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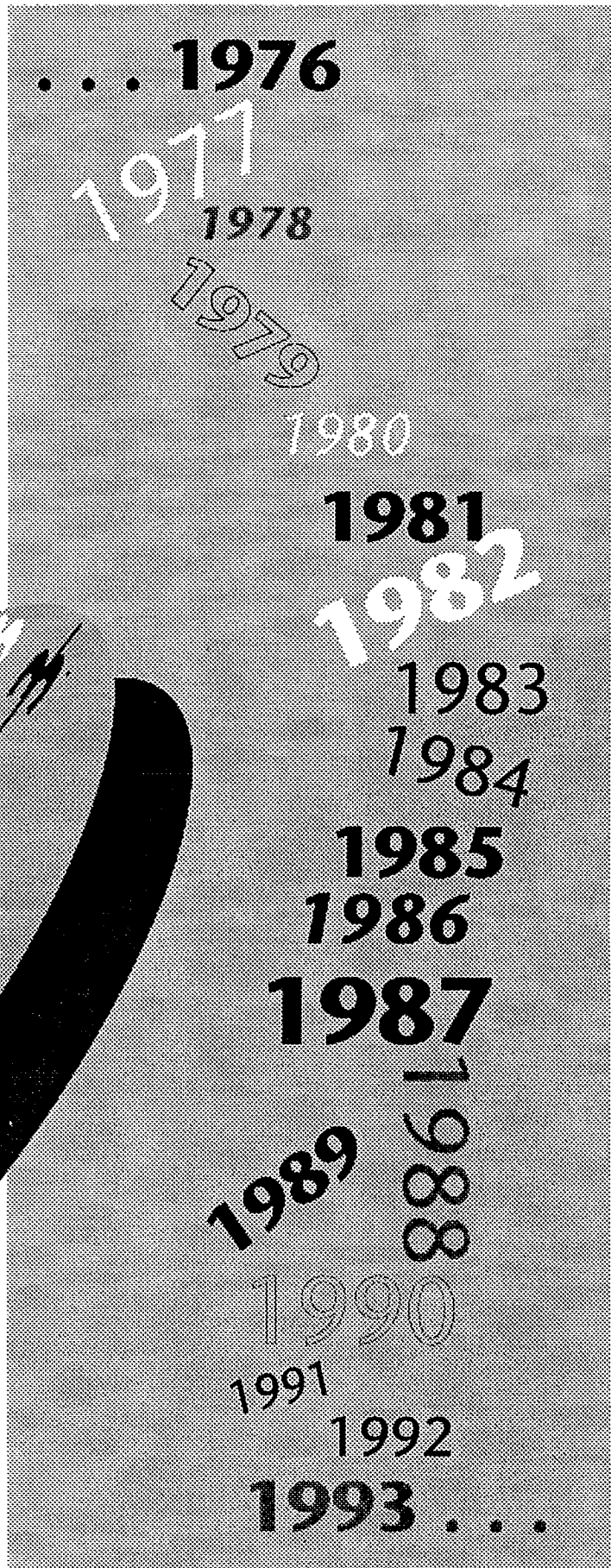
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# More Than A Matter of Time

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MORE THAN A MATTER OF TIME

"Killing time is only the name for another of the multifarious ways by which time kills." Sir Osbert Sitwell

John Braithwaite

On behalf of Life Line Incorporated, St. Leonard's House, Windsor.  
To meet the requirements of Correctional Service of Canada contract  
number 21100-1-2116-INH00

March 1992

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DEDICATION

This report is dedicated to all those who strive to develop more humane and effective programs for Lifers in the hope that their successful re-integration and the protection of the community will be enhanced.

ACKNOWLEDGMENT

During the course of its decade of development, Life Line has benefited from the stimulus, support and sponsorship of representatives of the Correctional Service of Canada and the National Parole Board.

The contributions of:

Ole Ingstrup, Commissioner Correctional Service of Canada  
Fred Gibson, Chairman of the National Parole Board  
Andrew Graham, Regional Deputy Commissioner (Ontario)  
Roy Evans, Manager National Parole Board  
Thomas Townsend, Director General CorCan  
Frank Porporino, Director General Research C.S.C.  
Fred Luciani, Assistant Regional Administrator Community  
Corrections Ontario Region

have been most significant.

To this roster, should be added the names of:

Brendan Reynolds, Assistant Commissioner Communications and  
Corporate Development

Drury Allen, Special Advisor Communications

Without their involvement and initiative, this report would not have been possible nor would the possibility of sharing the Life Line concept with all Regions of the Service.

This endeavour is also indebted to the work of the Task Force on Long Term Sentences under the leadership of Deputy Commissioner Jean-Claude Perron (Quebec). More recently, this effort has benefitted from the observations and findings of the Panel to Review the Temporary Absence Program, under the leadership of Chairperson Jane Pepino.

Our sincere gratitude and appreciation is extended to the considerable number of citizens and correctional workers who shared their frank views with us in a compressed time frame while facing the competing demands of their normal responsibilities.

Finally, we owe much to the contribution of, Lifers, themselves. This is especially true in relation to the Life Savers Group of the Warkworth Institution, who under the leadership of their Chairperson, David Dobson, provided well organized and thoughtful responses during our consultation. The contribution of Lifers adds to the credibility and worth of the endeavour.

To all involved, our thanks. The report is bettered by your contribution and, we hope, deserves your continued support.

SYNOPSIS

The Report anticipates a cooperative consideration of the Life Line concept for possible implementation in each Region of the Correctional Service of Canada. (The process would involve the establishment of Regional Teams along with representatives of Life Line and Correctional Service of Canada, National Headquarters)

, In expectation of this phase, this report is written in a manner to provide a resource document to facilitate the Regional consultations.

The report is divided into three major sections:

- I Where We Are Coming From - a background on programming for Lifers from both a Life Line and Correctional Service of Canada perspective.
- II Where We Are - an assessment of current pressures, issues and developments that support new initiatives in programming for Lifers.
- III Where We Should Be Going - a compilation of proposed initiatives for a joint Correctional Service of Canada/Life Line consideration of the Life Line concept in each Region; the basic sequential steps involved in establishing a Life Line programme; and, finally, the presentation of recommendations for Correctional Service of Canada to consider in its efforts to increase and improve programming for Lifers.

Throughout, the Report draws on the experience of St. Leonard's House Windsor, in over 30 years of providing post-release residential services and 10 years in developing the Life Line Concept; the consultations with staff, Lifers and interested individuals in the Ontario Region and the perceptive observations and recommendations of the Perron and Pepino Reports. To all this, has been added the invaluable observations of Tom French, the first In-Reach Worker, and his new co-worker, Russ Elliott.

I Where We Are Coming From

While the Life Line concept was originated by St. Leonard's House, Windsor, the Correctional Service of Canada has been involved in its subsequent development over the last decade.

The three basic elements of Life Line are presented as:

1. The In-Reach Program

Using "successful" Lifers and/or former long term inmates to contact, relate and assist Lifers to achieve optimum benefits from existing programs and to contribute to the development of additional programs inside the penitentiaries.

2. The Life Line Community Program

This program element provides support and supervision for selected Lifers, including a residential program, that will assist in their reintegration and offer increased protection to society.

Because this program operates in the community, public support is vital and a continuing communication and consultation process is underway in the Windsor area, the initial proposed site of a Community Residential Facility for Lifers. This initiative, in Windsor, would benefit from similar demonstrations of interest in other communities.

3. The Application of the Life Line Concept Across Canada

The number of Lifers under the supervision of Correctional Service of Canada, as inmates and parolees, has increased markedly since 1976. The total inmate Lifer population has grown to a national average of 16% and varies from a low of 12.6% in the Atlantic to a high of 19.1% in the Pacific Region.

Life Line is a valuable potential programme that should be considered for all Regions.

There are three major considerations that should influence the Correctional Service of Canada to move in this direction.

These are the aforementioned population increase; the philosophy of the service - basically the Mission Document and most recently the Report of the Task Force on Long Term Sentences (The Perron Report).

In relation to the latter, it is suggested that Life Line, especially, the IN-REACH component, could offer considerable help in the implementation, promotion, interpretation, and/or monitoring of virtually all the 37 recommendations of the Perron Report.

The comments and recommendations related to Lifers contained in the Pepino Report are also considered, especially recommendation 27, calling for a Task Force " .. to make recommendations on risk assessment of, and the appropriate role of temporary absences in programming for, Lifers ...".



Special notice is taken of the principle that neither offence nor time to be served but rather individual assessment, should be the decisive factor in both access to programmes or supervised releases to the community.

The latter two reports, the Mission Document and the pressure of numbers all encourage Correctional Service of Canada to seek new initiatives to respond to the problems of Lifers.

Life Line is offered as one such promising initiative.

## II Where We Are

This section reflects comments, from staff, Lifers and interested citizens on the question of Lifers during the consultation process.

The focus or preoccupation of staff with Corporate Objective 1; which is translated into getting shorter term inmates "out"; the difficulty of Lifers gaining access to programs; the special, often unmet, needs of Lifers,; misinterpretation of what is correctionally "correct"; the potential value of a pilot project of a special residential unit for Lifers and the desirability of maintaining a focus on the true victims rather than permitting Lifers to cast themselves in that role, are all discussed.

A special reference is made to the growing number of Judicial Reviews. These are seen as public reviews of both the Lifer and the Service. A well trained cadre of specialists is proposed to prepare the crucial reports required.

In all of these areas, the staff/Lifer relationship is critical. So is the development of priorities and policy to provide program opportunities. Life Line can offer considerable support to the achievement of both.

## III Where We Should Be Going

A commitment on the part of the Service to enable Life Line to participate in a "combined operations" (Correctional Service of Canada/National Parole Board/Life Line) process of presenting its programme for consideration and possible implementation within the Regions is acknowledged with gratitude.

Life Line is equally gratified that commitments have also been made to fund special programming at St. Leonard's House, Windsor, that will result in accommodation appropriate for up to five selected Lifers on extended Day Parole.

Life Line is also encouraged that a matching grant, to augment a Trillium Foundation grant, will be devoted to

increasing public understanding of existing and proposed programs for Lifers.

The proposed process and composition of Teams to be involved in consultations with the Regions are presented.

The key elements and sequential steps leading to the successful implementation of a Life Line oriented program for the effective safe release of long term offenders is sketched.

