:

A gathering of Elders is being planned in February, 2001; this will allow for Elders from across Canada to convene on this very important issue. They will decide how and whether CSC has any prerogative to utilize their medicines in its institutions.

The Aboriginal Issues Branch will continue the process of consultation with Aboriginal Elders and the Health Services Branch for the appropriate development of a policy on Traditional Healer services to Aboriginal offenders.

CSC will also be revising and reprinting the "Native Spirituality Kit" and will review this item at the gathering in February.

3. ABORIGINAL RESEARCH

Research support is necessary for the development of programs and services that address the needs of Aboriginal offenders. The 1997 *Aboriginal Offender Survey: Case Files & Interview Sample*, published by the Research Branch, presented information about corrections from the perspective of Aboriginal offenders. Almost without exception, extant research and evaluation documents appear to make the assumption that Aboriginal offenders are no different from the general offender population. Current and future research initiatives will expand and amplify information captured by the *Survey*. They include:

Research Underway:

- A literature search to examine issues associated with the over-representation of Aboriginal people in the corrections system;
- The Effect of Family Attachment/Disruption on Aboriginal Inmates Study with the Assembly of First Nations, Justice Canada, DIAND, and Native Counselling Services of Alberta;
- Dynamic Factors Among Aboriginal Inmates study;
- Comparison of Aboriginal and Non-Aboriginal Sexual Offenders by the Native Clan Organization;
- International Comparison of Healing and Reintegration Approaches among Aboriginal Female Inmates with the the University of Saskatchewan, Department of Sociology;
- Urban Section 81 Facility for Métis Offenders in Winnipeg- Needs Assessment;
- Metis Services for Winnipeg area Offenders;
- Validity of Community Reintegration Assessments for Aboriginal Offenders with Amiskou Group; and
- Aboriginal Offender Post-Release Successes with the Nechi Institute.

Planned Research:

- Differences in Parole Decision Among Aboriginal Offenders with High Reintegration;
- Evaluation of Stan Daniel Healing Centre with the Native Counselling Service of Alberta; and
- The Construct of Psychopathy among Aboriginal People.

Other Aboriginal Research Projects:

- Security Classification and Aboriginal Women
- Aboriginal Youth Affiliated with Gangs.
- Identification and Assessment of Offenders with Fetal Alcohol Syndrome (FAS);

- Incidence of Fetal Alcohol Syndrome (FAS) in Federal Penitentiaries; and
- Aboriginal Substance Abuse Program development.

Current and Planned Actions:

The Research Branch is continuing its practice of conducting a periodic Aboriginal Research Forum as an aid in identifying Aboriginal corrections research issues. It is anticipated that the 4th annual Aboriginal Research Meeting will be held in March, 2001.

The development of a culturally sensitive assessment system for Aboriginal offenders remains at the forefront of research initiatives (including psychological, risk, intake and programming).

Assurances are made to treat male and female Aboriginal offenders as separate cohorts for the purpose of formulating the research questions, data collection and analyses.

ABORIGINAL OFFENDER DATA:

A need for a system of measuring the effects of Aboriginal offender program and service development has been identified.

Background:

The Correctional Service is committed to expanding and improving correctional programs and services for Aboriginal offenders; consequently, it is important to employ reasonable measures of success. Sets of measures have been used previously, such as during the period when the Executive Committee required periodic reports on the effects of implementing the recommendations of the Task Force on Aboriginal Peoples in Federal Corrections, but no set has been used with any consistency.

A standard set of measures would be useful in tracking the effects of program and service enhancements over time. The *ad hoc* methods presently employed do not permit useful comparisons. For example, the term *offender* is ambiguous in some documents because it sometimes it appears to be a synonym for *inmate* and other times to represent a composite of inmates and conditionally released offenders.

Current and Planned Actions:

The Aboriginal Issues Branch will be working with the Offender Management Systems Branch and Performance Assurance Sector to:

Ensure that the Service adopts a set of measures of correctional effectiveness (such as the following), each to be represented in regional and national values and compared to comparable measures for the non-Aboriginal offender population. Thus two tracks of data will be generated; one displaying absolute change within the Aboriginal offender population and the other displaying performance differences between the Aboriginal and non-Aboriginal offender populations.

Proposed Measures include:

1. Number and ratio of enrolments and completions in core Aboriginal and standard correctional treatment programs.
2. Proportion of incarcerated, as opposed to conditionally released, Aboriginal offenders.
3. The full parole waiver rates of Aboriginal and non-Aboriginal offenders.
4. Proportions of Aboriginal and non-Aboriginal inmates receiving unescorted temporary absences.
5. Proportions of Aboriginal and non-Aboriginal inmates receiving day parole, full parole and statutory release.
6. The full parole postponement rates of Aboriginal and non-Aboriginal offenders.
7. Proportions of Aboriginal and non-Aboriginal offenders who are detained.
8. The suspension rates for Aboriginal and non-Aboriginal offenders on day parole, full parole and statutory release.
9. Release data in relation to parole eligibility.

In addition, that an agreed upon set of data be regularly reported in *CSC Corporate Results*.

4. ABORIGINAL HEALING LODGES

CSC is in need of further development of its Aboriginal community residential capacity. CSC believes that this issue can be effectively addressed through the establishment of new healing lodges and has received start-up funds (\$11.88 million over the next four years) to develop additional Healing Lodges.

CSC is also carrying out Section 81 discussions with various Aboriginal communities for the operation of existing CSC healing lodges.

Background:

Healing Lodges have been operating in the Samson Cree and Nikaneet communities for approximately 5 years. New lodges have been approved and are underway in the O-chi-chak-o-sipi First Nation in Manitoba and Beardy's Okemasis First Nation in Saskatchewan. Five federal beds have also been operating under a Section 81 agreement with the Prince Albert federal/provincial offender facility in Wahpeton. CSC has also signed a Section 81 agreement with Native Counselling Services of Alberta for the operation of Stan Daniels Healing Centre. Further to this, Elbow Lake institution has been in a conversion stage to a Healing Lodge as well. A recent review of recidivism rates at Ochimaw Ohci, Pe Sakastew and Elbow Lake indicated a 6% recidivism rate for Aboriginal offenders who completed the program, compared to a national rate of 11% for all offenders.

Current and Planned Actions:

CSC will be funding the development of a minimum of 6 additional lodges, which will focus on providing appropriate safe reintegration residences for low-risk offenders prior to conditional release.

