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YEAR-END IMPLEMENTATION REPORT

1990 - 1991

TASK FORCE ON ABORIGINAL PEOPLES IN FEDERAL CORRECTIONS



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YEAR-END IMPLEMENTATION REPORT
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CORRECTIONAL SERVICE CANADA

SEPTEMBER 1991

Cover Design by Maurice Bugler

*Task Force on Aboriginal Peoples
in Federal Corrections*

YEAR-END IMPLEMENTATION REPORT

1990-91

In implementing the recommendations of the *Task Force*, the Service has the following objectives:

- 1) to increase institutional programs that are relevant for aboriginal offenders, and assist in preparation for success on conditional release;
- 2) to increase the release rate on full parole for aboriginal offenders;
- 3) to increase the percentage of aboriginal offenders successfully serving a portion of their sentence on conditional release;
- 4) to increase program delivery by aboriginal persons and/or agencies; and
- 5) to develop accurate data collection concerning aboriginal offenders and their program involvement.

The sixty-one recommendations of the *Task Force* range from issues having limited local significance to those of national scope. For that reason, the major ones have been grouped thematically into five categories, thus permitting the development of a more coherent format for planning and for communicating progress on implementation. The categories are arranged as follows.

A. IMPLEMENTATION ACTIVITY

INSTITUTIONAL PROGRAMS AND SERVICES

These contain the most diverse set of activities within aboriginal programs because they are established to address the offenders' needs as assessed during the individual program planning process, and as identified from normative data. The potential benefits from the activities are varied. They include interest and satisfaction resulting in better motivation

throughout the case management process. Specific programs involve constructive use of leisure time, avoidance of catabolic behaviours, such as drug misuse and unstructured living, and specialized cultural and spiritual activities. While programs and services have been developing for the general inmate population for many decades, the provision of parallel choices which respond to the cultural orientation of aboriginal inmates is a later development. In fact, the first recorded aboriginal specific program did not begin until 1972, with systematic development not commencing until the next decade. Inasmuch as experience and data show that aboriginal inmates respond more readily to culturally relevant programs and services than to general programs and services, attention to this category is of profound importance.

There are ten recommendations in this group. The status of the more significant recommendations is outlined below.

Native Liaison Services

The five regions have increased the number of liaison workers to ensure that the need for the services they provide are reliably and effectively met.

Of all implementation projects, improvements to Native Liaison Services have the potential to have the earliest impact on the release rates of aboriginal inmates. This arises from the fact that non-native staff can draw upon the cultural knowledge of the liaison workers to ensure that the case management process is sensitive to the cultural orientation of the inmates. The work of liaison workers can also lead to improvements in other areas, as it has and will identify specific and general program needs and will also help aboriginal offenders benefit from their sentence.

Native liaison services have been established in the Atlantic Region. Two workers now operate in the Region which has approximately thirty inmates. In addition to the more familiar liaison activities within institutions, workers in the Atlantic devote a significant proportion of their time in community development work, especially liaison with aboriginal communities.

The Quebec Region now has 1.5 liaison workers who attend to the needs of approximately forty aboriginal offenders. The addition of a half-time worker, who covers Port Cartier, establishes a better workload distribution for liaison services within the Region. The arrangement has resulted in 407 case preparation interviews and attendances at National Parole Board hearings. In addition, liaison services has produced 126 volunteer contributors to aboriginal programs, ten cultural events within institutions and six resocialization escorts.

The liaison contractor in Quebec also oversaw the production of three documentary video films, now available in five aboriginal languages, which effectively orients aboriginal inmates and their families to CSC, conditional release and correctional reality.

Because the aboriginal agency which provides most services to native offender in the Ontario Region has gone out of operation, the Region is in the process of securing replacement service on an institution-by-institution basis. A full-time female liaison worker was assigned to the Prison for Women in April, 1990.

The Prairie Region, which has the largest proportion of aboriginal offenders, is close to reaching the new target of one worker for every 50 inmates. The new ratio has resulted in a doubling of full-time workers at many institutions and a tripling of workers at one institution. The increase has also resulted in some specialisation of workers in the interests of efficiency.

The number of workers covering the approximately 260 inmates in the Pacific Region has increased from four to six. In consequence, one full-time worker is now assigned to every major institution, thus reducing the non-productive travel time the workers expended when they covered several institutions.

The above enhancements to native liaison services have set the stage for the implementation of liaison service standards which are under development and which are described below.

Native Program Standards

Native program standards are being established to ensure that a consistently high level of service is delivered throughout CSC.

A private aboriginal consulting firm has been engaged to develop standards for native liaison services, and for the support of both the spirituality program and native brother/sisterhood activities.

The liaison service standards will place an emphasis on the support the workers must give to the case management process to ensure that every stage of that process is sensitive to the cultural orientation of aboriginal inmates. This recognises that the case management process must be sensitive in order to be effective. However, in recognition of the other important services liaison workers have assumed over the years, the project

will rank the important of those services and set out the tasks required to render each of them effective. The contractor will also propose, as part of the standards, a liaison worker distribution required to ensure that worker resources required to maintain the standards are in place.

The standards for the support of the spirituality program are being developed in order to ensure that elders are accorded the same status and freedom of movement within institutions as are chaplains; that the materials and space they require to perform their duties are made available; and that their sacred bundles are treated sensitively during security inspections.

The development of standards to support the activities of brother/sisterhoods is in recognition of the potential of those bodies to function as self-help groups. Experience in some institutions has demonstrated that brotherhoods, with appropriate support, can significantly supplement the programs provided by staff or contractors. The standards for brotherhoods are, therefore, intended to exploit positive experience to replicate the effectiveness of successful brotherhoods in as many institutions as possible.

The material in the consultant's report will then be prepared for national consultations over the summer with the objective of promulgating the standards within the current calendar year.

Traditional Spiritual Practices

Traditional spiritual practice was the first aboriginal specific activity to systematically take place in federal institutions and it has retained the intense interest of inmates. The interest and support is as strong among aboriginal inmates who have had little or no contact with traditional spiritual practice as it is among those who have. The values, ethics and principles contained within traditional teachings have resulted in its recognition by the World Council of Churches as one of the 15 major religions of the world. Spirituality is fundamental to the cultures of aboriginal peoples and it would therefore be good corrections to foster aboriginal inmates' strong interest in it.