All of this is predicated on the concept of a working partnership with the Service and the basic unique elements that each brings to the union are summarized.

Finally, all that has gone before is captured and culminated in eight major recommendations. These are summarized below:

1. The Correctional Service of Canada identify and assign priority to Lifers.
2. The Correctional Service of Canada support and facilitate the consideration of the applicability of the Life Line program concept in all Regions.
3. The Correctional Service of Canada employ Life Line to enhance implementation of the Perron Report.
4. The Correctional Service of Canada should carry out a study to identify and develop new possible non-traditional Institutional "careers" for Lifers.
5. The Correctional Service of Canada should promote the potential of professional, productive staff/Lifer relationships.
6. The Correctional Service of Canada, working with the National Parole Board and Life Line, develop and implement National, Regional and Local communications strategies to achieve greater public awareness and assistance.
7. The Correctional Service of Canada consider the development of a cadre of specialists to prepare and present Judicial Review Reports.
8. The Correctional Service of Canada and Life Line carefully consider the inclusion of reconciliation as one facet of expanded programs for Lifers.

Based on past Correctional Service of Canada cooperation and current commitments, the report provides a foundation of optimism for the future.

I - Where We Are Coming From ...

The term "we" is used to include the Correctional Service of Canada and St. Leonard's House, Windsor as co-developers of the Life Line Program. Indeed, the original concept of Life Line was the response to a challenge issued by a Deputy Commissioner of Correctional Service of Canada in a speech commemorating the 20th anniversary of St. Leonard's House, Windsor. The challenge was issued in recognition of the growing number of Lifers within penitentiaries and their eventual return to the community on conditional release.

ST. LEONARD'S PERSPECTIVE

The initial response to the challenge was a proposal from St. Leonard's Society to the Correctional Service of Canada for the establishment of a half-way house in Windsor to serve Lifers. The proposed program content was developed by a working group headed by Dr. Mary Lou Dietz of the University of Windsor and involved both University and St. Leonard's staff with support from the Correctional Service of Canada.

Funding was not immediately forthcoming and in 1988 the Society made a proposal to the Donner Foundation of Canada to mount a demonstration project for the residence, with gradual phasing in of Correctional Service of Canada financing.

The Foundation supported the idea but wanted additional work carried out to render the program more innovative and to involve both the National Parole Board and the Correctional Service of Canada in perfecting the concept. To achieve these objectives, the Donner foundation funded a Working Committee to review and enhance the program concept.

The work group included equal representation from the public and voluntary sectors of corrections and included:

Fred Gibson, Chairman of the National Parole Board  
Andrew Graham, Deputy Commissioner<sup>of</sup> Ontario Region C.S.C.  
Thomas Townsend, then Director General Offender Programs C.S.C.  
Frank Porporino, Director General Research C.S.C.  
Tom French, Lifer and Past Executive Director Frontier Help  
Kingston  
Bonnie Diamond, then Executive Director Canadian Association of  
Elizabeth Fry Societies  
Edward Graham, Executive Director St. Leonard's Society Windsor and  
Allan R. Needham.

The group was chaired by the immediate Past-president of the Canadian Criminal Justice Association. Mr. Roy Evans, Member of the National Parole Board and Mr. Fred Luciani, of the C.S.C. Regional Headquarters Ontario served as special advisors.

By June, 1990, an extensive report had been developed. The proposed program concept was innovative without being far fetched or overly experimental. It built on the diverse experience of members of the work group and, most significantly, on the experience of St. Leonard's, Windsor, working with longterm offenders, in both the institutions and St. Leonard's House, for almost 30 years.

The program concept was designed to meet demonstrable needs which were not seen as being met as well as they could be or were not being met at all. The objective was to better motivate the inmate and create better planning and management of the sentence within the institution and to provide, for selected Lifers, supportive re-integration services, including a residential facility. In the latter, an individualized community focused program would be implemented that would stress growing individual responsibility and independence. For example, living accommodation would be phased from two-bed shared accommodation through single bedrooms to bachelor apartments.

Another unique feature was the provision of support to the Lifer from the time of his entrance into a penitentiary, through his re-integration into the community as a productive and responsible citizen.

A key element in the total concept was the employment of a successful Lifer to provide the services to Lifers on the inside. In addition to the provision of services and support, this representative of Life Line would serve as living proof that Lifers can "make it". In total, Life Line consists of three major components:

1. The In-Reach Program

... Goal - To contact and assist all Lifers in institutions.

In-Reach workers, preferably "successful" lifers will lend support to Lifers and encourage them to use their institutional time as constructively as possible. Advice and encouragement will be given to all Lifers on how best to prepare for both judicial reviews and parole consideration. They will also assist in establishing and developing both Lifers groups within the institution and a network of needed resources in the community.

The In-Reach program commenced in Ontario in January 1991 with the appointment of Tom French as the In-Reach worker. Overall, it has been evaluated as being highly successful. In the first ten months of operation over 250 Lifers made one or more formal contacts with the In-Reach program. While contacts are frequently made for multiple reasons, release planning accounts for 42% of contacts, followed by security classification concerns, 25%; with the remaining contacts equally divided amongst institutional

adjustment, family assistance, judicial review and assistance at parole hearings.

Significantly, of the 250 Lifers that made formal contact with In-Reach during the first ten months, there was only one direct referral by a Correctional Service of Canada staff member. This, despite the overwhelmingly positive comments from staff regarding the program and the continuing assertion that the In-Reach worker is intended to supplement and complement rather than compete with, case management services.

Apart from the provision of individual services, the In-Reach worker has made a constructive contribution to the successful amelioration or resolution of tensions within the institutional milieu, e.g. the cancellation of a proposed conference for Lifers in the summer of 1991.

Perhaps the most telling sign of the effectiveness of the program is that Correctional Service of Canada authorized a second In-Reach worker and Russ Elliott, an ex-inmate with experience working with young offenders under contract with the Ministry of Community and Social Services of Ontario, commenced duties in January 1992.

## 2. The Life Line Community Program

... Goal: To provide selected inmates the opportunity for gradual and supervised re-integration into the community with public safety as a prime consideration.

A residential facility, the Life Line Community Resource Centre will be a residential program which will assist in the re-integration of paroled Lifers in residence for one to three years. In addition, it will provide a meeting place and source of support for those Lifers who have moved entirely into the community but who may desire assistance or moral support from time to time.

Currently, St. Leonard's, Windsor, is pursuing a public education and consultation program to build support for this facility dedicated to the successful re-integration of Lifers. This is no small challenge especially since the first news of this possibility was a release in the Toronto Globe and Mail under the Caption, "Half Way House For Killers To Open in Windsor"!

This press release originated as a result of the Donner funded Study Group Report. Nevertheless, the print media in Windsor reported it as a fait accompli "and a wild idea" originating in Ottawa and about to be imposed on the local community.

Fortunately the electronic media was significantly more objective. It is speculated that some of the negative coverage in print was related to the local paper seemingly having been "scooped" by the Globe and Mail. That despite the fact that they had received, but

had not acted upon, an identical press release.

A number of damage control initiatives have been put in place over the intervening months. These included a public meeting to coincide with the Annual Meeting of St. Leonard's to discuss all facets of the issue. Letters to the Editor were monitored and responded to. Most importantly a continuing program of quiet consultation is going on in relation to both interested organizations and individuals. All of this provides a rich store of experience which can be drawn on by other communities.

While St. Leonard's, Windsor, continues the community consultation program, it seeks a possible site for a residence for long term offenders. An interim phase, using the existing house, is being studied and could be implemented within this fiscal year. This would involve renovations to the existing house to provide accommodation and endorsement of the overall Life Line concept.

The Life Line community program will share its experience and information with all those concerned with Lifers and especially any organization considering the establishment of a similar program. Indeed, it would be of considerable assistance to the advent of a community residential facility in Windsor if the concept was to be applied in other communities: Currently the Windsor community is posing the question, "Why Windsor alone?" There are currently almost 1,100 Lifers in community programs across Canada. These numbers are growing and will continue to grow. The best protection of the community rests in the provision of adequate resources to supervise and facilitate their re-entry.

### 3. The Application of the Life Line Concept Across Canada.

... Goal: To assist the Correctional Service of Canada and interested voluntary agencies in considering and adapting the Life Line concept to their operations.

The Life Line concept originated in Windsor and was conceived as a pilot project for possible application in other parts of the country. The project draws on the thirty years of St. Leonard's Windsor as a community residential resource, ten years of developmental efforts plus the implementation of the In-Reach program.

The population of Lifers within penitentiaries has grown from 4.7% in 1976 to approximately 16% today. There is an increasing number of those who need such a program: there is a unique program available; there would seem to be an implied responsibility to bring the two together.

THE CORRECTIONAL SERVICE OF CANADA PERSPECTIVE

There are three major factors that contribute significantly towards the Correctional Service of Canada giving full consideration to the application of the Life Line concept throughout its jurisdiction.

These are:

- The Philosophy of the Service
- The Perron Report
- The Size and Nature of the Lifer Population.

THE PHILOSOPHY OF THE SERVICE

The Philosophy of the Service is reflected in The Mission Statement: "The Correctional Service of Canada, part of the Criminal Justice System, contributes to the protection of society by actively encouraging and assisting offenders to become law abiding citizens, while exercising a reasonable, safe, secure and humane control."

More specifically, Core Value 2 adds emphasis: "We recognize the offender has the potential to live as a law abiding citizen."

The Guiding Principles supportive of Core Value 2 are not only more specific but they coincide with the essential program elements of Life Line.

For example,

"We believe that programs and opportunities to assist offenders in developing social and living skills will enhance their potential to become law abiding citizens. We must ensure that offenders participate in such programs and we will strive to motivate them to contribute to their development."

That Guiding Principle is reflected in the role and responsibilities of the In-Reach worker.

Again,

"Accepting that offenders can best demonstrate their ability to function as law abiding citizens in the community, we will provide programs, assistance and supervision to support the gradual release of offenders at the earliest time that such release can be safely effected."

The thrust of this Guiding Principle relates directly to the Community Program.

Again,

"The involvement of community organizations, volunteers and outside professionals in program development and delivery will be actively encouraged."

This Guiding Principle would seem to place Life Line well within the orbit of a working relationship with the Correctional Service of Canada.