A National Meeting of current and developing Healing Lodges was held in December and an action plan was developed to:

1. Establish working groups to more closely examine the following issues of:
 - Standards development;
 - Aboriginal programming;
 - Aboriginal employment/staff issues;
 - Offender recruitment issues; and
 - A professional association.

2. Organize a second gathering (workshop) in Saskatoon, in the spring of 2001 to follow up with a larger group and establish strategies as a follow up to the working groups.

The Aboriginal Issues Branch is working with Operational Planning on Standards Development and financing criteria for the current and developing lodges; with Programs and Reintegration to ensuring a spectrum of Aboriginal programs are available for Healing Lodge residents; and with Personnel to ensure CSC Healing Lodges are fully staffed with Aboriginal people.

In addition, CSC in consultation with the Aboriginal community, and through the Aboriginal Healing Lodge representatives will continue to work at establishing principles governing the operation of Aboriginal Healing Lodges. This will include the development of designations such as "a Healing Lodge; Healing Centre; Healing Village; and Institution/Unit with a healing focus"

CSC – NHQ will also continue to maintain regular reports from the Aboriginal Healing Lodge activity and issues on their various activities and issues.

A national process will be carried out to ensure that CSC regions work with Aboriginal communities towards the identification of Healing lodge developments.

5. SECTION 81 AND 84 AGREEMENTS

The Corrections and Conditional Release Act providing authority for CSC to work with Aboriginal communities in transferring components of corrections has been in place for several years. Although some progress has recently been made in this area, with the increase in the Aboriginal offender population, it is imperative that increased strategy efforts be made to utilize these CCRA provisions to their fullest potential.

Background:

The Framework on the Enhanced Role of Aboriginal Communities in Corrections was approved in March of 1999. Since this time, the Service has signed three Section 81 agreements and has commenced discussion with several other Aboriginal communities. Further, Section 84 releases are increasing and being utilized on a more consistent basis.

Current and Planned Actions:

A policy and procedures manual is being written at NHQ and with the Prairie Region to provide negotiators, CSC officials, Aboriginal communities and Aboriginal offenders with some tools to guide these developments.

Staffing actions are underway to hire Aboriginal Community Development Officers in each region to carry out activities under this file.

To date, the Section 81 developments that have taken place in the majority of cases are facility-based; therefore, CSC will be focussing attention on developing non-facility, community-based Section 81 Agreements.

Regions will develop inventories or assemble information on Aboriginal communities in their Regions taking into account other negotiations with Federal and Provincial departments.

Regions will also develop a profile or descriptions of their Aboriginal offender population and in particular those who will soon require Aboriginal community services. This should be done to gain some understanding of where the region wants to take their regional strategic plans as it pertains to *Enhancing the Role of Aboriginal Communities in Federal Corrections*.

CSC will work towards increasing the levels of ETAs and UTAs of Aboriginal offenders to Aboriginal communities with specific institutional strategies to accomplish this.

The Aboriginal Community Development officers working on Section 84, will work towards increasing their numbers of Section 84 developments and ensure that all cases are reported in OMS.

The Aboriginal Issues Branch will begin tracking Section 81 and 84 developments and offenders and ensure that Performance Assurance incorporates regular corporate reporting on these results.

CSC will be conducting a review of recidivism amongst Aboriginal offenders who have participated in the Section 81 and 84 process in 2001.

CSC will also be reviewing the post release planning for release under Section 84 to ensure that communities are involved from intake to parole release. This review will examine what are the current practises with the view to building on the successful practises.

Implementation of the evaluation process of the Aboriginal Community Corrections Evaluation Framework will get underway in 2001.

Finally, the Aboriginal Issues Branch will be working with the Women Offender Sector to develop an Aboriginal Women offender's community corrections strategy in 2001, as well.

Information kits on the Enhanced Role of Aboriginal Communities in Corrections are available from the Aboriginal Issues Branch.

The following is a status report on current Section 81 discussions:

Aboriginal Group	Signed	In CSC for sign off	In Final Drafting Stages	In Negotiation	Preliminary Stages	Number of Beds/ Spaces
Pacific Region: Cowichan Tribes				√		Fifteen
Chehalis First Nation (conversion of Elbow Lake inst.)					√	T.B.D.
Prairies Region: P.A. Grand Council, Sask. (Wahpeton Healing Lodge)	√					Thirty Five beds (CSC 5 beds, Province 30 beds)
Stan Daniels (Native Counselling Services of Alta)	√					Seventy-Eight Beds

Alexis First Nation, Alberta (non-facility)	√					Up to 5 spaces
Ojibways of Crane River, Man. (Ochichakosipi First Nation)	√					Twenty-four
Samson Cree First Nation, Alta. (Pe Sakastew Center)				√		Sixty beds (40 inmates, 20 day parole)
Nikaneet First Nation, Sask. (Okimaw Ohci Healing Lodge)				√		Twenty-nine (women)
Southern Alberta Tribes (incl. Morningstar Society and T'suu T'ina)					√	T.B.D.
Saddle Lake Tribal Council, Alta.					√	T.B.D.
Métis Nation of Alberta Native Clan Organization, Manitoba					√	T.B.D.
Manitoba Metis Federation			√			Up to 35 beds
Manitoba Metis Federation					√	T.B.D.
Ochapawace First Nation, Sask.					√	T.B.D.
Beardy's and Okemasis First Nation, Sask. (Willow Cree Healing Lodge)					√	Forty beds
Kakhewistiha w First Nation, Sask.					√	T.B.D.
Ontario Region: Akwesasne Mohawk Nation					√	T.B.D.
Six Nations of Grande River					√	T.B.D.
Quebec Region: Waseskun		√				10-15 beds T.B.D.

Maliotenam, Sept-Iles					√	T.B.D.
Atlantic Region: St-Mary's First Nation, N.B.					√	T.B.D.
Four Directions, N.B.					√	T.B.D.
Mother Earth Healing Lodge, N.B.					√	T.B.D.
Tobique First Nation, N.B.					√	T.B.D.
Big Cove First Nation, N.B.					√	T.B.D.

FRAMEWORK ON THE EVALUATION OF ABORIGINAL COMMUNITY CORRECTIONS:

There is a need to ensure that the strategies developed to enhance the role of Aboriginal communities in corrections is in fact increasing and enhancing the safe, timely reintegration of Aboriginal offenders. In order to accomplish this, CSC developed a Framework on the Evaluation of Aboriginal Community Corrections.

