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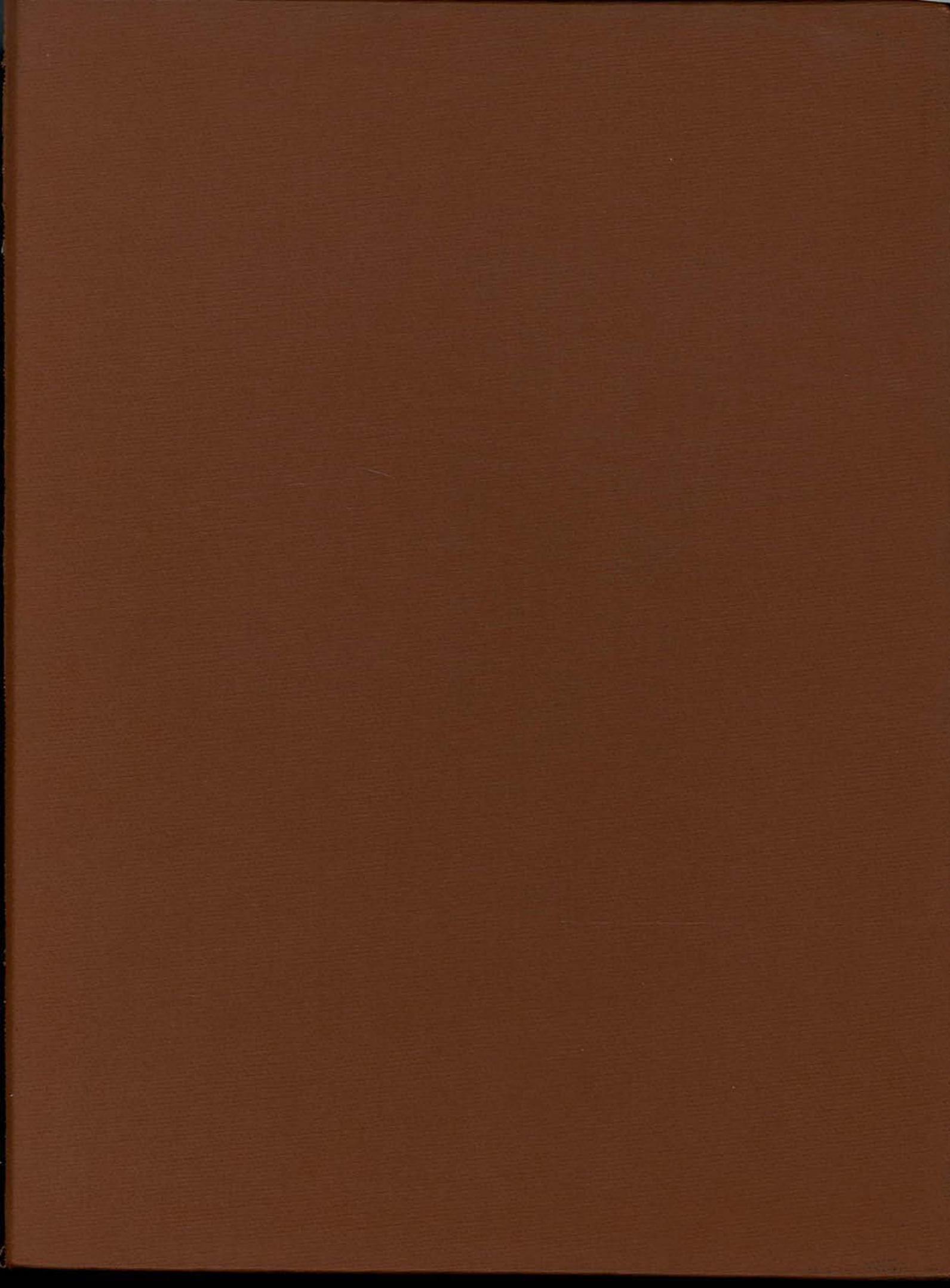
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Report
to the
Solicitor General of Canada
concerning
The Educational Program
of
The Canadian Corrections System

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Ontario Institute for Studies in Education

Phase 2

February 1978 – February 1979

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document doit être approuvée préalablement par l'auteur.

The Reviewers are pleased to submit to
the Solicitor-General of Canada the
completed text of Phase Two of their
study of education in the Canadian
Corrections Service.

(100-500-000-2-0411)

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Chairman

Dr. Gérard Barbeau regretted the necessity to withdraw for personal reasons.