As to the desirability of having Life Line considered by other Regions as a potential program element, Core Value 4 offers the following direction:

"We believe that the sharing of ideas, knowledge, values and experience, nationally and internationally is essential to the achievement of the Mission."

A Guiding Principle relative to Core Value 4 is more explicit:

"We recognize that we must actively encourage the gathering, creation, application and dissemination of new knowledge if we are to remain a contributing member of the national and international corrections community."

Flowing out of these, Strategic Objective 4.6 is even more explicit - "To dedicate the necessary resources to the creation of opportunities for discussion and information exchange."

Based on the foregoing, it would seem that a mutual assessment of the Life Line concept and its adaption to Regional requirements, could proceed from a sound philosophical base.

#### THE PERRON REPORT

(Report of the Task Force on Long Term Sentences).

This is a landmark report as it is the first Federal Government sponsored report focusing primarily on Lifers.

Indeed most major reports have had surprisingly little comment or program proposals for Lifers. The report of the Canadian Committee on Corrections (The Ouimet Report) made no reference to Lifers. A 1977 report of the Sub-Committee on the Penitentiary System in Canada (The MacGuigan Report) contained but one pertinent recommendation out of 65 and that only went so far as to encourage the Service to carry out "... an indepth study of the feasibility and viability of penal communities in reasonably inaccessible areas as an alternative to confinement in conventional institutions for inmates serving long sentences without eligibility for parole". A decade later, the report of the Standing Committee on Justice and the Solicitor General on its Review of Sentencing Conditional Release and Related Aspects of Corrections entitled "Taking Responsibility," offered 97 recommendations but again only one was directed to Lifers.



Significantly, however, the Report noted that while the numbers were growing at a steady rate most institutional programs are designed for inmates serving less than five years and there did not appear to be sufficient programs to deal with the needs of Lifers. Accordingly, the committee recommended that "... The Correctional Service of Canada develop programs appropriate to the needs of inmates serving long periods of incarceration prior to their eligibility for conditional release".

The Perron Report represents the first extensive effort by the Service to develop a frame work for the provision of these necessary programs. The Report calls for a pro-active approach based on the identification of Lifer's needs from the beginning of the sentence and the development of individual plans and supportive programs to meet these needs.

It identified four stages of a long term sentence:

1. Adaptation to the reality of the sentence
2. Integration into the prison environment
3. Preparation for release
4. Return to society.

The Report recognized the need to enhance the understanding of staff through both the provision of training courses and adequate supportive supervision on the job. This is considered necessary to overcome a pervasive laissez-faire attitude towards Lifers.

The report also recognized the need to develop "career paths" for Lifers recognizing that many would spend their potentially most productive years within the institution. The challenge for both the Lifer and the Correctional Service of Canada is how to give meaning and worth to this time.

The report, serves almost as an alarm clock, focusing attention on the unprecedented number of 42 Judicial Review cases that will occur during this calendar year. A series of recommendations designed to enhance the Services' preparation and presentation of Judicial Review reports are presented. This is most timely, as these Judicial Reviews are carried out under the critical scrutiny of the media and it is not just the performance of the inmate that is evaluated; it is also the perceived performance of the Service.

Moreover, the Service is on more tenuous ground than even the Lifer, himself. The inmate need only be concerned regarding probing questions of the Crown Prosecutor. However the Service, can receive probing questions and subsequent criticism from both the Crown and Counsel for the Lifer.

Life Line is in agreement with the fundamental approach of the Perron Report and is generally supportive of virtually all of the recommendations.

Indeed, in all but three of the recommendations, recommendations 30, 35 and possibly 36, Life Line has identified current or proposed activities that would enhance implementation of the recommendations (for a detailed review see Appendix C).

In addition to endorsing virtually all the recommendations and being in a position to enhance their implementation, Life Line has identified in consultation with staff and Lifers themselves, 15 recommendations of particular significance and common accord. These are;

Recommendation 1 - Calling for a four stage management model for longterm sentences.

Recommendation 2 - Stressing the need for staff training and continuity.

Recommendation 3 - The enhanced provision of programme information to Lifers.

Recommendation 5 - Facilitating access of Lifers to general programmes and other programmes to meet their specific needs.

Recommendation 12 - Calling for a work adapted pilot project.

Recommendation 13 - Encouraging inmates to participate in personal growth programmes.

Recommendation 14 - The establishment of training information seminars for volunteers involved with longterm inmates.

Recommendation 15 - The development of Regional information kits for resource persons involved with Lifers.

Recommendation 16 - Training for new employees to emphasize the importance of volunteer work in corrections.

Recommendation 17 - That the Correctional Service of Canada promote the creation and development of Lifers groups and that these groups be consulted in developing programs for longterm offenders.

Recommendation 19 - The Correctional Service of Canada ensure that appropriate information is transmitted to after care agencies regarding the problems faced by longterm offenders.

Recommendation 20 - That the Correctional Service of Canada promote the creation of the "rehabilitation through employment workshops" in the community.

Recommendation 21 - Calling for progressive community re-integration to cover the period of day parole through to full parole eligibility.

Recommendation 22 - That the Correctional Service of Canada integrate in its Correctional Programs Strategy the resources required to meet the needs of Lifers which are not met by the normal program.

Recommendation 31 - Calls for the development of a communications strategy aimed at the general public.

On the basis of direct relevance to Life Line, the report could be further refined to the essence contained in three recommendations;

Recommendation 17 - The involvement of Lifers groups.

Recommendation 21 - Progressive community re-integration.

Recommendation 31 - Calling for an effective communication strategy to increase public understanding of the situation that faces both the Correctional Service of Canada and Lifers.

If the Perron Report represents the first public or Correctional Service of Canada report on Lifers, then this report could be seen as the initial response from the non-governmental sector. However it is not a hasty response. Indeed it reflects a decade of study, 30 years of dealing with Lifers in St. Leonard's House Windsor and the life experiences and pioneering ventures of the In-Reach workers.

#### Population Pressure

As already noted the percentage of Lifers within the population has grown from 4.6% in 1976 to almost 16%. Over the past three years, the total group has grown by about 80 admissions a year from 1,766 in March 1989 to 2,007 inmates as of February 29, 1992.

Of particular significance is the fact that there are currently 3,098 Lifers under the supervision of the Correctional Service of Canada. Of these, just over one third or 1,091 are on supervised release in the community.

LIFERS UNDER CORRECTIONAL SERVICE OF CANADA SUPERVISION

as of February 29, 1992

REGION	INSTITUTION			COMMUNITY		
	Inmates	Lifers	%	Parolees in Community	Day Parole	Full Parole
ATLANTIC	1099	139	12.6	1070	15 (1.4%)	55 (5.1%)
QUEBEC	3434	529	15.4	3140	80 (2.5%)	292 (9.3%)
ONTARIO	3625	648	17.9	2318	59 (2.5%)	224 (9.7%)
PRAIRIES	2708	369	13.7	1933	22 (1.1%)	143 (7.4%)
PACIFIC	1689	322	19.1	1171	34 (2.9%)	167 (14.3%)
C.S.C. TOTAL	12559	2007	15.98	9632	210 (2.2%)	881 (9.1%)

The group is growing and will continue to grow for the foreseeable future. In addition, the growing numbers will result in an average of approximately 30 Judicial Review cases per year until 1996 to 2001, when the numbers will vary from a low of 44 to a high of 53 cases, with the average being approximately 50 cases per year.

Through media coverage, in every Region, the Service will be subjected to scrutiny and even criticism regarding the provision and presentation of programming. The relatively objective observations of third parties, such as In-Reach workers, might well prove invaluable in providing the public a more accurate appraisal.

In summary, the numbers have grown and will continue to grow - so will the need for the provision of adequate programs. The Life Line concept offers a significant resource.

THE PEPINO REPORT

(Report of the Panel Appointed to Review the Temporary Absence Program for Penitentiary Inmates, March 1992)

While this report focused on the temporary absences in general, it did consider the question of temporary absences for Lifers as well as offering other recommendations that have ramifications for Lifers.

The panel noted that Lifers were "... highly successful on temporary absence programs" with only two of 758 offenders having failed while on temporary absence. The panel also noted that most Lifers would re-enter the community on parole at some time and therefore some re-integration measures must be provided. Virtually every person consulted by the panel agreed that many Lifers presented a very low risk of re-offending; were "filled with remorse" and were a stabilizing influence within the institution. The panel observed that long incarceration with no relief from the effects of institutionalization can render some individuals incapable of re-integration into the community.

They concluded that this does not serve the public interest and recommended that "a Task Force be struck to make recommendations on risk assessment of, and the appropriate role of TA's in programming for, Lifers ..."

In addition to this specific reference to Lifers the panel made other observations and recommendations that are relevant to longterm offenders.

For example:

Recommendation 12 - Calling on the Parole Board and Correctional Service of Canada to harmonize their views on Correctional plans.

Recommendation 16 - Encouraging wardens to recruit and support volunteer citizen escorts.

Recommendations 17, 18, 19 and 20 - All designed to ensure the comprehensiveness and accuracy of information relevant to the offender.

Recommendation 21 - Urging the Correctional Service of Canada to develop an entry level screening system to identify and classify newly incarcerated offenders who require more detailed and extensive assessment.

Recommendations 23 - 25 - Related to individualized risk assessment of offenders rather than a more arbitrary categorization by length of sentence or type of offence.

Recommendation 32 - Calling on Correctional Service of Canada to ensure that any new programs or policies directed at aboriginals be developed in consultation with Elders and representatives of aboriginal agencies serving aboriginal offenders.

Recommendation 44 - Calling for public education and cross system training to be undertaken as a high priority and that the Ministry of the Solicitor General, in conjunction with other parts of the justice system, ... continue to give a high priority to education regarding the workings of the justice system.

Life Line supports all of these recommendations and will be guided by them in the development and delivery of its services. Moreover, there is a passage in the report that has particular relevance to those who work with Lifers.

Noting that the length of sentence is considered in decisions on when an inmate is accepted into an over subscribed treatment program, when transfer to a facility of reduced security should occur and in making a whole host of other decisions, the panel concluded "... that the arbitrary reliance on sentence length should be replaced with a process whereby decisions on treatment, security classification, eligibility for TA's and other decisions on offender management should be based on an assessment of risk of the individual offender ... The goal of public safety demands that ... high risk offenders should be intensely treated and conditionally released only if their risk assessment safely permits, while low risk offenders can be streamed into an environment ... most conducive ... to their particular needs." Access to programs should be related to risk - not time to be served.