Background:

A committee was formed with the Aboriginal Issues Branch, Performance Assurance Sector and a majority representation from the Aboriginal community to develop a Framework for Evaluation of the Enhanced Role of Aboriginal Communities in Corrections. A final report outlined specific deliverable and outcomes.

Current and Planned Actions:

Section 81 agreements will now be evaluated within the principles of the Framework on Evaluation and references within the Evaluation will guide further negotiations/agreements.

This will continue to be carried out jointly by the Aboriginal Issues Branch and Performance Assurance, starting in 2001.

The Framework for Evaluation of the Enhanced Role of Aboriginal Communities in Corrections is available from the Aboriginal Issues Branch or Performance Assurance Sector.

6. ABORIGINAL HUMAN RESOURCES

NATIONAL ABORIGINAL RECRUITMENT STRATEGY:

Given that within the institutions Aboriginal offenders comprise approximately 17% of the overall inmate population, out of a national population of approximately 3%; it was deemed necessary to create an Aboriginal personnel/employment strategy that is based on the population it serves.

Background:

The Aboriginal Issues Branch worked with the Human Resources Sector to develop a National Aboriginal Recruitment Strategy.

The Strategy includes national and regional occupational recruitment benchmarks and goals for the *recruitment* and *distribution* of Aboriginal employees within CSC's diverse occupational categories, groups and levels. The National Recruitment Strategy identifies the *designation of indeterminate positions* set at a national rate of 14% for CX officers and WPs; 10% for Managerial levels; and 3.5% for Executive levels. The designation of indeterminate positions is further identified and broken down by Region. The Strategy also includes the establishment of a National Aboriginal Recruitment Team and several additional strategies to increase the numbers of Aboriginal employees in CSC.

Current and Planned Actions:

EXCOM approval for the major elements of the strategy was provided on December 6th, 2000. Further funding identification and communications activities will be launched in the New Year.

CROSS-CULTURAL ABORIGINAL AWARENESS TRAINING:

There is a need to educate and sensitize CSC staff to Aboriginal cultures overall so that they are better prepared to deal with operational and program issues when they arise.

Background:

The Aboriginal Issues Branch will sponsor a number of armchair discussions/brown bag lunches throughout the year. These events will focus on a diversity of topics pertaining to Aboriginal culture and the work of Elders. Of special note will be the organization of National Aboriginal Awareness Week and National Aboriginal Day. Elders, experts and CSC staff will be called upon from

time to time to speak about Aboriginal offender programs and issues which surface within the institutions.

National Aboriginal Awareness Week: This week is normally held during the third week of May and profiles employment and cultural issues of Aboriginal people within the federal government. At CSC, a working group will be convened to plan activities which highlight issues pertaining to Aboriginal offenders and employees.

National Aboriginal Solidarity Day: This day, June 21st, has become a nationally recognized day for Aboriginal people to celebrate their ancestry and distinct cultural heritage within the Canadian mosaic. It originated after the OKA Crisis of 1990, and has since evolved into a day to celebrate/honour the many Aboriginal cultures in Canada.

Current and Planned Actions:

A planning committee will be organized in the near future to begin planning these events for the 2001 program year.

The Correctional Management Learning Center: The Aboriginal Issues Branch will provide this center with support in developing Aboriginal specific learning components to existing courses or to new developments. The CTP training provides from half a day to a day of Aboriginal teachings; and this session is developed by regional trainers. Where requested the Aboriginal Issues branch will provide support to these training programs.

Cross-cultural initiatives will be targeted at all levels and regions.

7. ABORIGINAL ELDERS AND NATIVE LIAISON WORKERS

ABORIGINAL ELDERS:

There is a need to ensure that Aboriginal Elders are treated with respect and that the work they do is recognized throughout the Service. In addition, currently there is non-compliance with the CCRA legislation, which requires that Elders be treated equally to Chaplains.

Background:

The Correctional Service Canada (CSC) recognizes that the important work of Elders have paved the way for the development of a positive Aboriginal healing environment; affecting all sectors of the Service. With this growing appreciation and positive influence the Elders have on offender groups, the Service is committed to this trend being enhanced and continued. Although their success is recognized, decision-makers have been expressing regret that no reliable means have been found to assess the real influences on individual inmates. This situation comes about, in part, because Elders generally do not submit written reports of their activities, nor should they be pressured do to so. Resolutions to this issue are being sought.

Current and Planned Actions:

The National Aboriginal Advisory Committee, CSC staff and Regional Elders Aboriginal Issues will be reviewing the revisions to CDs to ensure that the needs of Elders are addressed as stated in the Corrections and Conditional Release Act prior to further consultations. Further to this the various issues will be examined and projects will be created to examine what else needs to be done.

All regions will explore with the Elders working in CSC ways and means to address Elder reporting in case management and that a discussion paper be co-ordinated by NHQ based on the Elder Assessment tools developed by Prairies and Pacific Regions for effective strategies to be employed to address the issue.

The *CCRA* confers the status of Chaplains on Elders; however, the roles of Chaplains and Elders are not identical. For example, the trend has been to have Elders play a more prominent role in Aboriginal offender treatment programs, with program facilitation, therapeutic interventions, and with psychologists. Their time is extremely valuable and resources are limited. Because of this situation, the distribution of Elders in institutions is under review to assess Elder resource requirements.

All regions will assess and ensure that current Elder/offender ratio standards are adhered to and that an inventory of available Elders in the region be maintained. NHQ will work with regions to ensure that adequate financial standards are established according to resources received.

CSC will carefully consult the Elders to determine whether there is a consensus for the current approach.

All regions will review the remuneration paid to Elders to ensure that it is consistent with the same pay scale provided to Chaplains. An Elder may spend more time in an institution depending on the numbers of offenders and specific needs and requirements of the institutions.

CSC will work toward the development of a national fixed rate for Elders services, and when Chaplaincy services acquire additional resources for pay increases, that Elders' rates also be considered.

In the spring of 2001, the Aboriginal Issues Branch will convene an Elders working group to follow up on this process of addressing these issues.

NATIVE LIAISON WORKERS:

The employment of Native Liaison Workers (NLW's) poses a national issue. NLWs need to be paid consistently for the performance of equal work across the country. In some areas NLWs provide excellent support to Elders and program personnel, whereas in other areas, some travel extensively between institutions and others do not have access to office computers. These issues will need to be addressed in the New Year.