In response to the overall objective of the implementation to the *Task Force* initiative, the Atlantic Region has enhanced the provision of sweats, spirituality nights and special ceremonies for aboriginal offenders.

The Ontario and Pacific Regions have decentralized the acquisition of elder service to institutions who now make arrangement directly with the elders who visit the institutions.

Elder services in the Prairie Region have increased to the point where each major institution has a full time elder with a proportionally smaller amount of service for smaller institutions.

The Native Brotherhood in Drumheller Institution initiated a *Fire Circle* program. This involves an elder couple providing guidance and counselling on family and marital relations. One weekend session was held and plans have been made to hold additional sessions. A similar program is in the planning stages for Edmonton Institution.

Substance Abuse Treatment

Most federal aboriginal offenders have been assessed as having problems as a result of misusing alcohol or other drugs. In consequence, the objective of making culturally appropriate substance abuse treatment available to inmates throughout CSC has been established.

All regions have taken steps to address the substance abuse treatment needs of aboriginal offenders.

In the Atlantic, aboriginal treatment specialists are engaged periodically to run groups in institutions.

Quebec has implemented an alcohol treatment program, with a module for violent offenders, at La Macaza Institution. The program is based upon the Native Alcohol and Drug Program developed under the auspices of Health and Welfare Canada. Plans have been developed to extend the Program to four institutions within the Region.

The Ontario Region is piloting a program, at Collins Bay Institution, in which an experienced aboriginal alcohol counsellor is working intensively with inmates. At the same time, he is liaising with other programs and with staff to ensure that his clients progress through individual plans designed to earn them reduced security and conditional release. The Region is also supporting self-help groups at other institutions until they are in a position to implement a regional plan featuring the Collins Bay model or one being developed by National Headquarters and partner agencies.

Having the largest proportion of aboriginal offenders, the Prairie Region has in place a number of approaches to substance abuse treatment. Culturally specific pilot programs are operating in two institutions and improvements to programs have been implemented in three other institutions; however, various models of treatment are available in all major institutions. In addition, elders normally deal with the problem by teaching traditional ethics and values which are incompatible with chemical misuse.

Two additional initiatives in the Prairie Region are also worthy of note:

- At Edmonton Institution, aboriginal inmates received a 12 week treatment program delivered by Poundmaker's Lodge as a component of the Institution's Native Liaison/Elder contract.
- Drumheller Institution initiated a peer counselling program. Inmates from Edmonton and Drumheller Institutions participated in the program in which selected inmates were trained in substance abuse counselling. Although not specifically oriented to aboriginal offenders, native inmates did participate and this will enhance the delivery of future substance abuse programming.

The Pacific has a master contract with one organization for the delivery of substance abuse treatment in all the major facilities in the Region.

Despite efforts to deliver effective treatment within institutions, there is recognition within CSC and its aboriginal advisory bodies that efforts should be made to use accumulated knowledge to improve delivery and, as well, to ensure that conditionally released offenders receive follow-up treatment in the community. Follow-up is difficult, however, because roughly one-half of the approximately 50 aboriginal residential treatment centres do not accept offenders, including conditionally released ones. The problem is that the experience of incarceration adds dynamic variables which are at odds with conventional treatment approaches.

To address the problem, CSC has entered into partnership with the Solicitor General Secretariat and Health and Welfare Canada (Native Alcohol and Drug Treatment Program) to sponsor a treatment program specifically for offenders. By means of a contributions agreement, a national aboriginal treatment organization has been engaged to develop the program. To date, the research, development, pilot testing and initial evaluation phases have been completed and the project team are now organizing, editing and assembling the material accumulated during those phases. The assembled material will then be distributed to the sponsoring partners.

Oral reports from the development team have been encouraging; consequently, CSC will use the project report, when received, to plan and execute more extensive piloting and evaluation of the new treatment program. Of further encouragement is an indication that the aboriginal residential treatment facilities which do not now accept offenders may accept clients who have, while incarcerated, participated in the new program.

Aboriginal Sex Offenders

The Pacific Region entered into an arrangement with Simon Frazer University for a study of aboriginal sex offenders in the Region. The study, a report upon which will be competed soon, will provide detailed information on this particular group of offenders and will also propose strategies for their treatment.

Aboriginal Literacy

For the years 1987 - 1990, 10.2% of those offenders whose SCAT test results was below grade nine identified themselves as aboriginal. During the same 3 year period, 11.6% of those offenders who participated in ABE identified themselves as native. Forty-four percent of these aboriginal participants completed the ABE program. The same rate of completion was attained by those offenders who identified themselves as non-aboriginal.

CSC attends to the needs of aboriginal inmates who are considered functionally illiterate primarily through the use of enhancements to the regular ABE programs. Some examples of the enhancements, as well as specific programs follow:

- Culturally relevant materials and activities are used.
- Aboriginal student clubs oversee cultural activities for the entire student body.
- With the cooperation with the Kativik Aboriginal School Board, La Macaza Institution (Quebec Region) has implemented a literacy training program which extends through the secondary school level.
- Bowden Institution (Prairie Region), where 60 - 70% of the students are aboriginal, offers an introductory Cree language course.
- Cross-cultural workshops for teachers at Saskatchewan Penitentiary commenced in February, 1990. The workshops centre around self-perception enhancement.
- Cross-Cultural Consulting, Inc., has been awarded a three year contract to develop aboriginal cultural programs. These will utilize community resources,

be non-academic in nature and will offer an experiential approach to aboriginal cultural awareness. The three hour sessions will be offered in school or through the Native Brotherhood in the evenings. Each institution in the Prairie Region will offer the program.

- Mountain Institution (Pacific Region) has a specific aboriginal ABE program, delivered by native instructors.
- The education services contract, under which Frazer Valley College (Pacific Region) is governed, stipulates that aboriginal materials must be used and the cultural needs of offenders must be addressed.
- An ABE bibliography of aboriginal materials is available to all teachers.
- Matsqui Institution (Pacific Region) links an aboriginal cultural life skills component with ABE.