#### Summary

The Mission Statement, the Perron and Pepino Reports and the growing population of Lifers encourages the Correctional Service of Canada to seek better means of responding to the problem of Lifers. Life Line can and should be seen as part of the solution.

That is where we are coming from.

## II - Where We Are

### Introduction

With stoic humour, inmates used to refer to their sentences, regardless of length, as being "... just a matter of time."

This was prior to 1976, when a life sentence meant eligibility for parole consideration in 7 years, as contrasted to today's absolute minimum of 10 years to a maximum of 25 years.

The increased length of time to be served has a soporific effect on both staff and inmates. There are few compelling deadlines to be met - especially in comparison to over 80% of the inmate population serving less than 6 years.

The pursuit of Corporate Objective 1, ... "re-integrating a significantly larger number of offenders ... while reducing the relative use of incarceration," has further detracted attention from the Lifer group. This view is supported by observations within the Pepino Report and the Perron Report alludes to the "traditionally neutral attitude observed among staff with regard to the target group". Certainly, our consultations with staff and Lifers as well as the observations of In-Reach workers substantiates the prevailing attitude of passivity, or even lassitude, towards both individual and collective programming for Lifers.

Ironically, because the majority of Lifers are amongst the most cooperative and docile inmates, they attract little attention to themselves. They spend their days in detached diligence while staff are mesmerized by the demands of "fast tracking" short term inmates for re-integration.

Three critical incidents are offered in support of this suggestion:

- An institutional administrator stated, "On today's agenda, Lifers have no priority. They're not even on the agenda"!
- Within a group of Case Management Officers, a significant portion felt that they had no compelling role to play until some of their case load approached the 25 year parole eligibility date. Judicial Review dates were not given automatic significance as "... these could be waived". Some even observed that they would retire before some cases required attention and action.
- "John D. was sentenced to life in 1963. He ... believed he was incarcerated for the extent of his natural life. No one told him that he was eligible for parole in 7 years. He did not communicate

with staff or other inmates. He is functionally illiterate. Whenever requested to appear before any board, he would develop symptoms requiring hospitalization. When the In-Reach worker finally cornered him, the worker became the "Life Line" and is now the only channel through which the inmate will communicate. The process has now begun to develop release plans for John".

Significant efforts must be made to "rediscover" Lifers and engage them in constructive programs. An assessment of the Life Line concept and its possible implementation could have a catalytic effect on a revitalization of programs and Lifers, themselves.

### The Message

Staff are extremely responsive and sensitive to perceived policy shifts and messages. Frequently however, they retain a general sense rather than the nuances or details of the message.

It is not surprising that staff are virtually obsessed with meeting Corporate Objective 1 and are totally involved with programming and preparing shorter term inmates for re-integration. Moreover, the Correctional Strategy as explained by the Deputy Commissioner of Operations to the National Liaison Committee assures that offenders receive "the most effective programs at the appropriate point in their sentences to allow them to serve the greatest proportion of their sentence in the community ..."

"We therefore must make choices about priorities." Subsequently, he identified 4 target groups: aboriginals, women, sex offenders and substance abusers.

While these categories do not exclude Lifers, staff do not associate them with these classifications, or attach any priority to them.

### Needs of Lifers

Lifers have more needs, many of them unique, over a longer period of time than any other category of offender.

The Perron Report has identified 19 specific needs of Lifers (see Appendix D).

However, in our consultations, 5 additional needs, were identified and they are presented for the purpose of emphasis and potential program development.

1. The need to adjust to the institution. Seventy-two percent of all Lifers have had no previous incarceration. They have a compelling need to "learn the ropes" and revise their normal responses to those required for peaceful existence and acceptance by their new peers. This is a requirement experienced only by



others involved in their first conflict with the law.

2. The need for survival. It should be noted that there are 2 aspects to this need: the first to avoid physical danger and, the other, to maintain good health to overcome incarceration (this would suggest a greater emphasis on individual wellness programmes as both a preventative measure and to increase confidence in their ability to survive.)

3. The need for "careers". This concept embraces the need for training and employment programmes consistent with the outside world but goes beyond that. It suggests the need to have the opportunity to exercise the new skills but also to take on new responsibility not traditionally associated with an inmate's role.

Because the majority of Lifers have not been inculcated in the values of the criminal subculture, new roles could be developed for them that would lead to programme enhancement for themselves and for their peers. Extreme care must be taken to ensure that these roles do not confer any real or implied authority over other inmates. Examples of such roles would include tutors, mentors, coaches, teachers aides, safety monitors and what was referred to by Lifers as "community workers" or peer counsellors.

As one Lifer put it, "We can be a resource pool - or a cess pool".

4. The need for reconciliation. Studies consistently related the remorse experienced by all but the most callous and cold blooded. This is a significant characteristic of Lifers and should be addressed in the developmental program. Life Line, itself, should give serious consideration to incorporating reconciliation endeavours as one of its programme elements. It could then develop its own expertise in this area or arrange for the provision of such expertise from organizations like the Community Justice Initiative Association which is currently conducting a pilot reconciliation project with the Correctional Service of Canada in the Pacific region.

As a Pacific region Case Management Officer stated, "I've got years left to live with most of these guys ... if you could give even 1 or 2 of my Lifers some hope for life beyond the walls, maybe through helping them salvage relationships destroyed in a moment, or address their guilt ... and come to terms with their remaining denial through seeing the victim impact ... all of that makes life for me and for them much easier. There is no question about how such work will affect their ability to re-integrate into the community. Anybody can find a place to relocate ... but what is a place without relationships? You can give them hope for reconciliation".

This is a new frontier that warrants exploration by both Correctional Service of Canada and Life Line.

5. The need to rediscover relationships. Of great significance, the Perron Report stressed the need for stable Case Management Officers to develop genuine support through relationships and personalized contact along with regular therapy and assessment in dealing with Lifers. Our contact with staff and inmates strongly re-enforces that finding.

#### General Comment on Needs

There remains residual doubt that Lifers have special needs. Imagine, if you will, entering a penitentiary after being convicted of homicide. You have committed what is universally accepted as a heinous crime. You are identified in the press as a "convicted killer" and the best status you can hope for is "paroled-murderer". Family members and friends, not already alienated, are likely to be lost by the erosion of time and separation. You face a sentence that will end only in death.

The cells, the walls and regime represent your universe for decades. The future is bleak and may become bleaker by a growing number of peers, resulting in more competition for programme opportunities. You are the subject of suspicion and supervision by staff and, at best, curiosity by inmates - both know you only by your offence and you are fearful and wary of them all. You are thrust into an unknown culture whose very language is foreign, punctuated with terms and acronyms that are meaningless such as COs, POs, PDD, PED, ETAs etc..

Lost, lonely having little or any basis of hope and wondering how to muster the will to face another day of empty exile - wouldn't you think you had some special needs?

#### Special Residential Units

The Perron Report gave preference to the establishment of special blocks or units with specific programmes for inmates serving longterm sentences. Such an approach would help marshal and focus resources, such as Case Management Teams, on Lifers and their problems; could bring into play guided group interaction and concepts related to the therapeutic community approach as well as opportunities for collective endeavors such as community service and other philanthropic activities.

However, certain potential disadvantages are also postulated including possible discrimination; the ghetto effect and the lessening of the positive influence of Lifers throughout the institutional population.

Consultations with staff and inmates in the Ontario Region elicited support for a documented evaluated pilot project which, on the basis of experience, could be revised and expanded or terminated.

It is interesting to note that Warkworth Institution has had two such units during the course of its history, unfortunately neither of the experiences are documented nor subjected to formal evaluation. In both instances, the units were dispersed as a result of the departure of dedicated staff.

#### Judicial Reviews

The Perron Report devoted considerable attention to Judicial Reviews, serving almost as an alarm clock for the Service. This report has already commented on some aspects of Judicial Reviews. The subject is repeated here in order to raise the possibility of having Judicial Review reports and presentations prepared by a small cadre of specially trained individuals, either staff or contract personnel. This would seem to provide a more qualitative, objective and uniform approach than having Case Management Officers prepare their own. It would also greatly reduce the added strain on a Case Management Officer/inmate relationship in the event of a less than positive report. Through experience and training the specialist would also present a more professional image of the service within the court.

The In-Reach worker has had extensive experience in Judicial Review proceedings and is willing to contribute that expertise to any endeavor designed to enhance the effectiveness of these presentations.

#### The Victim's Perspective

With the focus on Lifers and their needs, many of which are not adequately met, there is a tendency for Lifers to perceive themselves as "victims". Every effort should be made to avoid this including re-emphasizing the guiding principle that offenders "are responsible for their actions and must bear the responsibility for giving up their criminal behavior".

At the same time, we "must recognize our responsibility for providing the best possible Correctional Services". This should most definitely involve an appreciation of the impact of their behavior on victims and opportunities, if mutually sought by victim and the Lifer, to engage in a reconciliation process.

Lifers groups, assisted by both staff and In-Reach workers could begin the process by having more contact with victims. A degree of caution and selectivity would have to be exercised in extending invitations to victims but many victims are more interested in improving the system than they are in seeking vengeance.

Indeed two prominent victims have been heavily involved in the development of the Life Line concept and their comments reflect the views of many victims.

The first is from Gerry Ruygrok, whose daughter, Celia, a staff member of a half way house, was murdered in 1985. "Lifers now belong to a fast growing group, which traditionally, because of its nature, was referred to the back burner.

Yet the longer incarceration period must require a more intensive effort to erase a deeper ingrained prison culture. By starting with an In-Reach program, Life Line appears to take a more holistic approach to treatment in the Community".

And Sandra Atkin, an attempted murder victim.

"As a victim, I view Life Line as a viable program to assist Lifers to re-integrate back into a society totally foreign to them. Success for Lifers is not only being able to stay out of prison but being able to become productive members of society who can contribute ... Life Line will hopefully be a program that will assist these men in developing themselves positively so that once released on parole, they will not re-enter society and create more victims, but instead will become successful men who contribute to the communities they live in".

#### Summary

It is difficult to summarize the extensive discussions with staff, inmates, victims and others. There is a need for clearer direction. There is a need for additional resources. There is a need to tap the potential for program enhancement represented by increased opportunities for Lifers to contribute to a better quality of life within the institutional setting.