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RECOMMENDATIONS

1. The CCS, by means of systematic information gathering and regular internal and external reviews of specific programs and program areas, should establish a disciplined base of information for its own present and future development.
2. We recommend that immediate steps be taken by the Director of Education and Training of the CCS to implement increased communication and exchange between educational programs and personnel in the Federal and provincial correctional systems. Both groups of personnel should be encouraged to meet together, participate in teacher exchange programs, and to share techniques and materials. Opportunities for beginning and advanced training for such educational personnel should be made available, where possible, jointly to Federal and provincial personnel.
3. All systems and programs within an institution should be understood to be potentially rehabilitative or the reverse. All programs should be designed to maximize the rehabilitative effects to the greatest extent possible.
4. All education and training, whether academic or vocational, carried out within the Corrections Service, should be conducted in accord with the principles of adult education, allowing for the special characteristics of the inmate population.
5. All education personnel within the Corrections Service must be provided with some training, both initial and ongoing in the principles and practices of adult education.
6. Participation in educational programs by inmates should remain fundamentally voluntary, based on substantial improvement in educational evaluation of inmates, the availability of programs, and the availability of counselling and information about those programs.
7. All inmates should have access to education and training opportunity equal to that enjoyed by any citizen of Canada. Application for special financial assistance should be considered in the light of that available to citizens as a whole.
8. The CCS should aim at a goal of twenty percent of all expenditures being devoted to educational programs.
9. Each institution should examine immediately its internal communications and information system with a view to ensuring that all employees have the opportunity to learn about the goals and objectives of all programs and understand the programs and responsibilities of all other employees.

10. Every person in the CCS should receive some orientation respecting the role, scope, and importance of the educational programs comparable to what is now provided regarding the demands and functions of security.
11. The CCS should undertake a further study of the functioning and contents of libraries in all the institutions, with a view to integrating them with the educational programs and with the need for individual study space.
12. Athletic programs with substantial teaching components should be developed in all institutions. A special Advisory Committee on Athletics should be appointed for a three-year period to oversee the development of these new programs.
13. The CCS should take immediate steps to realize the implications of Commissioner's Directive 236 by developing in selected institutions courses or programs of a professional nature in arts and crafts. The advice and support of the Prison Arts Foundation should be sought in implementing this recommendation.
14. Opportunities for learning the skills of committee work and other group activities should be a conscious part of the educational program. This help is especially needed by those on inmate committees. Competence to respond to such learning needs should be developed either through adding properly trained individuals or through training existing staff.
15. The use of dynamic security as a mode of operation should be encouraged. That an understanding of the difference between these two concepts be expected from employees so that each may be used where appropriate, rather than the administratively simple, but otherwise excessively costly predominant present emphasis upon static security.
16. The CCS should undertake, under the general discipline of "learning potential", a review of the goals of the socialization program, as it currently operates, with the view to increasing the mutual reinforcement between education and socialization programs, and the amount of communication between the two.
17. Education and Vocational Training, as presently defined within the Corrections Service should be maintained as part of work, for administrative purposes, in the sense that they provide the opportunity for major allocations of the time and attention of inmates.
18. The principle of free choice of alternative forms of work, including education and training should be maintained.
19. The institution should move towards a pattern of work in which educational and industrial programs are the principal choices, while all inmates will, at one time or another, take part in maintenance.

20. Levels of pay should be as high for participation in the education program as they are for any other activity in the institution, subject to the same type of performance evaluation that is applied to other activities.
21. There should be at least one national meeting a year of various groups of specialized staff within the institutions.
22. There should be at least one regional meeting a year for various groups of specialized staff within institutions.
23. There should be a system of regular newsletters or some comparable form of information exchange for various groups of specialized staff within institutions.
24. The Assistant-Director for Education and Training must take part in all the major policy formulations and decisions in the institution so that the educational implications are explored and maximized.
25. The actual work load of the Assistant-Director of Education and Training should be reviewed in order to ensure that it conforms to the job description and to the direct and indirect responsibilities involved.
26. CCS should strengthen and improve its educational programs of a formal nature so that they attain the highest quality of practice of any educational programs to be found in the society.
27. The "liberal" quality of prison instruction in all settings and at all levels must be strengthened, with the appropriate resources and opportunities for instructors to develop proper skills and attitudes. It should apply to all educational programs. Instruction in liberal studies should be extended at all levels within education programs in penitentiary settings.
28. The CCS needs to examine all of the existing relationships with public education authorities, and while recognizing the value of diversity among them, make sure that implied relationships of quality control, adequate supervision and provision of proper staff, are being actively maintained.
29. Substantially increased effort must be made to meet provincial standards in all programs for which certification is necessary and desirable, particularly in the vocational training programs. All certificates must be provided by external educational authorities and bear no reference to the location of the educational program, or any other negative stigma.
30. The CCS should continue to construct institutions which combine the small scale advantages inherent in the living unit concept as presently practiced, with access to the necessary range of educational resources. The CCS should include on committees planning future construction or renovation individuals with experience in prison education.

31. School programs offering opportunity to complete elementary and secondary programs up to Grade 12 must be equally available to inmates in all institutions, adapted to whatever special security or other conditions prevail.

Extension services must be developed by the prison school so as to make such basic educational opportunities available to those inmates in hospital, special handling units, and other special circumstances, who wish to avail themselves of such services. These services should also be available to prison personnel.