Native Life Skills Training

The Pacific Region has established contractual arrangements for the delivery of native life skills training to aboriginal inmates in seven institutions. Up to 20 training modules, each of 60 hours duration, cover such areas as budgeting, job search and retention, health promotion, family roles, parenting and setting realistic goals.

Employment Training

Through a contract with Lethbridge Community College, Drumheller Institution offered a resource management course. The course is of interest to aboriginal inmates because it provides skill and certification for employment in the environment field.

Aboriginal Cultural Skills

By means of contracts with educational and cultural institutions, the Pacific Region offers cultural skills training to aboriginal inmates in seven institutions. The contractors utilises the skills of aboriginal citizens and crafts people to provide workshops in such subjects as carving, drum making and mask making. Pow wows and native dances are also a part of the program.

Management of Aboriginal Programs

The Pacific Region has established an aboriginal programs steering committee which meets periodically to review all issues pertaining aboriginal programming. The committee serves as a forum for discussion of aboriginal issues and program ideas. As well, it provides advice to senior management of the Region.

RELEASE PREPARATION

There are nine recommendations in this group. Their implementation is necessary to insure that the progress the inmate has made during his or her sentence is acknowledged and that community resources are matched to the inmate's needs.

Activities within this category overlap with those of the previous section; however, they are treated separately because they contribute to the objective of increasing the time which aboriginal offenders spend on conditional release. It is not only important for inmates to participate in constructive programs, but also to focus some energy in constructing a credible release plan. Such a plan is necessary to persuade the National Parole Board that they are parole worthy and to ensure that they have the means to successfully integrate into society. Conventional wisdom is that aboriginal inmates are often disadvantaged because they plan to return to socio-economically depressed communities which cannot provide them with the support they require, even if they have used their penitentiary time addressing their problems. While CSC cannot change social conditions, it can assist offenders in compensating for unfavourable conditions by planning to take advantage of those resources which are available to them. The Service can also ensure that the process of release preparation is sensitive to the cultural orientation of aboriginal inmates.

Culturally Sensitive Assessments

The *Task Force* recommended that standardized assessment tools be evaluated as to their validity for aboriginal offenders. The Task Force on Mental Health agreed with the recommendation. They have consulted with aboriginal behavioural scientists and are addressing the matter during the development of a comprehensive intake assessment process for inmates.

The Ministry Secretariat of the Solicitor General is also examining the matter with a view to dealing with the research requirements for the validation of some assessment tools. The validation process for some psychometric devices is quite complex and will require the participation of professionals outside the Ministry.

In a particularly significant development, the Prairie Region acquired the services of Dr. Joe Couture to provide assessments of selected aboriginal inmates. Unfortunately, psychologists of aboriginal ancestry are few and the service is limited. For the current year, arrangements are being made to acquire the services of a second aboriginal psychologist.

The Use of Elders for Assessment

The effectiveness of using conventional assessment techniques was questioned by the *Task Force* which indicated that the ultimate goal should be to employ assessors who understand aboriginal cultures. The group asserted that the input of elders be used in the assessment process to ensure that culturally valid views of inmates be presented to parole decision makers.

The *Task Force* recommended that elders, "upon request of an inmate and the Elder's acceptance, be permitted to submit an assessment to the National Parole Board on behalf of the inmate. Such assessments would be given the same weight as other professional inmate assessments". Ironically, this recommendation has been somewhat controversial, but not because of any doubt about the value of the elders' assessments. Concern has been expressed by the Native Advisory Committee and elders themselves that implementation of the recommendation could compromise the elders' performance of their primary role as spiritual advisors. The Prairie Region's Council of Elders has deliberated on the issue without reaching a consensus, but have expressed a willingness to deal with the matter again at their next meeting. The outcome of their deliberations will be presented to the Native Advisory Committee for final review and recommendation. In the meantime, the Regional Director of the National Parole Board, Prairie Region, has encouraged input from elders and has explored various ways in which this could be achieved.

Saskatchewan Institution has developed a form which is used to record aboriginal inmates' participation in various culturally specific program activities. The form provides a useful record to facilitate the input of information from an elder.

In the interim, current case management practice supports the acceptance of any assessment offered by an elder, and also the inclusion of the assessment in the case preparation file of the inmate. It is, however, more common for elders to contribute to the assessment process by offering oral input to case management staff or by participating in parole hearings. In fact, formal recognition of the validity of aboriginal spiritual programs by the National Parole Board, coupled with CSC's receptivity to any assessment contribution, means that the intent of the *Task Force's* recommendation has been honoured.

Alternate Sources to Police Information on Community Acceptance

The *Task Force* was concerned that there is often too great a reliance on police by CSC when determining the attitude of communities to the prospective return of a resident following incarceration. They therefore recommended that alternate sources of information be found to insure access to objective information required for effective decision making.

The Atlantic, Ontario and Prairie Regions have included this requirement in their developing community initiatives; however, all regions are now conforming to section three of the Case Management Manual which sets out a clear set of procedures for achieving broad community consultation. Community assessments have been conducted by an aboriginal organization in the Quebec Region since December, 1990.

Video Orientation to Parole

A video film, targeted to aboriginal inmates, has been developed by Bowden Institution in cooperation with the National Parole Board. The video orients offenders to the parole process.

POST-RELEASE PROGRAMS AND SERVICES

Post-release programs and services are the third critical element, after institutional programs and case preparation, for achieving the objective of increasing the proportion of their sentences that aboriginal offenders spend on conditional release. If appropriate supervision and other support resources are not available to released inmates, their chances of successful integration into their communities are reduced, notwithstanding how well they were prepared for release. Until recently, this was the most neglected area of sentence administration, in terms of the resources dedicated to developing it, but all regions now recognise its importance and are taking steps to meet needs.

Supervision Pilot Project

Intensive parole supervision pilot projects have been established in Regina and Winnipeg. The projects use the team approach to supervision. Each team is composed of an aboriginal and a non-aboriginal member.

By implementing the four recommendations in this group, CSC is placing more resources at the disposal of conditionally released offenders. Some of the more notable accomplishments are outlined below.