But there is also a need to rediscover, re-emphasize and re-activate the power of effective staff/inmate relationships. It is from these relationships that increased responsibility on the part of Lifers; the opportunity to develop "careers" within the institution; and program and individual growth will be achieved that will with stand the evaluation of the Judicial Review or a parole hearing.

Indeed, the fullest possible benefits from the institutional experience - all stem from this basic relationship. Life Line, through the In-Reach program, is dedicated to fostering those key relationships and cooperating with the Correctional Service of Canada to develop better policies and practices for working with Lifers.

As someone whose experience includes being an institutional counsellor, a John Howard Executive Director, the Executive Director of the Canadian Criminal Justice Association, and, now, a criminal lawyer, Josh Zambrowsky certainly qualifies as a critical observer of the correctional scene. He comments, "... The time is long over due for the Correctional Service of Canada to develop a

global strategy regarding programming, psychological counselling and evaluation, and pre-release planning for Lifers. The first step towards achieving this goal, would be to significantly increase the scope of the Life Line Project both in Ontario and in other Regions. This program, which in relative terms, costs next to nothing, has been the only vehicle capable of reinforcing and mobilizing the strength of Life Servers, while at the same time identifying with precision the type of programming and policies which must be implemented in order to prepare this segment of the inmate population for eventual release."

### III - Where We Should Be Going

Action on this report may well set a record for implementation.

What was originally seen by Life Line as an appeal to the Correctional Service of Canada for the resources to permit a presentation to Regions, other than Ontario, of the Life Line program experience, has been overtaken by events. Commitments have been made to enable Life Line to present the program concept to other Regions for their consideration and adaptation to their particular settings.

Funding will also be provided to undertake the necessary renovations to St. Leonard's House, Windsor, to develop apartments to accommodate 5 Lifers. In addition, other funds, to be matched by a grant by the Trillium Foundation, will finance an organized public education program based in Ontario but having national ramifications.

These endeavors will ensure that the program base will benefit by tangible endorsement and that consideration will be given to the Life Line concept by other Regions of the Service.

It is contemplated that the consideration of the applicability of the Life Line program in other Regions should, in keeping with our heritage of co-operation, be carried out by a team representative of the Correctional Service of Canada, The National Parole Board and Life Line.

This team would review work plans on the longterm offender and present the Life Line concept to all Correctional Service of Canada manager and Parole Board members within the Region. Subsequent presentations would be made to the National Joint Committee, the National Liaison Committee, the National Executive of the Citizen's Advisory Committee, the U.S.G.E., the Federation of Canadian Municipalities, the Canadian Criminal Justice Association, the Correctional Service of Canada Native Advisory Committee and any other appropriate Regional or National groups.

Each Region would identify an organization or individual who can reflect the views of the longterm offender population from both an institutional and community perspective. Discussions will be held leading to the identification and subsequent development of dedicated In-Reach workers based on an analysis of needs and interests at the various operating units.

Special attention will be given to the requirement to bring effective services to Aboriginal Lifers and this will mean extensive consultations in the development of proposed issues with Aboriginal groups.

Based on Life Line experience in the areas of Community Education, Consultation, and Programme Development, each Regional team will identify steps in the consultation and public education process.

In addition, key messages and a communications strategy to be employed within the Region to enhance implementation and support will be developed.

Finally, a Needs/Resource Assessment Survey, if it has not already been completed on a Regional basis, will be done to reflect the different needs and levels of resources required.

Key elements for successful implementation of a Life Line oriented Program for the effective safe release of longterm offenders.

The initial and primary step is the recognition of a need and a desire to address the issue.

The next step is a process of careful co-operative planning carried out by the Correctional Service of Canada, the National Parole Board and Life Line.

A communications strategy must be developed designed to, in the long run, provide increased public awareness of the benefits of the program and include a crisis or emergency plan to deal with unplanned, unforeseen but inevitable problems.

The first manifestation of the program should be the introduction of In-Reach workers into the institutions to help enlist staff and Lifer support and involvement in the program. This is a highly productive step and a commitment that can be above criticism as an initiative. The introduction of these workers to the institutional environment should proceed on a sequential basis commencing with the administration and following through the applicable unions, case management officers, Lifers themselves and, finally, related organizations.

The identification of a community service project to be endorsed and supported by a Lifers group is a potentially helpful element in the implementation process.

At the same time that the institutional base is becoming operational, it will attract the interest of non-governmental agencies in the community, initial inquiries and demonstrated interest in the provision of community based elements of the programme, including residential resources.

The total operation should be supported by a considered communications strategy. The key message of which is that - "One third of all Lifers are currently fulfilling their sentence under supervision in the community. Because Lifers are among the better

risks on parole, more Lifers will undoubtedly be coming to the community as time passes.

Life Line enhances Correctional Service of Canada programs and the success of Lifers in these institutional and community programs, and this, ultimately, better protects the community."

### Partnership Concept

Such an endeavor can only be contemplated in cooperation with the Correctional Service of Canada as the Correctional Service of Canada is responsible for the provision of effective programs for the preparation and re-integration of Lifers and is provided with the resources required to meet that challenge.

However, Life Line has a significant contribution to make to the partnership. It represents, through its board and volunteers, a dedicated commitment and involvement of the community. Because it is a manifestation of the community, it has ready access to other related community based organizations such as community residential facilities and after care agencies and can effectively promote the development of a supportive network. While working with the Service, it still retains a capacity for advocacy and promotion of other necessary initiatives.

It also represents, to the Lifer, an expression of continued community interest and concern. Finally, and of great significance, the In-Reach worker provides a role model for Lifers and a justification of their continued hope.

### General Recommendations

The following recommendations have been distilled from the extensive comments contributed during the consultation process with administrators, staff, Lifers and interested parties in the Ontario Region; along with consideration of the major recommendations contained in the Perron Report and significant comments within the Pepino Report.

1. The Correctional Service of Canada should formally identify and assign priority to Lifers as a special group of offenders with both a need to participate in, and to a significant extent, a potential to contribute and support both general and specialized programs.
2. Recognizing the significant, demonstrated contribution of Life Line in Ontario, the Correctional Service of Canada should support and facilitate tripartite, i.e. Correctional Service of Canada, National Parole Board and Life Line, consideration of the application of the Life Line program concept, including program development, In-Reach program, community resource centres and public education, in each Region.



Part of this endeavor could involve an assessment of an appropriate role for temporary absences in relation to Lifers (recommendation 27 - Pepino Report).

In pursuit of this recommendation, special consultations should be held with aboriginal organizations providing services to Aboriginal offenders.

3. Life Line should be used as a supportive, educative and promotional resource to enhance the implementation of the Task Force Report on Long Term Sentences - particularly in relation to recommendation 17, the establishment and use of Lifers groups in program development and recommendation 21, calling for an effective, phased community based re-integrative process.

4. An extensive study should be carried out to focus on defining new roles, "careers" and responsibilities for Lifers that would take them beyond current assigned institutional roles into supportive and helpful activity that would better realize their potential; meet their need to effect reconciliation and improve the quality of the institutional milieu.

This endeavor could include consideration of residential units housing only Lifers.

5. The Correctional Service of Canada should re-emphasize the value and vital contribution of the staff/Lifer relationship that enables the Lifer to act in a responsible productive manner in both incarceration and community re-integration.

6. The Correctional Service of Canada, working with the National Parole Board and Life Line should develop and implement a co-ordinated communications strategy with National, Regional and Local application in order to achieve clearer public perceptions, expectations and increased support for realistic, re-integrative programs for Lifers.

Much of the work involved in developing such a comprehensive communication strategy will rest with the Regional teams defined in recommendation 2 above.

7. Consideration be given to the establishment of a cadre of specialists within each Region to prepare and present Judicial Review reports. This consideration should include whether these specialists be staff members or individuals under contract, possibly former staff members.

In any case, those called on to present Judicial Review reports should receive specific training and guidance to increase their competence and gain public confidence.

8. That the Correctional Service of Canada and Life Line carefully consider the inclusion of reconciliation opportunities within the context of proposed new program initiatives to enhance the safe release of longterm offenders in an appropriate and timely fashion.

Closing Comment

The Correctional Service of Canada and Life Line should face the future with the confidence of a shared heritage of team work, co-operation and hope. By demonstrating our combined responsibilities it may be possible to encourage others to shoulder theirs.

Lifers must assume responsibility for their actions, involve themselves in programs, do what is possible to undo the harm done and prepare for a responsible re-integration into the community.

Community based after care agencies must increasingly demonstrate their responsibility.

Finally, the community itself, must become more knowledgeable and demonstrate its responsibility in assisting the offender to become a productive law abiding contributor to society.

Perhaps our relatively modest demonstration of collective co-operative responsibility in the assessment, adaption, and activation of the Life Line concept will make the future a little brighter.

As a seasoned and sensitive veteran of corrections, Jim Siberry, has stated:

"In the course of meeting with Correctional Service of Canada community managers at the Regional, District and Area Levels, I have not become aware of a correctional program that is comparable to the Life Line proposal. The fact that the program has components that are delivered to longterm offenders while imprisoned, as well as proposed post-release residential services and a public education function render it unique ... The potential to have a continuing involvement with a person serving a lengthy sentence during both institutional and conditional release phases, affords a valuable correctional opportunity. I am confident that the Life Line concept will be well received by community based staff when they are made aware of it".