In addition, commitment was provided by CSC to ensure training would be made available to NLW's.

Background:

Generally, the services of Native Liaison Workers (NLW's) are acquired through contracts with Aboriginal agencies or directly with individuals. Published national guidelines identify their duties and set the ratio of NLW's to Aboriginal inmates at 1:50. New financial standards are considering that this number is maintained, with an adjustment of 1:25 in those regions where the inmate numbers are lower, and due to geography more travel is required.

Current and Planned Actions:

Planning for a training conference for NLW's working in CSC is underway. At this training, time will be allotted for discussion on employment issues.

In addition, CD 702 on Aboriginal Programming will be reviewed at the January, 2001 Policy Workshop and will include a section on NLW's.

The Aboriginal Issues Branch will also be tabling a request to regions to review the current roles of NLW's and to clarify their present responsibilities.

8. PARTNERSHIPS

WITHIN CSC: NHQ Resource Group and NHQ/RHQ Committee on Aboriginal Issues:

The issues surrounding Aboriginal peoples, offenders and communities in CSC require a multi-faceted, Service-wide approach that involves several sectors, branches and all regions. The 1999 Strategic Planning Conference of EXCOM supported this approach. It is for this reason, that the Aboriginal Issues Branch is involved in all activities related to Aboriginal peoples, offenders and communities, however may not always take the lead on them. Often, the Aboriginal Issues Branch works on developing initiatives and strategies related to Aboriginal offenders and the other branches/sectors then manage the initiative within their priorities.

It is therefore important that partners within the Service are a fundamental means to carrying out the National Strategy on Aboriginal Corrections.

The Aboriginal Issues Branch co-ordinates quarterly meetings at National Headquarters of officials within CSC, working on Aboriginal files. This initiative is entitled the NHQ Resource Group. Presentations are provided on various files, information is shared, etc.

The Aboriginal Issues Branch also co-ordinates meetings of the Regional Administrators of Aboriginal Issues with the regions.

Current and Planned Actions:

Next NHQ Resource Meeting and meeting with RA's are both in January, 2001.

FEDERAL - INTER-DEPARTMENTAL RELATIONS:

The Aboriginal Issues Branch participates in a variety of federal, inter-departmental committees on Aboriginal affairs. A key message from CSC is to provide an overview of Aboriginal offenders in Canada and ensure that interventions are made with other departments to stem the tide of Aboriginal incarceration. In addition, CSC works with other departments on joint initiatives and projects, such as with Health Canada and Indian Affairs.

Current and Planned Actions:

CSC Regions will also become directly involved in regional inter-departmental working groups on Aboriginal Affairs to begin discussions with other federal departments to achieve mutual goals by possibly integrating mandates through joint initiatives or joint support.

CSC will continue to make other departments aware of the federal rates of Aboriginal incarceration, Aboriginal federal offender characteristics and opportunities to work more closely.

PROVINCIAL - FED/PROV MEMORANDUMS OF UNDERSTANDING AND SUB-COMMITTEE TO THE HEADS OF CORRECTIONS

The Inter-governmental Affairs Branch are in discussions with 5 provinces and territories to enter in Memorandums of Understanding, all of which include Aboriginal corrections and the concerns regarding over-representation. These include Nunavut, N.W.T., Manitoba, Alberta and Saskatchewan.

The Heads of Corrections is a federal provincial body comprised of the Deputy Heads of Corrections for each province and the Commissioner of Correctional Service of Canada. The Aboriginal Issues Director General chairs a sub-committee on Aboriginal Issues which reports to this larger committee. To date the Sub-Committee has had three conference calls, one meeting and has produced a National Overview Report of Services, Programs and Issues pertaining to Aboriginal Correctional Services.

Current and Planned Actions:

This sub-committee will be recalled for the new program year. Aboriginal Issues staff will continue to organize these meetings for the discussion of federal and provincial issues pertaining to Aboriginal offender programs and reintegration initiatives.

CSC will consider developing a travel budget for participants and continue to chair the Heads of Corrections (HOC) Sub-Committee on Aboriginal Corrections in order to make regular reports to the HOC.

National Overview Report of Services, Programs and Issues on Aboriginal Corrections developed by the Sub-Committee on Aboriginal Issues to the Heads of Corrections available from the Aboriginal Issues Branch.

INTERNATIONAL - PARTICIPATION ON THE ICPA SUB-COMMITTEE ON INDIGENOUS ISSUES

CSC, with the International Corrections and Prison Association (ICPA) and the Sto:lo Nation held an International Forum on Indigenous Corrections, in Vancouver, March 1998 with representation from several parts of the world.

Proceedings have been published. The outcome of this meeting was that the IICPA establish and co-ordinate an Indigenous sub-committee.

Current and Planned Actions:

The Sub-Committee has been established with a chairperson from Australia. This group will arrange a second international conference in Australia.

CSC, Aboriginal Issues Branch will continue their involvement in the International Corrections and Prisons Association Indigenous Corrections chapter.

International Forum on Indigenous Corrections Report available from the Aboriginal Issues Branch.

ABORIGINAL - NATIONAL ABORIGINAL ADVISORY COMMITTEE

The *Corrections and Conditional Release Act* requires that CSC maintain a National Aboriginal Advisory Committee. Commissioner's Directive 702 – Aboriginal Offenders – requires that regions also maintain Aboriginal Advisory bodies to provide advice on the provision of correctional services to Aboriginal offenders. The Parliamentary Sub-Committee on the CCRA recommended in May 2000 that the Regional bodies also be incorporated into the legislation. The *current Act* requires that the National and Regional Committees "consult regularly with Aboriginal communities and other appropriate persons with knowledge of Aboriginal matters".

The National Committee has been reconstituted to include the chairpersons of the Regional Committees, regional Elders, a representative of the National Parole Board and the Director General, Aboriginal Issues.

To be fully effective, the National Committee requires input from Regional Committees that fulfil their statutory obligation in respect of consulting with Aboriginal communities and appropriately knowledgeable persons. To that end, a proportion of the National Committee's agenda should be devoted to issues that are referred by the Regional Committee and sponsored by regional representatives who are familiar with the results of regional consultations.