Alternatives to Police Supervision in Remote Communities

The objective of implementing this recommendation is to ensure that conditionally released aboriginal offenders are given the best possible supervision support, thereby increasing their chances of completing their sentence in the community.

The *Task Force* thought that the practice of having police supervise the conditional release of offenders in remote communities is inappropriate because of the police's role in the arrest and prosecution of the offender in the first instance.

The Quebec Region has responded to the recommendation calling for alternatives to police supervision by engaging its liaison services contractor to provide supervision in remote communities.

Through the resources of its community development project, the Ontario Region has recruited volunteer parole officers to provide the required supervision in remote communities in Northeastern Ontario.

All parole district directors in the Prairie Region are emphasising the use of contractual services to provide appropriate supervision in remote areas.

By June of 1991, the Pacific Region will have compiled a list of potential parole supervision resources for distribution within the Region.

Improvement of Post-Release Services in the North

There is a paucity of post-release support services available to conditionally released federal offenders in northern regions. The objective in this area is to seek out and make more resources available to offenders on conditional release in the north.

The Atlantic Region is proceeding to establish a native liaison worker in Happy Valley - Goose Bay, Labrador, to attend to the liaison needs of federal offenders conditionally released offenders in the district. The funds required to establish the worker have been secured; consequently, the Region is working with local aboriginal groups to define the work and recruit a suitable person to perform it.

The Ontario Region's development of northern services is through its community development program. That program includes improved networking with the local aboriginal communities, volunteer development and the establishment of an inventory of homes which are suitable for, and receptive to, private placements.

Yellowknife, Thompson and Prince Albert have been designated as high priority areas for community development projects in the Prairie Region. In addition, community development officers have been appointed in Manitoba and Saskatchewan. Their role is to inform aboriginal leaders and communities about the needs of conditionally released offenders, to develop new resources for inadequately met needs, and to facilitate offenders' access to existing resources.

The Pacific Region has entered into an agreement with an aboriginal organization in northern British Columbia for access to community residential centre which offers job preparedness training for conditionally released offenders.

All Regions are in the process of building inventories of families which have the willingness and capacity to accommodate and provide some support to conditionally released offenders.

PERSONNEL

The objective of the eight recommendations in this group is to make CSC more hospitable to both aboriginal offenders and staff by establishing a significant proportion of aboriginal personnel throughout the organization and by sensitizing non-aboriginal staff to indigenous cultures.

Much energy and other resources have been expended and is being devoted to improving the sentence management of aboriginal offenders within federal corrections. In so far as the overwhelming majority of culturally appropriate programs and services made available to aboriginal offenders are delivered by private contractors, the system is made more sensitive to the needs of the offenders. The *Task Force* pointed out that the system would be made even more sensitive if extensive native sensitivity training were delivered and if a higher proportion of aboriginal employees were recruited and retained.

Progress is outlined below.

Increased Aboriginal Employment

As of March 1988, the proportion of CSC's aboriginal staff was 1.2 per cent. By March 1991, 2.0 per cent of personnel were aboriginal. It is worth noting that the Prairie Region's proportion was 4.8 per cent, which is higher than the proportion of native people in the Prairie population, but not the offender population. Notwithstanding the increase, the Commissioner has directed the five regions of the Service to consider the feasibility of increasing their aboriginal recruitment targets. It would not be logical to strive to have identical proportions of aboriginal offenders and staff while determined efforts are being made to significantly reduce the percentage of aboriginal offenders in the system, but higher targets will be established.

The figures above do not include aboriginal persons under contract to provide services which would otherwise have to be delivered by staff, nor do they include native staff who have not taken steps to be identified in records as aboriginal. Although the former are known to exist, there is no available estimate of their number. There are, however, approximately forty full-time aboriginal contract workers within CSC. If they were added to the aboriginal staff total, the proportion of native staff would be 2.3 per cent, which approaches their proportion in the Canadian population.

Aboriginal Staff in Regional and National Offices

The *Task Force* recommended that aboriginal staff be appointed to CSC's regional offices for the of increasing the sensitivity of those centres to native cultures.

The Pacific and Prairie Regions are in compliance with the recommendation in that native persons are employed in their Headquarters in indeterminate positions. The Atlantic, Quebec and Ontario Regional Headquarters are

proceeding to comply with the recommendation by engaging aboriginal contractors to assist in their program and service development.

There are six aboriginal staff in National Headquarters.

Native Awareness Training for Staff

In order to ensure the effective and reliable delivery of native sensitivity training to staff, the *Task Force* recommended that a national training plan be developed.

The three regions with significant concentrations of aboriginal offenders have been quite active in native awareness training. The Ontario Region has been delivering the training to both staff and contractors, as well as to staff and members of the National Parole Board. Installations within the Prairie Region have continued with the practice of contracting for on-site training on a regular basis (however, the daily contributions of a large number of contractors within the Region, particularly elders and liaison workers, should not be discounted). The Pacific Region has trained over 100 staff by engaging a top trainer to conduct **two** training sessions, each lasting **four** days, for selected personnel. In addition, training sessions have been held, on-site, in installations.

In the Atlantic Region, the New Brunswick/Prince Edward Island District Management Team held a regularly scheduled meeting at the Eel Ground Reserve in order to afford members a greater first-hand knowledge of aboriginal communities.

In order to comply fully with the *Task Force's* recommendation, however, CSC has contracted with an aboriginal educational institution for the development of three staff training curricula:

- The first is a general cross-cultural course intended for all staff as part of their orientation training to the service. The course is intended to sensitize staff to fact that one can make erroneous assumptions about people whose culture is unfamiliar.
- A second course is being designed to impart culturally appropriate interactive skills to staff who are in daily contact with aboriginal offenders.
- The third course is intended to provide an appropriate level of cultural knowledge to staff who have diagnostic, treatment or case management responsibilities in relation to those offenders.

The project will be completed within the 1991 calendar year.

This differential approach to the training needs of clusters of staff groups represents an advance over conventional awareness training which normally exposes all personnel to one curriculum. As far as is known, this the first time such a strategy has been tried within the federal government.