APPENDIX A

LIST OF CONTACTS

OTTAWA

Correctional Services of Canada

Mario Dion, Deputy Commissioner Correctional Programs and Operations

Brendan Reynolds, Assistant Commissioner Communications and Corporate Development

Denis Methe, Director General of Correctional Programs

Thomas Townsend, Director General CorCan

Frank Porporino, Director General Research

Drury Allen, Special Advisor, Communications

Jim Siberry, Special Advisor

Theresa St-Denis, Acting Special Advisor Female Offender Program

National Parole Board

Roy Evans, Manager

Government

Senator E. Hastings

Derek Blackburn, MP

Federation of Canadian Municipalities

Paul Sonnichsen

Canadian Association of Elizabeth Fry Societies

Kim Pate, Executive Director

Canadian Criminal Justice Association

Gaston St-Jean, Executive Director

Gerry Ruygrok, Chair, Parliamentary Monitoring Committee

ONTARIO REGIONAL HEADQUARTERS

Correctional Service of Canada

Fred Luciani, Assistant Regional Administrator, Community Corrections

INSTITUTIONS

Kingston Penitentiary

Tom Epp, Warden

Millhaven Institution

Don Pyke, Warden

Bath Institution  
Sam Brazeau, Warden

Prison For Women  
Mary Cassidy, Warden

Collins Bay Institution  
Al Stevenson, Warden  
Julia Hobson, Deputy Warden

Frontenac Institution  
Fred Sisson, Warden

Joyceville Institution  
Jim Blackler, Warden  
Janice Grant, Deputy Warden  
Lou Kelly, Deputy Warden

Pittsburgh Institution  
Larry Stebbins, Warden

Warkworth Institution  
George Downing, Warden  
Bill Palmer, Psychologist

Beaver Creek Institution  
Les Judson, Warden

Portsmouth Community Correctional Centre  
Bob Boucher, Superintendent

CASE MANAGEMENT OFFICERS

D. Larkin, Warkworth Institution  
W. Palmer, Warkworth Institution  
R. Scoval, Regional Treatment Centre  
R. Markowski, Pittsburgh Institution  
C. MacDonald, Frontenac Institution  
M. Gventer, Prison for Women  
R. Parkridge, Joyceville Institution  
P. Laverty, Millhaven Institution

CITIZEN ADVISORY COMMITTEES

Contact was made with all Citizen's Advisory Committees through the In-Reach worker.

NATIONAL PAROLE BOARD

Frances Baines, Senior Member  
M. Steinberg, Member  
Simonne Ferguson, Regional Director

CENTRAL ONTARIO DISTRICT OFFICE - PAROLE

M. Provan, District Director

OTHERS

Mr. Graham Stewart, John Howard Society of Ontario, Executive Director

Peter Beaman, Reeve of Kingston Township

Mr. Fred Wilson, Member of Provincial Parliament

Mr. Peter Millikin, Member of Parliament

Mayor Helen Cooper, Kingston

Dr. Clive Chamberlain, Psychiatrist Clark Institute, Toronto

Ms. Sandy Keeler, Cablenet Television

SOLICITORS \*

Clayton Ruby - Toronto

Dave Midanik - Toronto

Peter Kolonick - Saskatchewan

Sandra Leonard - Toronto

Brian Reresh - Edmonton

Josh Zambrowsky - Kingston

Felicity Hawthorn - Kingston and Picton

Stephen Fineberg - Quebec

Paul Rosen - Toronto

Maureen Forrestall - Toronto

Wes Wilson - Toronto

Shaun Nakatsuru - Toronto

Delmar Doucette - Toronto

Noel O'Brien - Calgary

Russel S. Silverstein - Toronto

Lorreta H. Yarkeil - Toronto

Gary Tranmer - Kingston

Susan Breau - Kingston

Janet A. Laiper - Toronto

\* Primarily, but not exclusively, through the In-Reach worker.

APPENDIX B

Issues and Suggestions generated as a result of Lifeline interaction with:

A. National and Ontario Region functional staff.

1. As soon as possible, Offender Programs should be more heavily involved in the development and support of Lifeline.
2. The current endeavor is to develop a combined C.S.C./Life Line Strategic Plan, based on the Ontario experience and integrating key recommendations of the Perron Report. This conceptional package will be presented to the other regions for review, revision and replication.
3. It was noted that Life Line could contribute significantly to Corporate Objective One, "safely re-integrating a significantly larger number of offenders . . . while reducing the relative use of incarceration . . ." It was also noted that a lifer in the community would constitute a credit on the community side for an extended period of time.
4. The lifer is seen as a potential resource within the institution, and a positive force for a peaceful environment and program development. "Successful" lifers in the community have significant symbolic influence on public opinion and provide living testimony that C.S.C. and community agency programs are succeeding.
5. Growing numbers of lifers require enhanced programs within the institutions and improved re-integrative efforts to increase the chances of success and to better protect the public.
6. There is a recognized need for a healing process - for the offender to face the responsibilities for his actions and for the community to afford an opportunity for symbolic restitution, reparation or reconciliation.
7. Lifers face greater problems in the re-integration phase than any other group of offenders and more support and resources should be applied to this phase.

8. In the pursuit of Corporate Object 1, there is an undercurrent of resistance to the concept of quotas being established for offenders to be moved to the community.

9. There is a significant discrepancy between Ontario areas in the numbers of "reduced status of supervision" rates in relation to Lifers. This variance is as high as 30% between districts.

10. There is general consensus that Lifers have special needs in the four identified stages of a life sentence, ie; adaptation to the new reality, integration into the prison environment, preparation for release and ultimate re-integration in society.

11. In the reintegration phase, special programs are required to re-introduce the individual to the current realities of community life.

12. Any application of the Life Line concept in another Region will require the careful development of sound plans that adequately reflect unique characteristics, circumstances and considerations of the Region.

13. Life Line can make a major contribution towards the implementation of the recommendations in the Perron Report.

14. Extremely pertinent recommendations with the Perron Report were identified as recommendations 1, 2, 3, 5, 12, 13, 14, 15, 16, 17, 19, 20, 21, 22, 31 (total 15).

15. Recommendations 17, establishment of a consultation process with Lifers groups, 21, implementation of progressive re-integration and 31, a communication strategy aimed at the general public were perceived as being virtually co-incidental with the three integral elements of Life Line; In Reach, Community Program and Public Education.

16. Hope was expressed that Offender Programs could support the transmission and implementation of the "message of Life Line" to the other Regions. Failing this, it was not considered inappropriate, for Communications and Corporate Development to support the endeavor due to its responsibilities for communication, strategic planning and evaluation.

17. The role of the Life Line is manifest in two areas:

a. The Institution - The In-Reach component is designed to instill hope, provide motivation, and promote program development and participation on the part of the Lifer while providing a complementary resource for staff.

b. Community - The community initiative, including the development of a community residential facility, is designed to provide supportive supervised re-integration for the lifer.

18. We are faced with a "new breed of lifer". Until 1976, lifers served seven years before parole considerations. The current experience is new and different and C.S.C. has never had to cope with so large a number of lifers who have served so much time.

19. Life Line challenges two prevailing perceptions of lifers - the first, that they have the same program needs as all other inmates except that they are serving more time and - day parole cannot be contemplated or kept meaningful for more than one year.

20. The Life Line concept was initially proposed by St. Leonard's Windsor but the current manifestation of the concept in Ontario has fully involved the C.S.C. and the National Parole Board and is a shared achievement.

21. There was unanimous agreement that the 2,000 lifers within institutions need specialized programme opportunities within and new avenues of successful re-integration into the community.

22. The Life Line experience in Ontario is a manifestation of the original Life Line program concept and the experience to date has been promising.

23. The hypothesis that successful adjustment to a community residential facility is closely related to early contact with the potential resident will be tested with the advent of Life Line community residential resources.

24. The evaluation of the first year of the In Reach program asserts that it is an effective innovation.

25. There is a need to increase staff use of the In-Reach worker as a complementary resource.

26. To develop effective institutional programs for lifers may require a revision of traditional staff inmate roles to provide quasi-staff roles and new assigned responsibilities to lifers. (This does not include the delegation of authority to exercise control over other inmates.)

27. Life Line is exclusively dependent on C.S.C. for financial support, access to lifers within the institutions and a partnership role in the re-integrative process.



28. The Correctional Service of Canada should define Lifers as a special group and make a formal commitment in terms of policy, program and resources to implement specific programs and Life Line concepts.

29. Other community based organizations have lent support to Life Line e.g. St. Leonard's National Society, The Ontario Half-Way House Association, The Libby House, North Vancouver and Maison St. Leonard's House, Montreal.

30. The need to develop programs for Lifers is an emerging national issue.

31. Life Line is considered to be a unique program.

32. Life Line is a program concept and not an emerging empire. The program concept is being promoted for application in other Regions and any interested community based organizations can consider implementation of the concept.

33. Based on consultations with Correctional Service of Canada community staff across the country, as conducted and reported by Jim Sibbery, there is high level of receptivity for Life Line program concept implementation.

34. There was an expressed need to assign available community correctional facility beds on a priority, rather than a general programmatic basis favoring those whose needs are the greatest.

35. The documented and shared story of a Lifer's success in reintegration can carry a powerful message to the public.

36. The initial phase of Life Line, i.e. The In-Reach program, gives a commitment to program developments for Lifers in a safe and controllable initiative that can lead to the manifestation of community element of Life Line. It also provides a means for Lifers, themselves, to participate in the promotion and development of the program.

37. The special operating agency status of Corcan should be explored as a potential resource for developing programs and personal development experience for Lifers.

38. Community cablevision networks should be considered a potential resource for the development of promotional materials for the program in general and training and developmental opportunities for Lifers.

39. The Perron Report has made a significant contribution towards implementing more effective programs geared to Lifers. It is debatable, however, that the Report has been widely read and understood.

40. Life Line can provide a much needed degree of continuity to Lifers groups and individual lifers to counter the effect of significant staff turnover or limited contact due to competing priorities.

41. Lifers in general are supportive of a peaceful progressive institutional milieu.

42. Most existing programs in institutions are developed for the 62% of the population serving less than six years.

43. Most Lifers do not identify with the general institutional population.

44. There is a need to develop a general and consistent statement describing Life Line and its values.

45. Lifers should be considered and addressed in the C.S.C strategic planning process.

46. Life Line is a unique development envisaged by a community based voluntary agency but whose present and future development is a combined, co-operative and mutually supportive endeavor of the Correctional Service of Canada, The National Parole Board and St. Leonard's, Windsor.

47. Life Line has been developed over the past decade and offers challenges that will occupy us throughout this decade.

B. Managers and Staff within the Ontario region.

48. The Lifer is seen as a positive element in the institution and a symbol of achievement in the community.

49. While stages are discernible in the Lifer's sentence, i.e. adaptation, re-integration into the institution, pre-release preparation, and reintegration into the community, this concept must be individualized and it is not always continuously sequential. e.g. The impact of a "Dear John" letter; transfer refusal; judicial review hearing, etc., can cause a phase to be repeated.

50. There are perhaps four discernible stages of a Lifer's existence within the institution:

1. Coming to grips with the reality of confinement.
2. Living within the context of that reality.

3. Developing an institutional "career".

4. Preparing for conditional release.

51. There is a need to give more focus and planning to judicial reviews and reduce the reported incidence of waivers.

52. The senior In-Reach worker in Ontario could be used as a resource person in training and preparing staff and offenders for judicial reviews.