Current and Planned Actions:

The most recent meeting of the NAAC was held in December, 2000. Meetings will be arranged on a bi-annual basis or additional meetings may be scheduled, as required.

NHQ will be working with Regions to ensure compliance with the statutory mandate of consulting with a Regional Aboriginal Advisory Committee.

The newly reconstituted National Aboriginal Advisory Committee will examine and offer recommendations on this National Action Plan on Aboriginal Corrections with next meeting planned in the Quebec region for March, 2001.

ABORIGINAL - NATIONAL ABORIGINAL ORGANIZATIONS:

Federal government departments have been implementing community-based initiatives with First Nations, Metis, Inuit and off-reserve Indians for many years. These initiatives have allowed for the negotiation of control over certain aspects of federal government responsibility outside the ambit of self-government constitutional talks. Although these discussions have produced significant progress in the shifting of governmental responsibility to Aboriginal communities, many initiatives have been hampered by cross-jurisdictional difficulties.

Further, establishing a new relationship with Aboriginal peoples requires effective relations, both in the longer term transitional phase, as Aboriginal communities begin to negotiate and begin to exercise self-governing powers, and in the short term, in the creation of initiatives that will precede self-government structures i.e.: section 81 agreements. This longer term transitional phase is necessary for Aboriginal communities, both urban and rural, to avoid the constraints that department's face, based on jurisdictional and constitutional divisions.

The ideal partnership is one that recognizes the interdependencies of sovereign spheres of government. Each community has its own jurisdiction, its own direct political legitimacy, public accountability, funding base and public administration. Understanding these attributes strengthens CSC's position for developing effective initiatives. CSC realizes that a more comprehensive approach to the delivery of service can be effected under current legal structures.

Current and Planned Actions:

Therefore CSC has initiated work with several National Aboriginal Organizations who are discussing the development of a National Working Group on Community Corrections. This will be a five year project commencing 2000-2001 and concluding 2004-2005.

9. ABORIGINAL GANGS AND ABORIGINAL YOUNG OFFENDERS

One of the most pressing issues facing CSC is the effective management and safe reintegration of Aboriginal gang members.

Background:

Aboriginal youth are one of the fastest growing demographic sectors in our offender populations. Currently 75% of Aboriginal people in Canada are now under 40 years of age and almost 40% live in urban centres where poverty and a plethora of socio-economic disadvantages plague their existence. These conditions create the climate where the Indian Posse, the Manitoba Warriors and other Aboriginal gangs have emerged.

Aboriginal youth are overwhelmingly represented in Canada's criminal justice system and there is no evidence to indicate this disturbing pattern is being curtailed. In fact, the introduction of the new *Youth Criminal Justice Act* will facilitate easier entry of young offenders into adult court by a) lowering the age that a young offender can be tried in adult court from 16 yrs. to 14 yrs., and; b) by widening the "net" for the imposition of adult sentences. Greater placements of young offenders in federal institutions may translate into greater requirements for resources to manage young offenders (<17 yrs).

Aboriginal gangs in Canada are estimated to include 800-1000 active members situated primarily in the Prairie Region. An estimated 250 Aboriginal gang members are currently incarcerated in federal institutions.

In December 1999, Aboriginal Issues sponsored two trips for Ovide Mercredi to visit some institutions in the Prairie region where there was a high proportion of Aboriginal gang issues. Mr. Mercredi talked with Elders, members and ex-members of gangs, and the Native Brotherhoods to craft a Report. A key element of the Mercredi Report calls for CSC to "*Involve Aboriginal People in the Solution*". Mr. Mercredi recommended that CSC build upon the strengths, knowledge, and experience of Elders and the Aboriginal Community.

Current and Planned Actions:

CSC will be establishing a regional/national working group to develop a Plan of Action on Aboriginal Gangs in CSC and determining a method of effective consultation with the Aboriginal community

In addition, CSC will work with groups, such as the Aboriginal community and the provinces in ensuring a broader, National Strategy reflects efforts in corrections.

10. Aboriginal Women Offenders

Aboriginal women offenders are often a sub-set for the Aboriginal Issues Branch and a sub-set of the Women Offender Branch. Therefore, there is need for ongoing, concerted efforts to develop strategies pertaining to Aboriginal women offenders, Aboriginal women Elders, Aboriginal women working in the Service and Aboriginal women in communities.

Current and Planned Actions:

The Women Offender's Sector will sponsor a Women Elders Gathering in Saskatoon, on February 7, 8 & 9, 2001, to identify issues among Elders which they would like to discuss pertaining to the women offenders and facilities where they work. Following this gathering, CSC will produce a report on what needs to be done to improve the situation.

Further to this, the Aboriginal Issues Branch hopes to initiate an environmental scan of potential Aboriginal community resources that could support the development of Aboriginal community women offender programming. This will be considered as one of the mechanisms to improve the reintegration efforts and successes with Aboriginal women offenders.

Representatives from the Aboriginal Issues Branch, NHQ and the Okimaw Ohci Healing Lodge are also providing input to the Women Offender Sector's Intensive Intervention Strategy Working Group. The report has been tabled and comments have currently been forwarded on how we proceed for the new fiscal year.

Efforts are also underway in the development of new healing lodges or halfway houses to ensure that Aboriginal women offender capacity needs are considered.

The Aboriginal Issues Branch will work with the Women Offender Sector to ensure that the needs of Aboriginal women offenders are considered in the new housing strategies, and that the Okimaw Ohci Healing Lodges are respected for their original visions. CSC will continue to support the Section 81 negotiations with Nekaneet FN on the Okimaw Ochi Healing Lodge. CSC will also be reviewing the feasibility of expanding Ochimaw Ochi to include maximum-security women, with an additional unit, through the establishment of a working group.

The recommendations from the Elders Gathering and from the needs assessment will be incorporated into the Framework on the Enhanced Role of Aboriginal Communities in Corrections and the Women Offenders Community Corrections Strategy.

11. SPECIFIC ABORIGINAL GROUPS

METIS-SPECIFIC INSTITUTIONAL AND COMMUNITY STRATEGIES:

Background:

There is currently an absence of Metis cultural activity such as the utilization of Metis Elders in CSC programming. The Metis are an Aboriginal people and their rights have been accorded protection in Canada's constitution. CSC should not overlook this.

With the assertion of Metis culture and its advancement by the Metis community may come an expectation for CSC to implement programming that addresses the needs of their community membership. In fact, some issues have already been raised by the Metis leadership that CSC should begin the development of appropriate responses in federal corrections that are sensitive to Metis culture.