STATISTICAL INFORMATION

The objective is to implement the six recommendations in this group so that CSC has increased capacity to track the performance of aboriginal offenders by means of a

comprehensive set of measures. That capacity would give the Service the ability to manage the sentences of native offenders at least as effectively as the sentences of others. The *Task Force* documented some problems with computerized statistical information which reports on aboriginal offenders. In particular, they pointed out that available data underestimates the proportion of aboriginal offenders within federal corrections and that statistics on native offender participation in programs is lacking.

In order to have confidence that programs and services are as effective for aboriginal as for non-aboriginal offenders, it is imperative that routinely collected data contain aboriginal totals to enable comparisons, and to enable the most effective utilization of available resources.

Some of the more interesting results are summarized below.

Update of Ethnicity Information after Admission

To compensate for the unreliability of identifying and documenting the ethnicity of aboriginal inmates only at the time of admission, the Regions are taking steps to ensure that updated information is obtained and entered into the information system at intervals after admission.

Statistics on Program Participation

The new Offender Management System is designed to provide the kinds of information on aboriginal offenders that the *Task Force* recommended should be collected and treated. The System is in the process of implementation and is expected to meet aboriginal offender information needs. In the meantime, the Executive Information System will soon be able to generate a good deal of the information which is required to assist the development of aboriginal offender programs.

B. POPULATION DATA

MEASURES OF PROGRESS

The accompanying annex provides charts to illustrate the measures below. As part of its implementation planning, the Service established a set of goals, which can be measured over time in comparison with the situation described by the Task Force as it was in 1987.

1. To increase the number and proportion of aboriginal offenders incarcerated at lower levels of security (Chart A).

As a first step in early preparation for release, more offenders must be able to demonstrate their ability to adapt to progressively lower levels of security. Progress has been achieved in this area, with significant increases in the proportion of aboriginal inmates at minimum security level, from 8% in 1987 to almost 15% in 1990. The proportion of aboriginal offenders at maximum security has decreased from 39% to 33% over the same period.

2. To increase the number and proportion of aboriginal offenders gaining release through full parole as opposed to mandatory supervision (Chart B).

The situation in 1987 indicated that by far, larger numbers of aboriginal offenders were receiving their release to the community through release on mandatory supervision, indicating that they were receiving release much later in the sentence than were non-aboriginal offenders, and also that earlier release on full parole was not happening as much for this group. Release to full parole indicates earlier accomplishment of conditional release during the sentence, and also measures the preparation of offenders to be released. A slight improvement over 1987 has been accomplished to date, with an increase from 18% of all releases for aboriginal offenders represented by full parole to 19%.

3. To decrease the length of sentence served prior to release on full parole (Chart C).

This measure indicates that the lower the percentage of sentence served prior to full parole, the earlier the offender is prepared for safe release. As full parole eligibility begins at one-third of the sentence, the closer the figure is to 33%, the earlier the process is working for an offender. Good progress was achieved in this area, with the average proportion of time served before release falling from 51% to 47% for aboriginal offenders.

4. To increase the proportion of aboriginal offenders serving their sentence in the community (Charts D.1 and D.2).

The goal is to increase the relative size of the population serving their sentence in the community, both relative to the total offender population and relative between those on full parole and MS. Chart D.1 shows that slight progress for aboriginal offenders has been achieved, with 10.2% of the total group on full parole in 1990, as opposed to 9.5% in 1987. Chart D.2 demonstrates that there has been an appreciable increase

in the proportion of aboriginal offenders serving their sentences in the community during the last year. In March 1991, the proportion of incarcerated aboriginal offenders was 3.4% less than in April 1990.

5. To reduce the overall proportion of aboriginal offenders within the incarcerated population (Chart E).

This is the overall goal of the entire initiative. Since 1987, when the proportion was nearly 10%, it has grown to over 11%, thus indicating that our efforts have still not borne fruit. The proportion of aboriginal offenders is affected by two factors:

- the number and proportion of aboriginal offenders admitted to the federal correctional system, over which CSC has no control; and
- the number and proportion of aboriginal offenders released on conditional release, over which CSC does have influence.

The rates of admissions is primarily affected by arrest, prosecution and sentencing patterns; and illustrates the fact that the overrepresentation of aboriginal people in prisons and jails is only part of a complex problem affecting the entire criminal justice system. Statistics in areas that CSC can control at least partially (e.g. security level, parole releases) show that this overall proportion problem is partly outside our control. Thus, overall accomplishment of the goal of reducing overrepresentation is as dependent on changes in sentencing patterns for aboriginal people as it is on CSC's efforts to prepare offenders for earlier release. Indeed, continuing patterns that sentence proportionately more aboriginal offenders to incarceration could overcome CSC's efforts.

Overall, the Service has accomplished progress in the major areas under its direct control or influence. As improvement in this performance is achieved, it can be expected that the goal of reducing the over-representation of aboriginal offenders in the incarcerated population will be achieved. The Service will continue to monitor and report on the key indicators above, and take action where necessary to improve performance.