53. Case management officers and other staff must be encouraged to assist lifers in planning and implementing long-term programs and "institutional careers".

54. Policy direction is required in order to encourage staff, especially case management staff, to give more time and attention to lifers.

55. Both lifers and the staff working with them need new orientation, direction and resources to deal with the challenges of the four stages cited in 50 above.

56. Lifers must be prevented from defining themselves as "victims".

57. The case management officer/staff-lifer relationship needs to be bolstered and encouraged as the vital element of programming for this group.

58. The lifer group has grown from 4.7% of the inmate population in 1976 to over 15% today.

59. The prevailing predominant approach to lifers is perceived as less positive than "warehousing" - which is defined as maintaining an item in a safe protective environment with full operational potential.

60. Lifers are expected to be a stabilizing influence within the institution, but, at the same time, they do not have commensurate access to programs.

61. A pilot residential unit for lifers within the institution could be a worthwhile documented evaluative project and would represent the institutional counterpart of the proposed dedicated community residential facility resource.

62. Short term, intensive programs should be presented and extended over longer timeframes to afford accessibility to lifers without diminishing the participation of shorter term inmates.

63. Lifers could enhance programs by serving as coaches, trainers, tutors, safety monitors, teaching aids etc.
64. More use could be made of dynamic group interactions, peer assessment and therapeutic community concepts provided there is appropriate staff supervision.
65. There is a recognized need to involve victims, representatives of victims groups and "successful" lifers when recruiting volunteer resource persons for institutional programs.
66. Community residential resources should be assigned on the basis of individual need rather than routinized programming.
67. Recommendation 20 in the Perron Report, the creation of "rehabilitation through employment workshops" is not understood and needs clarification.
68. Progressive community reintegration was strongly supported. Additional resources for programs required by lifers are seen by staff as a most pressing need.
69. The assignment of experienced case management officers in each institution to compile and co-ordinate judicial review reports is endorsed by staff.
70. Individual Case Management Officers are reluctant to have the responsibility for judicial review reports delegated to others - especially to "experts" - even former staff under contract.
71. Each judicial review will place C.S.C personnel, policies and programs in the full glare of critical media coverage.
72. Life Line should increasingly demonstrate and increasingly be seen by staff as a complementary resource to the Case Management Officer.
73. Life Line should be explained and considered in meetings focused on program development.
74. At present, most Case Management Officers do not have the time, direction or assigned priority to devote much, if any, attention to lifers. Certainly there is no "reaching out" to engage lifers in a working relationship.
75. The Perron Report has not received deserved attention, interest and support by C.M.O.s or most staff.

76. Consideration and implementation of the Perron Report would be enhanced by grouping recommendations in priorities as the field finds the number of recommendations somewhat excessive.

77. Staff are receptive to new initiatives but want guidance in the form of direction, stated priority and provision of resources by the Correctional Service of Canada.

#### LIFERS

78. The unanimous complaint was that "priority" is non-existent for lifers.

79. In regards to recommendation 1, the four stage management model proposed by the Perron Report, there was a majority concern that individual needs must be emphasized in the application of this concept.

80. In relation to recommendation 2 of the Perron Report calling for continuous and relevant training for staff dealing with lifers, the inmates were of the opinion that supervision could make a greater contribution.

81. While supportive of recommendation 3, the inmates felt that there was little point in publicizing or promoting programs if access was not available.

82. The inmates hold the view that case management teams should be encouraged to give more attention to lifers. As a result, they would support the development of dedicated residential units for lifers within the institution.

83. The inmate view is that the Correctional Service of Canada has the knowledge and expertise for effective programming for long term offenders but lacks the money and the will.

84. In relation to recommendation 7 calling for improvements in the visiting program, the inmates were in total agreement but did add that staff had made considerable progress towards making visitors feel more welcome.

85. In commenting on proposed new work programs and occupational models, there was strong support for new career paths. They also commended the Joyceville Pilot project where inmates are responsible for training their replacements.

86. The concept of developing new career paths for lifers was strongly endorsed.

87. The concept of "community workers" was developed referring to a proposed corps of trained lifers who would assist in the development of programs enhancing human growth and development. These "peer counsellors" would serve as coaches, tutors and trainers.

88. Both the Correctional Service of Canada and lifers groups should reach out to the community to recruit volunteers - especially "successful" lifers.

89. There was support for information seminars for friends and family organized by lifers groups in co-operation with C.S.C., voluntary agencies and Life Line.

90. In relation to recommendation 17 calling for the establishment and consultation with lifers groups, inmates expressed the desire for greater opportunities for consultation, development and promotion of programs focussed on their needs.

91. Consideration should be given to the re-establishment of lifers units within Warkworth (there have been two previous lifers units established but these ended with the erosion of staff teams due to retirements, transfers and promotions.)

92. Recreational programs need to be reviewed and revised to meet the changing needs of the more mature longtermers. Recreational programs should offer more variety; cover more sedentary pursuits; and more individual rather than team sports.

93. Community Residential facilities should be used on an individual basis rather than on a universal program basis.

94. All lifers involved in the group consultation expressed the desire for more contact and opportunities to work with their case management officers.

95. The inmates felt that seminars for both staff and lifers on the judicial review process was needed.

96. The lifers were of the opinion that "specialists" or "experts" under contract should be used to prepare and co-ordinate judicial review reports. In this way, they felt the reports would more likely be of a higher quality and would reflect the benefit of accumulated knowledge and experience.

97. They expressed the view that, as individuals, they should take as much initiative as possible for preparing their documentation for judicial review, progress assessments and case preparation to the National Parole Board. In the extreme, they should be prepared to draft their own submissions for subsequent review and approval by their case management officer. They felt that this was a positive stimulus to activate case management staff, most of whom "won't be around when parole is actually granted" to the inmates.

98. As part of the proposed communication strategy to inform the public, the lifers group felt that a concerted effort should be made to identify, recruit and involve "successful" lifers.

99. The lifers groups expressed a very strong opinion that every effort should be made to ensure phsycological and psychiatric assessments are completed one year before the eligibility date for judicial review.

100. The communications sub-committee of the life servers groups Warkworth offered their assistance reaching out to other lifer groups to promote the Life Line concept.

101. The lifers groups expressed concerns that a broadening of the application of the Life Line concept might reduce Life Line services to them. While they praised the development of the In-Reach aspect of the Life Line program, they felt that community residential facility resources were a matter of dire need and that more specific achievements in this area would be welcomed.

APPENDIX C

PERRON REPORT RECOMMENDATIONS

Hypothesis

The Life Line concept or initiative, involving an In-Reach program; community resource center(s) and public education component, employed in a co-operative working relationship with the Correctional Service of Canada, the National Parole Board and lifer's groups can enhance implementation of the Task Force Report on Long-Term Sentences (The Perron Report).

Specific potential contributions of Life Line towards implementation are indicated below. Fundamental or core recommendations are considered in one category and more detailed precise recommendations in another. Finally, recommendations most closely related to the Life Line concept are identified by an asterisk, regardless, of whether they are categorized as generic or specialized.

Fundamental Recommendations:

\* Recommendation 1

That the C.S.C. adopt a management model for long-term sentences according to the four (4) identified stages (adaptation, integration in the prison environment, preparation for release, reintegration in society) and that program modules and services be developed according to the characteristics and needs of each of these stages.

Life Line supports the four stage model and through the provision of an In-Reach worker and community resources assists the offender moving through the stages.

\* Recommendation 17

That the C.S.C. promote the creation of sentenced to life groups in each institution and that these groups be consulted when developing programs involving inmates serving long-term sentences.

Life Line will assist in developing and working with these groups as well as facilitating the consultations.



\* Recommendation 3

That the C.S.C. set up a specific information program for these inmates (e.g.:general operation, values of the environment, regulations, programs, legal aspects, etc.)

Life Line will assist in the development of the program and will help in its interpretation and application.

\* Recommendation 4

That the C.S.C. allow, when possible, the setting up of block units designated for inmates serving long-term sentences. Such a placement may only be done with the management's and inmate's approval.

Life Line could assist in the development and subsequent interpretation, promotion and implementation of such units.

Recommendation 6

That the C.S.C., in its efforts to eliminate double occupancy of cells, give priority to life-sentenced inmates.

Life Line supports the proposal and would help in the interpretation to life sentenced inmates.

Recommendation 7

That the C.S.C. review its regular and private family visit programs, considering the needs expressed by the inmates, the institutional facilities and the prison environment.

Life Line could contribute to the proposed review and interpret and support the results.

Recommendation 8

That each region ensure that the complete assessment (social, criminal, educational, professional and psychological) made upon the inmates' admission, be reviewed when decisions such as follows are taken: job placement, transfer, release, etc.

Life Line would help monitor implementation through contribution of the In-Reach worker to the decision making process.

That each year when the progress summary report is produced, the institution's psychologist determine the necessity of a complete psychological or psychiatric assessment. (28)

That the C.S.C. ensure an efficient way of locating judicial review cases through the computer system and that the system be nationally compatible. (29)

That those responsible for managing the records at the national and regional levels, define a clear policy on the management of records in these cases, to ensure their availability in the preparation of the report to be submitted to the court. (30)

Many of these recommendations refer to current operational requirements. Life Line is involved in 12 of the 42 judicial reviews scheduled for 1992 and can play a supportive role in all of these recommendations even though as in recommendations 27 and 30, the role may be limited to interpretation to lifers and compliance, respectively. Certainly Life Line would be prepared to assist in identifying development opportunities for staff and increasing the understanding of inmates relative to judicial review.

\* Recommendation 31

That the C.S.C. develop a communication strategy aimed at the general public to better inform it of its role in the judicial review process.

Life Line will contribute to the development and implementation of a communications strategy aimed at the public but would prefer that that strategy be focused on lifers and longterm offenders in general. The role of the service in the judicial review process, per se, will be given more than ample publicity through media coverage at the time of the hearing. Special efforts should be directed towards a professional competent performance by those representing the C.S.C. at Judicial Reviews.

Detailed Recommendations:

\* Recommendation 2

That the C.S.C. ensure that the staff working with inmates serving long-term sentences receive continuous and relevant training to meet the specific needs of these inmates, while trying to maintain a stable and experienced staff.

Life Line could contribute to development and presentation of training and, through the in-reach worker(s), provide greater continuity despite staff changes.