Current and Planned Actions:

To date, CSC has provided funding to the Metis National Council to begin the development of strategy options to address Metis concerns in federal corrections.

CSC will be working with the MNC to better understand Metis cultural issues and to discuss how their unique strategies and perspectives may be incorporated into CSC programming.

CSC will also consider developing a research agenda that focuses on the particular matters and issues related to Metis offenders. This would entail, for example, determining profiles of Metis in federal corrections.

INUIT-SPECIFIC INSTITUTIONAL AND COMMUNITY STRATEGIES:

Inuit peoples working in CSC have often expressed dissatisfaction in CSC's response to the specific needs and issues of their peoples in corrections. Many of the Aboriginal corrections initiatives to date, have taken into consideration First Nation groups, whereas the Inuit are distinct Aboriginal groups in Canada.

CSC's strategy for Inuit offenders must consider that the short term, basic programs be developed, or acquired, and delivered in order to meet the requirements of Sections 76 and 80 of CCRA.

Current and Planned Actions:

CSC will be providing funding to Pauktuutit in order to begin to better address Inuit issues in federal corrections.

CSC is planning for a national Forum with representatives from Inuit groups with the objective of developing a strategy and plan for Inuit specific corrections.

CSC has been very active in the Nunavut Corrections developments over the past two years, participating on various Nunavut and federal interdepartmental committees. The Aboriginal Issues Branch will continue to advise and assist in all aspects leading to Nunavut corrections development.

The majority of the federal Inuit offender population is located at Fenbrook where program developments are beginning to get underway. Efforts should get underway to support Ontario region's request for Inuit program development funding.

URBAN ABORIGINAL PEOPLES AND ISSUES:

There is an ongoing need to address issues pertaining to Urban Aboriginal offenders and urban communities with Aboriginal peoples.

Background:

CSC has worked with a number of urban, Aboriginal groups to develop programs and initiatives in urban centres for Aboriginal offenders including halfway houses.

Approximately 70% of Aboriginal offenders at the time of sentence were living in an urban centre. Many will also return to urban centres upon release.

Several issues continue to arise in relation to urban, Aboriginal communities.

Current and Planned Actions:

CSC is working closely with the Congress of Aboriginal Peoples to determine better approaches to addressing urban Aboriginal offenders and issues.

In addition, a review of Aboriginal CRF's will provide some insight into Aboriginal urban issues for CSC.

12. SUPPORTING ABORIGINAL BUSINESS

CORCAN/ABORIGINAL BUSINESS/OFFENDER EMPLOYABILITY:

CORCAN has developed a number of private sector partnerships with Aboriginal businesses to employ and train offenders including Aboriginal Offenders. These partnerships should continue upon the offenders release and will assist in the successful reintegration.

Aboriginal businesses are under development across Canada and the Federal government has indicated that they will invest additional funds into the Aboriginal Economic Development Initiative.

Current and Planned Actions:

The Aboriginal Issues Branch will work with CORCAN to establish viable business partnerships and create opportunities for Aboriginal offenders upon their release from prisons.

CORCAN will monitor the employment of Aboriginal Offenders and ensure strategies are in place to increase employability.

FEDERAL/Aboriginal Procurement Strategy:

Background:

The Aboriginal Procurement strategy is a policy of the federal government that all federal departments set aside a minimum of 3% usage of Aboriginal services and contracts.

CSC implemented a strategy to promote this policy and has surpassed the 3% minimum. However, based on the high Aboriginal offender population, efforts were put in place to increase utilization of the policy beyond the 3%.

CSC Finance Department pulled together a small working group to develop a strategy to increase use. The department carried out a promotional campaign with its purchasers and publicized the Aboriginal Procurement Initiative toll-free line and database, encouraging local officials to procure from Aboriginal business.

Current and Planned Actions:

Based on a year-end review of procurement to take place in April of 2001, it will be determined if additional concerted strategies, including the possible establishment of benchmarks/targets for regions should be set, in proportion to the Aboriginal offender population.

CSC will also continue to promote the utilization of the Aboriginal Procurement strategy and the access to the toll free lines and database.

Materials on the Aboriginal Procurement Strategy and CSC efforts available from CSC Finance Branch.

13. ABORIGINAL RESTORATIVE JUSTICE

CSC has identified the need to share knowledge and educate about traditional healing practices as they relate to restoring the Aboriginal offender, the victim and community and as they relate to influencing the development of restorative justice within CSC. In addition, CSC will help define restorative justice approaches in the context of working with Aboriginal offenders by providing training to front line workers that will enable them to support and understand the traditions of Aboriginal offenders. Finally, efforts to promote Restorative Justice and Dispute Resolution projects within Aboriginal communities.

Background:

Since time immemorial, many Aboriginal peoples in Canada and around the world have been using processes that are inherently restorative to respond to conflict and crime whenever it has occurred. As such, many of the developments within CSC with respect to Aboriginal offenders and communities reflect these restorative principles. Examples of such developments include the Healing lodges, Elder services, Aboriginal treatment programs and Sec. 81 and 84 initiatives.

Since 1998, the Aboriginal Issues Branch has been an active member of the National Steering Committee on Restorative Justice and Dispute Resolution. This Committee was established to provide CSC'S ongoing leadership in the growing area of Restorative Justice and to assess funding applications from various regions of CSC for the distribution of money received in 1998-99 from the Department of Justice's Dispute Resolution Fund. The Committee approved 14 pilot projects based on the criteria established by the committee using a circle consensus process. Since that time, the committee has created 3 smaller sub-committees of which a member Aboriginal Issues sits and takes a leadership role,

- The Communication Sub-committee was established to develop a restorative justice communications strategy and ensure that Restorative Justice messages, events and activities are communicated and promoted in the regions and National Headquarters,
- The Evaluation Framework Sub-committee was established to develop a framework as an evaluative tool for Restorative Justice Projects and Initiatives
- And the Ron Wiebe Restorative Justice Award was established to remember Ron Wiebe's commitment to the principles of Restorative Justice. The award is presented annually to a group, organization or individual who models restorative justice principles in the service of justice and peace and demonstrates, through work or lifestyle, ways of transforming human relations by enabling and promoting communication and healing between people in conflict, be they victims, offenders,

colleagues, families or neighbours. This year two elders and a First Nations Correction Officer were nominated for the Award.