CHART A

PROPORTION OF ABORIGINAL OFFENDERS AT VARIOUS SECURITY LEVELS

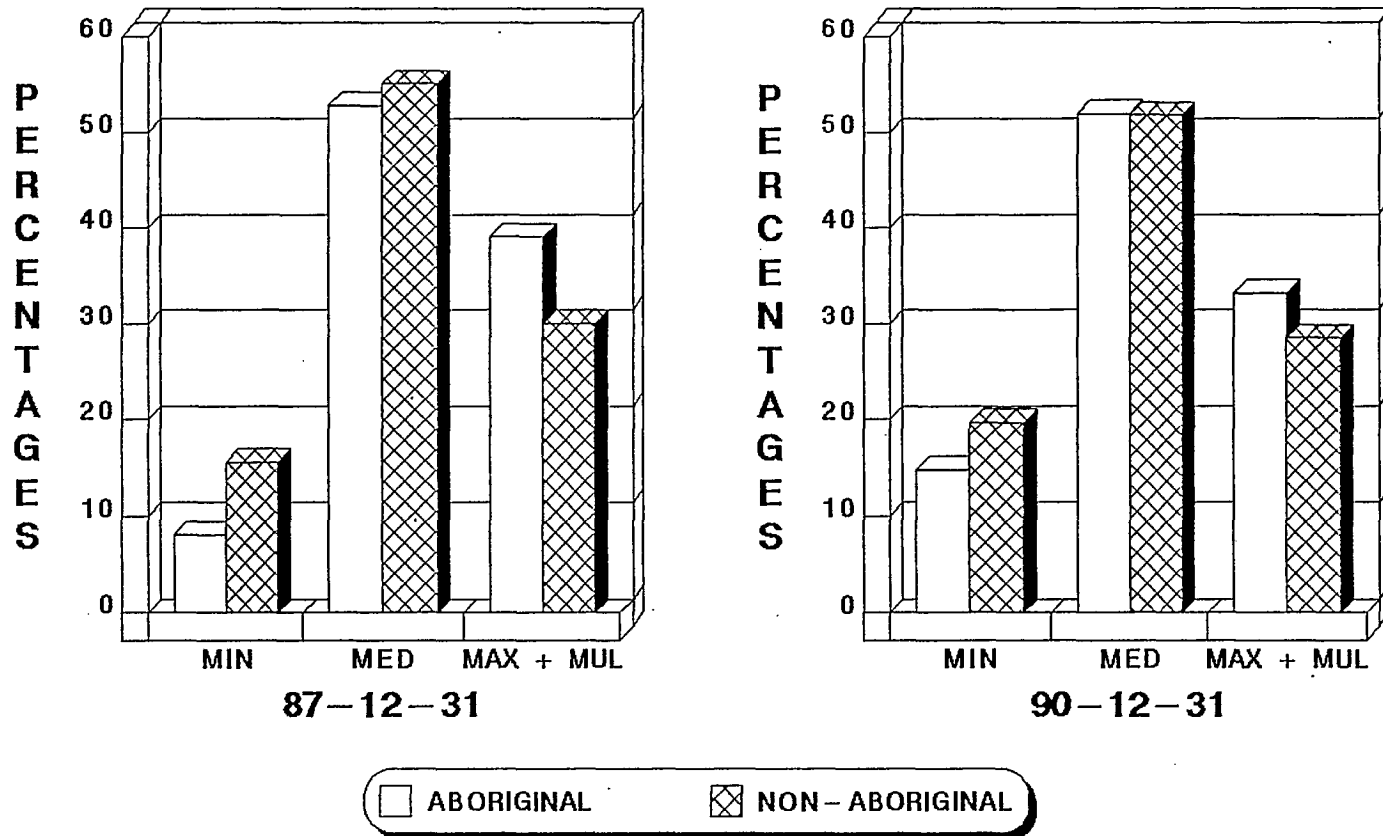


CHART B

PROPORTION OF RELEASES TO FULL PAROLE AND MS

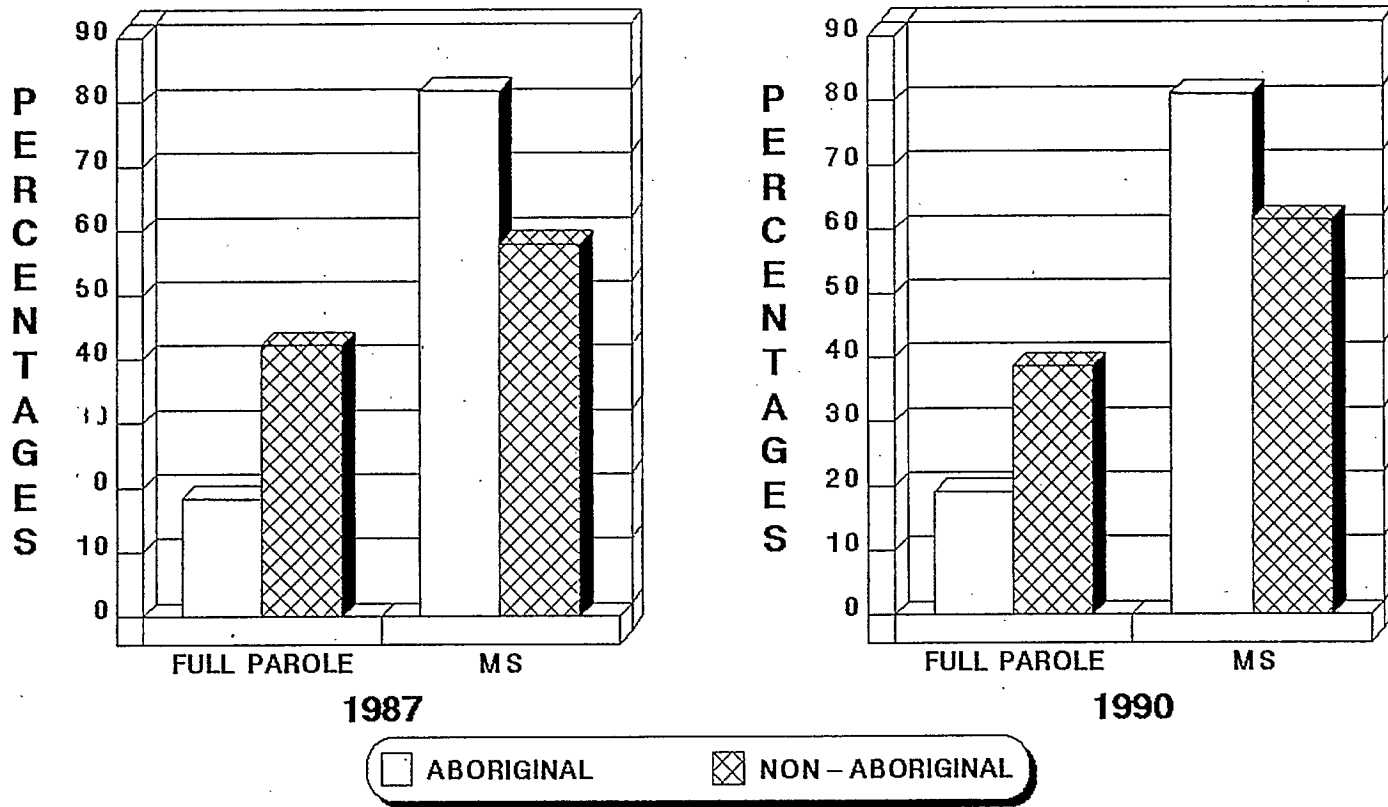


CHART C