Recommendation 9

That the C.S.C. advocate an occupational mixed formula, allowing inmates to hold a job while being trained with access to a greater number of personal growth programs.

Recommendation 10

That the C.S.C. ensure training adapted to the jobs found in the community and offer institutional jobs according to the training received to increase competitiveness on the outside market.

Recommendation 11

That the institutions' work committees be made aware of the problems involved with inmates serving long-term sentences.

\* Recommendation 12

That the C.S.C. set up a work adapted pilot project, based on the new occupational models aimed at inmates serving long-term sentences in appropriate institutions.

Life Line endorses all of these work related recommendations and would promote, interpret and support the ensuing activity. In relation to recommendation 12, Life Line would be prepared to share knowledge of possible participants and assist in the screening. It would also promote the project with lifers and in the community.

\* Recommendation 13

That the C.S.C. encourages inmates to participate in structured personal growth programs, as is the case with training and employment and identify the resources ensuring a better program continuity.

Life Line will assist C.S.C. in identifying, designing, implementing and promoting personal growth programs.

\* Recommendation 14

That the C.S.C. set up, with inmates and community organization representatives, training/information seminars for volunteers involved with inmates serving long-term sentences.

Life Line has already done some work in the Ontario Region in relation to such seminars and is prepared to assist in the development of similar orientation programs.

\* Recommendation 15

That each Regional Headquarters develop an information kit (operation and programs offered) on the C.S.C. and that it be distributed to resource persons involved with inmates at the time of their post-sentencing community assessments.

Life Line is prepared to assist in the development of the information kit and its promotion and presentation.

\* Recommendation 16

That the C.S.C. make sure that the training course given to new employees include a part on the importance of volunteer work within its operations.

Life Line would participate in the development and presentation of such a training course.

Recommendation 18

That the C.S.C. develop an awareness among its staff of multi-ethnic characteristics by inviting them to participate, in concert with involved community organizations, in the development of programs or policies aimed at inmates from ethnic minorities serving long-term sentences.

Life Line would support, contribute and participate in such endeavors.

\* Recommendation 19

That the C.S.C. ensure that information is transmitted to representatives from half-way houses and post-penal agency representatives on the problems faced by inmates who have served long-term sentences and are re-integrating society.

Life Line can help develop and enhance the transmission of this information - especially to non-governmental organizations.

\* Recommendation 20

That, where it is required, the C.S.C. promote, the creation of "rehabilitation through employment" workshops, focused on the needs of offenders having served long sentences and taking into account environmental opposition.

Life Line would help identify opportunities to establish such workshops and lend support to both sponsors and involved offenders.

\* Recommendation 21

That the C.S.C. consider the possible implementation of progressive community reintegration that would cover the period of semi-release eligibility to the total parole eligibility, taking into account the opposition of the social environment and the protection of society.

Life Line will establish supportive services including a community residential facility, an integral part of Life Line. In addition Life Line will seek to establish a network of agencies prepared to give specific services to lifers.

\* Recommendation 22

That the C.S.C. integrate, in its correctional program strategy, the resources required to meet the needs of this target group, which are not satisfied by the normal programs.

Life Line will assist in defining needs and identifying potential resources, in both the community and the institution. Within the institution, Life Line will stress the primary responsibility of program development that rests with lifers, themselves.

\* Recommendations 23 - 30 JUDICIAL REVIEW

That each warden identify in his/her institution experienced case management officers interested in preparing such reports for judicial review and who should be trained accordingly. (23)

That the C.S.C. provide, if need be, officers assigned to the preparation of judicial review cases, the support of experts from the Federal Justice Department all along the process and that the role and type of contact they will have with the different attorneys involved (defence Crown) during the judicial review process be clarified. (24)

That the staff involved with inmates be made aware of the judicial review process and of the possibility of having to testify in court. (25)

That National Headquarters ensure the distribution to all operating units of any new element concerning judicial reviews (e.g.: court decision, agreement between attorneys, etc.) (26)

That the Commissioner's directive on transfers for judicial review for cases to be heard in another province be modified, so as to be more consistent with article 745 (1) of the Criminal Code. (27)

Recommendation 32

That a psychological and psychiatric assessment be made one year before the eligibility date for judicial review and that the Case Management Manual be amended if need be.

Life Line supports the need and would, through the In-Reach worker, do variance reporting to monitor practice.

Recommendation 33

That case reviews be undertaken in each institution to ensure that psychiatric and psychological assessments are requested for judicial review cases that are equal to or over fourteen years.

Life Line strongly supports this initiative and would assist whenever appropriate.

Recommendation 34

That National and Regional Headquarters review the contractual agreements with the experts (psychologists/psychiatrists) in view of the specific requirements of the judicial review process.

Life Line again supports the initiative and might contribute to the review, if requested.

Recommendation 35

That the latest C.S.C. publications intended for the victims be amended so as to include a specific section informing them of the judicial review process.

Life Line strongly supports the proposal and would be prepared to assist in drafting.

Recommendation 36

That the C.S.C. make aware and inform the custody administrators of each province of the judicial review process.

Life Line would attempt, through the In-Reach worker, to extend services to lifers in provincial facilities.

Recommendation 37

That the C.S.C.'s research division ensures for itself a national and an international presence on topics related to long-term sentences, and that it communicates to C.S.C. staffs, any new concept in this area, while ensuring distribution and exchange of information with our partners of the criminal justice system.

Life Line is currently involved, e.g. June 1992 issue of Forum, strongly supports the initiative and would assist in dissemination within the voluntary sector. In addition, Life Line would incorporate new concepts within the development of the Life Line program.

APPENDIX D

PERRON REPORT - CATALOGUE OF LIFER'S NEEDS

Prolonged social exclusion inside a penal environment is, in itself, a situation which creates specific needs among this target group, needs that are related to the length of time to serve as well as to the extent and the diversity of the problems at the root of the exclusion.

We believe it is important, at this stage, to group together all of the specific needs we have identified in light of the literature on the subject and of the various consultations we conducted with all interest groups. Please note that these needs were not prioritized. Although these may be identical to those of the rest of the prison population, they are even more blatant for our target group because of the special situation they find themselves in:

- A need for information on all matters concerning them;

The uncertainty created by a lack of information is contrary to the inmate's responsibility to manage his/her sentence.

- A need to take part in penitentiary life in a useful and constructive way;

Being deprived of one's freedom for a lengthy period of time can have a negative effect on self-esteem and there is a need for daily involvement in rewarding activities.

- A need to develop one's talents, to evolve and to change;

The Correctional Service of Canada's Mission recognizes the fundamental need for change in the human being. The decision-making policies of the Parole Board take their inspiration from it in assessing the risk to society.

- A need for in-depth counselling;

The length of the sentence requires appropriate planning on an occupational level in order to maximize in a realistic way the experience gained in the penal environment.

- A need for training/employment programs consistent with the outside world;

The length of the sentence presupposes that the outside world will have fairly evolved when the inmate is released. Programs must be constantly adjusted to the outside reality and aimed at a more competitive performance in the community's job market.



- A need for assessment and regular therapy;

Crimes leading to long-term sentences are generally of a serious not to be ignored. However, the fact remains that long-term confinement may disturb some inmates at various times of their sentences.

- A need to feel useful to society;

This need represents a link to be maintained with the outside world and can often be a source of motivation to foster a will to succeed.

- A need for regular contacts with important resource persons;

This need also represents an essential link with the outside reality and as such allows for steady progress during the entire period of incarceration. Ensuring the continuation of these links remains a considerable challenge.

- A need for coherent interventions focused on the offender's particular situation;

An inmate serving a long-term sentence might well have to deal with a succession of staff members, hence the need to develop a coherent intervention plan focused on his/her particular situation.

- A need for a life style in which there is room for flexibility, latitude and less routine;

Repetition in daily life can have a deadening and degrading effect on any individual exposed to a long period of imprisonment.

- A need for personalized case management;

It is recognized that each offender reacts differently depending on the circumstances associated with prolonged imprisonment. We must personalize our approach.

- A need for stable case officers;

The quality of the service provided is closely linked to the continuity of the interventions. The inmate serving a long-term sentence is more sensitive to this principle of continuity.

- A need for a genuine support relationship with case officers;

The nature of those offences also requires intervention on a therapeutic level in order to allow for a change in problem behaviour.

- A need for support from one's peers;

Being able to freely exchange with inmates in the same situation contributes in a significant way to a better understanding and acceptance of daily life.

- A need to be adequately prepared for release;

The long period of involuntary confinement causes the inmate to draw upon his capacity to adapt. This capacity can be fostered positively through proper preparation prior to release.

- A need for continuity (institution/community);

The transitional shock from a penal environment to the outside world after many years must be minimized through continuous supervision.

- A need for community support after release;

The stigmatization created by the gap between the inmate and the outside world can be reduced with the help of good community support upon release. In many cases, it means the difference between success and failure.

- A need for intimacy;

Constant and non-solicited exposure to group living can bring about some inmates a loss of identity, hence the need to be alone.

APPENDIX E

**JUDICIAL REVIEWS COMPLETED**

NAME	PROVINCE	YEAR	DECISION
1. CHARTRAND, Rhéal	Québec	1987	Reduced to 15 years
2. VAILLANCOURT, René	Ontario	1988	Denied - appealed to the Supreme Court - denial upheld
3. SHELDON, Larry	Manitoba	1990	Reduced to 17 years
4. LUCAS, Dwight	Manitoba	1990	Reduced to 17 years
5. BOYKO, Brian John	British Columbia	1990	Reduced to 15 years
6. COCKRIELL, Vincent	British Columbia	1990	Reapply for judicial review in 1992
7. STEWART, Albert	Alberta	1990	Denied - original sentence under appeal to Supreme Court
8. SIMARD, Charles	Québec	1991	Reduced to 15 years
9. RODRIGUE, Jean-Louis	Québec	1991	Reduced to 17 years
10. PARKER, Allan Charles	Ontario	1991	Denied
11. LAVIGNE, Gilles	Québec	1991	Reduced to 15 years
12. POULIN, Jean-Yves	Québec	1991	Denied
13. THÉRIAULT, Christian	Québec	1992	Reduced to 20 years
14. NADEAU, Jean-Claude	Québec	1992	Reduced to 15 years
15. NICHOLS, William	Alberta	1992	Reduced to 20 years

March 12th, 1992