This year a contract was provided by Aboriginal Issues Branch to produce a video of Elders voices, speaking on traditional concepts of restorative and punitive justice. The tape is currently being translated and will be available for community use in the future. This was part of the Restorative Justice Week initiatives. The Aboriginal Issues Branch would like to promote the concepts of Restorative Justice from the Aboriginal viewpoint and to facilitate more projects that will initiate a healing path within our facilities.

Current and Planned Actions:

The Aboriginal Issues Branch will continue to take a leadership role on the National Steering Committee on Restorative Justice. Aboriginal Issues would like to continue to support and participate in Restorative Justice Week 2001 and work with the Restorative Justice and Dispute Resolution Unit in identifying Aboriginal Restorative Justice projects in the new fiscal year.

14. HUMAN RIGHTS AND ABORIGINAL PEOPLES IN CSC

Background:

The over-representation of Aboriginal offenders in CSC has been a human rights issue in Canada. This issue was highlighted in a human rights review conducted by the Working Group on Human Rights, chaired by Mr. Maxwell Yalden.

Most recently, the United Nations Committee against Torture recommended to Canada to "Consider the creation of a new investigative body for receiving and investigating complaints regarding the Convention" on this subject.

Current and Planned Actions:

The Aboriginal Issues Branch participates on the CSC National Steering Committee on Human Rights.

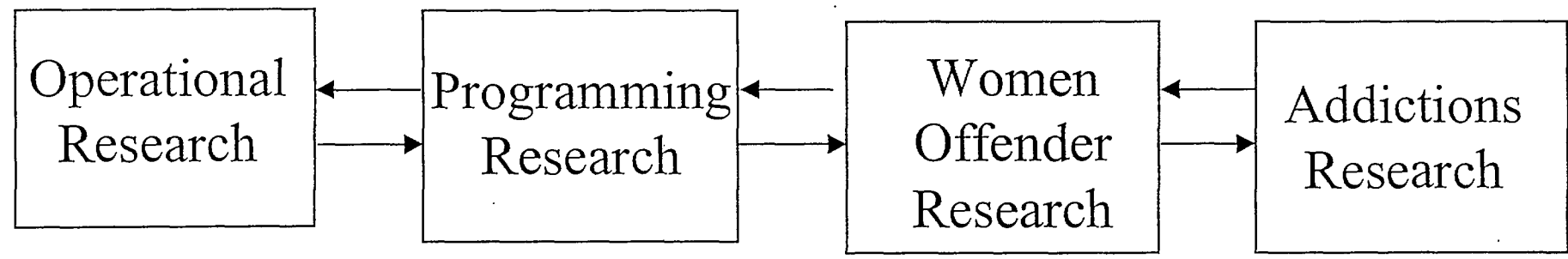
The Human Rights Branch is developing a human rights audit plan consisting of 18 key areas. All audits take into consideration Aboriginal specific needs and issues. The first audit, currently underway, will examine Access to Religious and Spiritual Services/Programs and includes sections which specifically reference Aboriginal Spirituality.

The Aboriginal Issues Branch has also developed an Aboriginal offenders and human rights checklist.

CSC must also recognize that there are legislative, conferred, constitutional/Aboriginal rights, in addition to Human Rights relating to Aboriginal offenders and that the management information systems be designed to support the monitoring of compliance in respect of all Aboriginal offender rights.

Aboriginal Offenders Human Rights Checklist available from Aboriginal Issues Branch.

Research Activities - Current



- ⇒ Dynamic Factors Identification and Analysis Review
- ⇒ Reliability of CSC Risk Instruments
- ⇒ Community Employment Stability/Job Retention
- ⇒ Suspension/Revocation Guidelines
- ⇒ Community Coping/Relapse
- ⇒ Population Movement

- ⇒ Compendium on Effective Correctional Programming
- ⇒ Offender Profile of Cultural Diversity
- ⇒ Screening Tools for Family Violence
- ⇒ Evaluations:
 - ⇒ Skills for Employment
 - ⇒ Lifeline
 - ⇒ Circles of Support
 - ⇒ Family Violence
 - ⇒ Anger Management
- ⇒ Sex Offender Assessment/Treatment
- ⇒ Suicide Attempters

- ⇒ Security Classification
- ⇒ Evaluations:
 - ⇒ DBT
 - ⇒ Canine Program
 - ⇒ Psychological Rehabilitation
 - ⇒ Secure Units
 - ⇒ Independent Living
- ⇒ Mental Health Needs

- ⇒ Program Development:
 - ⇒ High Intensity
 - ⇒ Aboriginal
 - ⇒ Women
 - ⇒ Community
- ⇒ Random Drug Testing
- ⇒ Assessment Tools
- ⇒ Contract (Drug Free) Units
- ⇒ Identification & Assessment, Fetal Alcohol Syndrome
- ⇒ Methadone Maintenance

Research Activities - Current

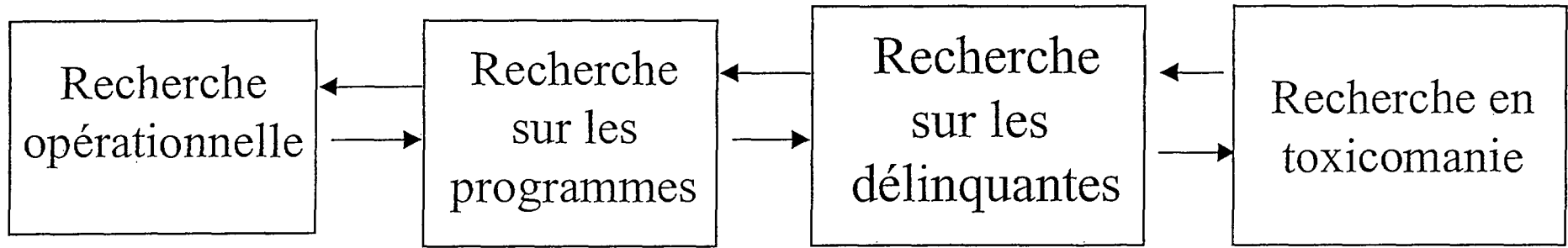
Special Initiatives

- ⇒ MOU's
 - ⇒ The Netherlands
 - ⇒ FBOP
 - ⇒ HMPS
 - ⇒ Washington, D.C.
 - ⇒ Namibia
- ⇒ Population Forecasting/
Profiling 2017
- ⇒ Aboriginal Research
 - ⇒ Aboriginal Offender Post Release Success
 - ⇒ Case Studies and Best Practices
 - ⇒ Community Release Planning
- ⇒ Special Population:
 - ⇒ Staff
 - ⇒ Long-term Offender
 - ⇒ Older Offender
 - ⇒ Gangs - Aboriginal Youth
- ⇒ Development of an Institution
Threat Risk Assessment System
- ⇒ Adult Literacy and Life Skills Survey