PERCENTAGE OF SENTENCE SERVED PRIOR TO RELEASE ON FULL PAROLE

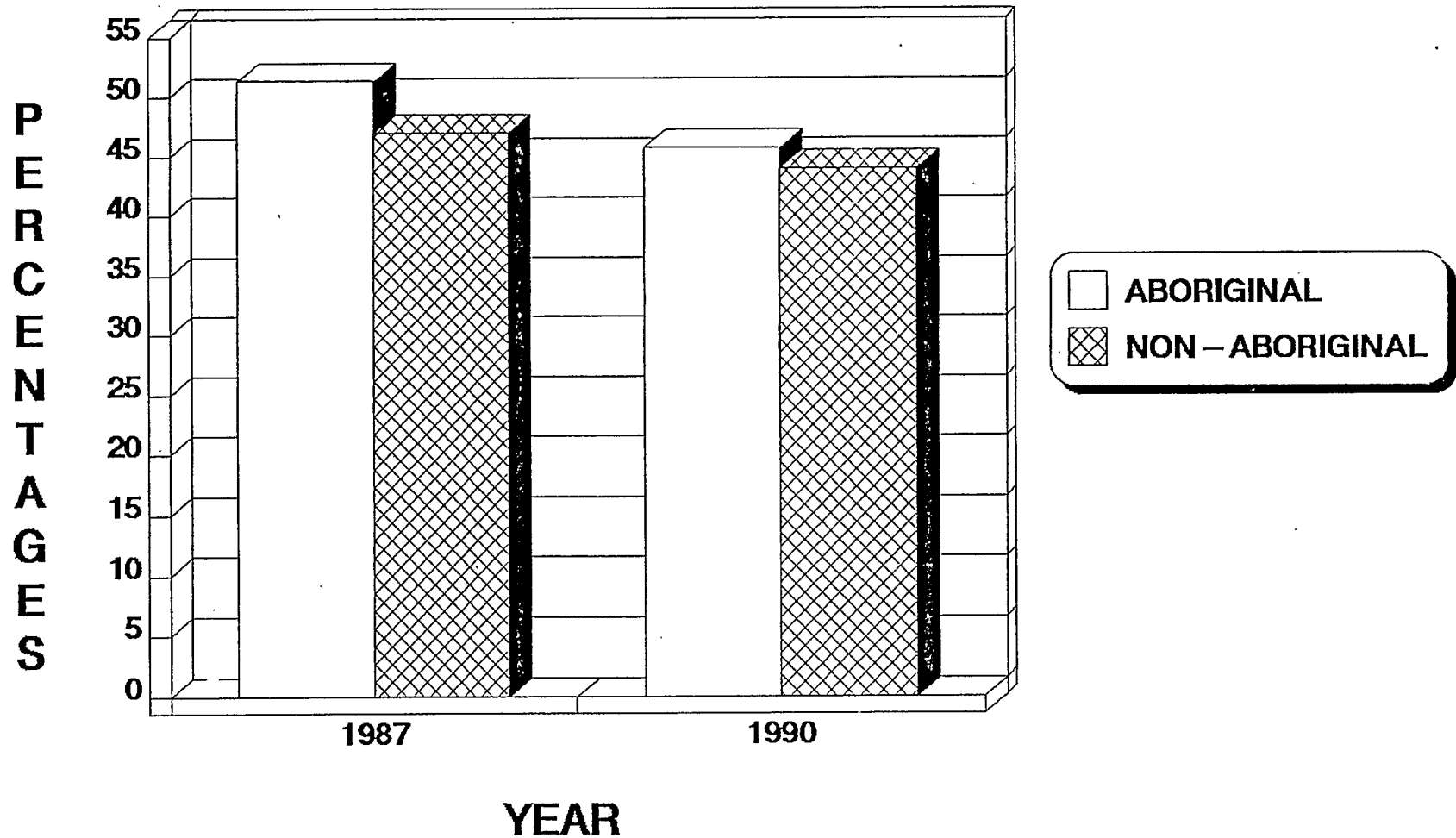


CHART D.1

OFFENDERS SERVING SENTENCE IN THE COMMUNITY

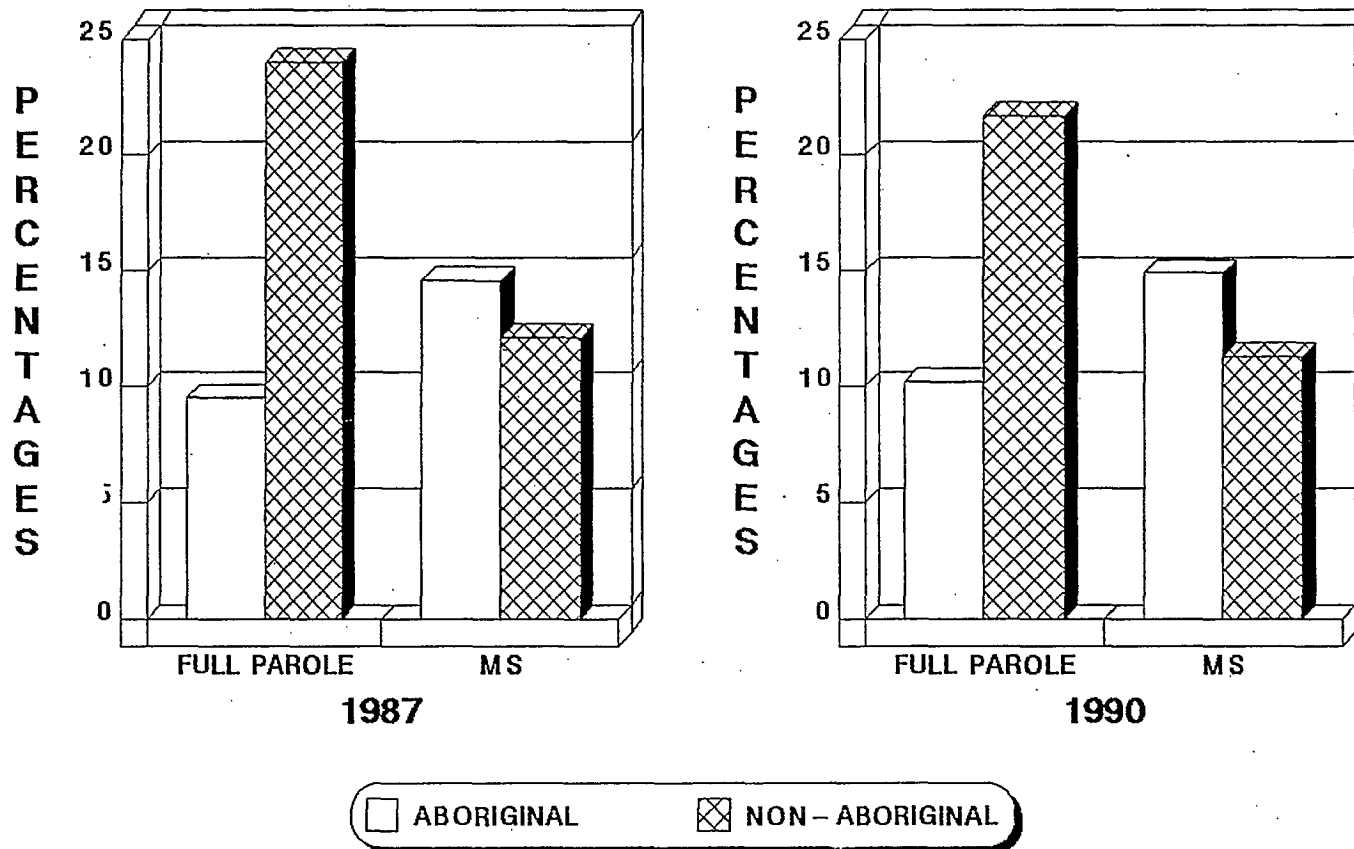
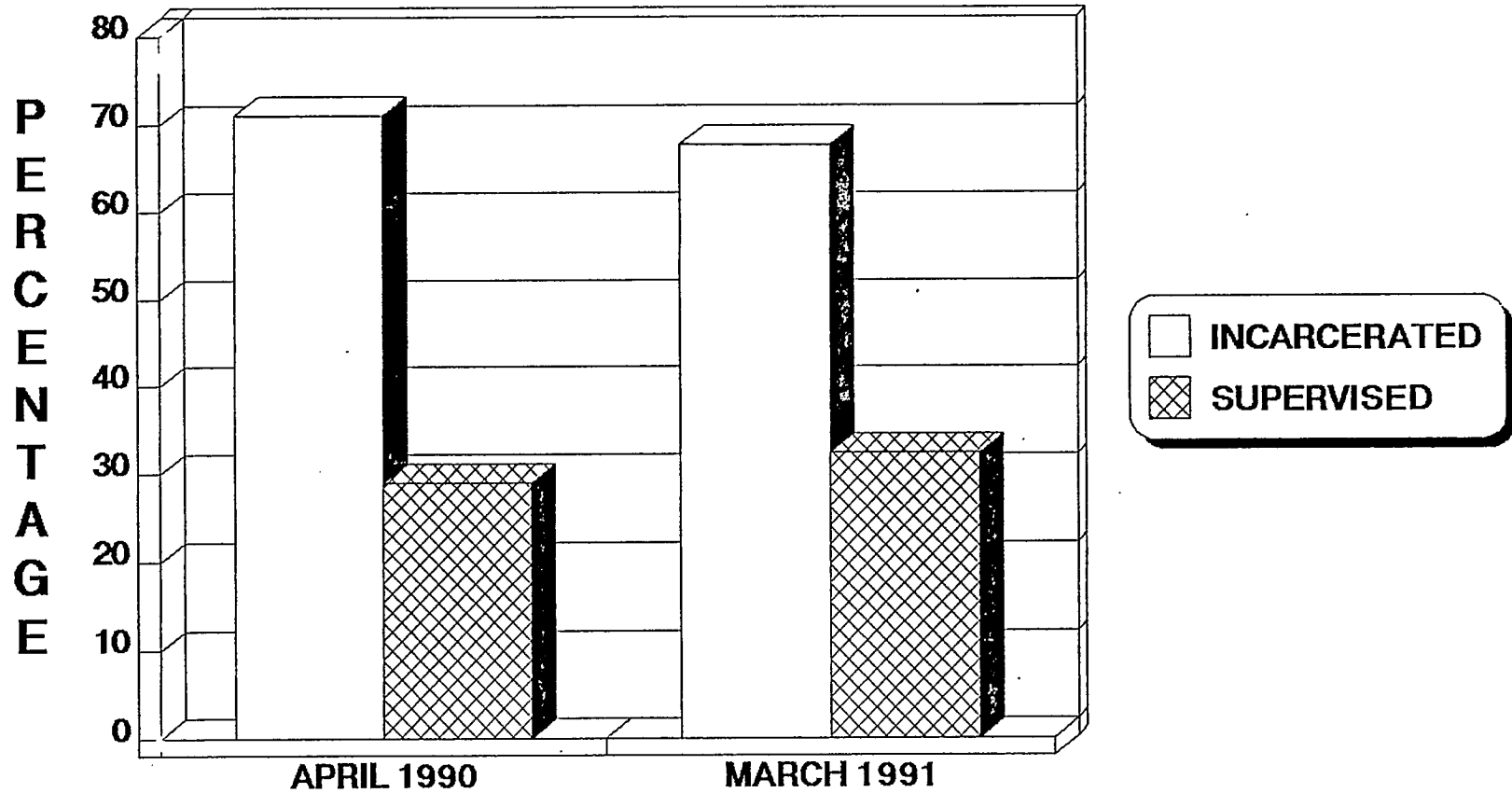


CHART D.2

PROPORTIONS OF INCARCERATED AND SUPERVISED ABORIGINAL OFFENDERS



Source: Executive Information System (July 1991)

CHART E

**PROPORTION OF ABORIGINAL OFFENDERS
IN ON-REGISTER POPULATION**