Research Information Services

- ⇒ *FORUM* on Corrections
Research - 'Reintegration Levers'
- ⇒ Reports/Briefs
- ⇒ Research in Brief
- ⇒ Internet/Intranet
- ⇒ Database Construction
- ⇒ Safe Reintegration

Activités de recherche - en cours



⇒ Identification et analyse des facteurs dynamiques

⇒ Fiabilité des instruments d'évaluation du risque

⇒ Stabilité/rétention des emplois dans la communauté

⇒ Lignes directrices en ce qui a trait aux suspensions/révocations

⇒ Adaptation rechute des délinquants dans la communauté

⇒ Prévisions/simulations de la population des délinquant(e)s

⇒ Compendium sur les programmes correctionnels efficaces

⇒ Profil culturel des délinquants

⇒ Outils d'évaluation en violence conjugale

⇒ Évaluations:

⇒ Compétences professionnelles

⇒ Option vie

⇒ Cercle de soutien

⇒ Violence conjugale

⇒ Gestion de la colère

⇒ Évaluation/traitement des délinquants sexuels

⇒ Étude sur ceux et celles qui ont tenté de se suicider

⇒ Classement selon le niveau de sécurité

⇒ Évaluations:

⇒ Réhabilitation psychosociale pour les « borderlines »

⇒ Unité résidentielle indépendante

⇒ Unité de garde en milieu fermé

⇒ Besoins de santé mentale

⇒ Programmes de développement :

⇒ intensité élevée

⇒ autochtones

⇒ femmes

⇒ communautaire

⇒ Échantillonnage aléatoire de drogue

⇒ Instruments d'évaluation

⇒ Contrat unités (sans drogue)

⇒ Identification et évaluation du syndrome d'alcoolisme foetal

⇒ Maintien de la méthadone

Activités de recherche - en cours

Projets spéciaux

- ⇒ Ententes bilatérales
 - ⇒ Pays Bas
 - ⇒ Federal Bureau of Prisons
 - ⇒ Her Majesty Prison Service
 - ⇒ Washington, D.C.
 - ⇒ Namibie
- ⇒ Prévisions de la population/simulation (profil 2017)
- ⇒ Recherche autochtones
 - ⇒ Taux de réussites chez les autochtones au sein de la communauté
 - ⇒ Étude de cas et "meilleures approches"
 - ⇒ Planification des libérations dans la communauté
- ⇒ Populations spéciales:
 - ⇒ Employé(e)s
 - ⇒ Délinquants purgeant des longues peines
 - ⇒ Délinquants âgés
 - ⇒ Phénomène de gangs chez les délinquants juvéniles autochtones
- ⇒ Développement d'un système d'évaluation des "menaces" du risque en établissements
- ⇒ Alphabétisation chez les adultes et sondage de la préparation à la vie quotidienne

Service d'information sur la recherche

- ⇒ *FORUM* sur la recherche correctionnelle - Potentiel de réinsertion sociale
- ⇒ Recherche en bref
- ⇒ Internet/Intranet
- ⇒ Rapports/Résumé de recherche
- ⇒ Création d'une base de données
- ⇒ Réinsertion sans risque
- ⇒ Potentiel de réinsertion sociale



Aboriginal Community Corrections Initiative

Solicitor General Canada



Aboriginal Community Corrections Initiative (ACCI)

- The ACCI is a policy-driven initiative of the Solicitor General designed to explore new options and opportunities for Aboriginal communities interested or involved in corrections.
 - The overall objective of the ACCI is to test and evaluate models of offender treatment in Aboriginal communities that are taking a holistic and healing approach to community wellness.
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Effective Corrections - enhanced ACCI

The Department received \$4 million over 5 years to expand corrections-related knowledge and expertise within Aboriginal communities; develop the ability of Aboriginal communities to take on new challenges; and, implement innovative arrangements in Inuit, First Nation, Métis, and urban communities. These funds were requested on an ongoing basis. Activities would be undertaken in five areas:

- *Project development*: to develop, test and evaluate offender treatment in two to three communities where healing strategies involving offenders, victims, and families, are implemented;
- *Training and capacity building*: to support community capacity building in communities interested in developing healing models that involve offenders and victims;

ACCI - continued

- operating for the past five years (\$325K/year)
- developing healing models
(Hollow Water Community Holistic Circle Healing; Mnjikaning (Rama) First Nation Biidaaban Healing Process)
- disseminating information and knowledge
(Aboriginal Peoples Collection; focus groups; workshops; Waseskun Community Network; videos)
- supporting capacity building and infrastructure
(FSIN Development Project; community exchanges)
- No ongoing program funding

Effective Corrections (continued)

- *Communications*: to continue publication of specific research and technical reports and support a limited number of conferences and seminars related to corrections and healing; and
- *Operations/Staff*: to launch and monitor community development and training projects, participate in self-government negotiations, re-establish the summer student program, evaluate activities underway, and hire staff to support implementation of these initiatives.

Ongoing monitoring and coordination of initiatives will be done through the Aboriginal Community Corrections Coordinating Committee. This committee has representatives from the Department, CSC, NPB and RCMP. In addition, Department of Indian and Northern Affairs and Justice Canada participate as observers.

Next Steps

- Continue ACCI capacity building and training
 - Expand partnerships with other agencies and jurisdictions
 - Conduct pilots to amalgamate services/programs
 - Work with CSC on future directions
 - Aboriginal Community Corrections Program
(longer term)
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Future Directions

- Aboriginal Community Corrections Program (ACCP)
 - ⇒ long term plan (building on ACCI & Effective Corrections)
 - ⇒ capacity building to develop & sustain community programs
 - ⇒ amalgamation of correctional services in communities (multijurisdictional)
 - ⇒ holistic healing processes funded long-term
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LINKAGES

Partners for effective corrections are found both inside and outside correctional authorities