32. Elementary education within the system in the early stages should be based largely on principles and practices associated with adult basic education with an avoidance of measures of achievement associated with children.
33. The CCS Education and Training Division should appoint for the next three years a special consultant on adult basic education to aid in the development of programs designed in this way.
34. Experience should be shared, and materials standardized across the system to the extent necessary to avoid the disruption of programs for inmates moving from one institution to another.
35. The CCS Education and Training Division should appoint an educational consultant from native Canadians for a three-year period so as to develop programs suitable for inmates of that origin.
36. With respect to the previous recommendation, the CCS should take immediate steps to consult provincial corrections systems in order to develop cooperative resources and programs of this nature.
37. The CCS should engage in regular consultation with the native brotherhoods, including the Inuit, as a basis for the development of such programs and the provision of other services.
38. Inmates should be able to study in one of the two official languages most appropriate to their background and future prospects. Basic services must be available in both official languages.
39. Community college-level courses should be available in all institutions, either by means of day release or through direct instruction. These courses should be provided through contractual arrangements with appropriate colleges, though in some institutions the system could begin to develop its own resources for some types of courses under supervision.
40. Inmates should have access to university-level work either through correspondence and other distance learning methods, or through placement in a selected institution in each region. There should be some version of the Matsqui educational program in each region in Canada.

41. The Corrections Service, through its regional centres, should take immediate steps to arrange a contract with a major university in each region that would take responsibility for the provision of university-level programs.
42. Communication and exchange between the personnel of the academic and vocational training programs need to be greatly increased so that more opportunities for a unified commitment to goals of education and training can be achieved, for example, opportunities for developing mixed programs.
43. A basic range of vocational training programs should be available in every institution, subject to some special security provisions. Entrepreneurial skills of a modest range should be included in vocational programs.
44. Every specialized program in vocational training should have a small advisory committee⁽¹⁾ of appropriately experienced citizens to provide advice, opinion on the adequacy of the programs, and to help with problems of employment after releases.

Each of the program advisory committees should have a representative on an institutional committee on education and training.

45. The Director of Education and Training should review immediately the problems encountered in mounting acceptable educational programs because of the locations of the institutions, and take steps to remedy such problems by the allocation of special resources, including personnel.
46. Educational personnel at Warkworth Institution should be encouraged to develop a pilot project in the use of closed-circuit television and the development of appropriate materials for educational programs, especially for segregated individuals within the institutions.
47. The Prairie and Quebec Regions should be encouraged to explore relationships with Athabasca University and the TeleUniversity as a basis for developing distance learning materials for use within institutions. Similar explorations should take place with provincial Education Communications Authorities such as exist in Ontario and Alberta with a view to providing special transmissions for prison education.
48. Wherever possible, institutions should explore the use of adjacent cable systems which could provide access to additional educational materials. There is a real change in satellite technology which lends itself to operation within the institution.
49. There should be increased efforts to persuade inmates to take advantage of educational opportunities available within the institutions on a full or part-time basis.
50. The school should be regarded as a centre for the provision of learning opportunities throughout the institution rather than as a closed unit. The school personnel should receive appropriate training in methods of educational extension.

⁽¹⁾ The precise dimensions and procedures related to these committees may be found in Appendix 2.

51. Information about inmate backgrounds and progress should be collected systematically and made available to both the individual inmate and the institutions in which he is confined. Each inmate-student should have an educational dossier recording all educational experience and achievement, particularly progress made during incarceration.
52. The Parole Board should be informed of the range of educational opportunity available within the Corrections Service, the range in those institutions in which a particular inmate is confined, and the inmate's performance in education and training.
53. The Parole Board should make as clear as possible at regular intervals its views of and criteria with respect to the relationship between parole and participation in educational programs, with such special conditions and circumstances as may exist, carefully identified and described.
54. The pre-parole period for individual inmates should include manpower counselling, whereby the inmate is made aware of vocational training choices available in various educational institutions. In addition, the inmate could be pre-enrolled in the program before release which would allow him to undergo a specific activity immediately on parole. Relationships between choices outside and educational experience during incarceration should be maximized where possible.
55. Efforts should be increased to establish "academic half-way houses" in various communities to house ex-inmates and to supply academic help for those continuing their studies on release from penitentiaries.
56. Education and training program should be evaluated internally and externally on an annual basis and in an ongoing way, and a report submitted to the chief executive officer for review.
57. Regular and intensive evaluation of education and training programs is needed to ensure that they are challenging and demanding of quality performance by inmates. Only those inmates who are prepared to make such an effort should be participating in these programs, (although the quality of work should be at the individual student's level). The monitoring and supervisory process is the direct responsibility of the Assistant-Director of Education and Training.
58. Every effort should be made to ensure that the standards of examinations, assignments, and essays required in various programs in penitentiaries be equivalent to those required in regular programs outside the penitentiary. Where possible, standardized tests should be utilized to comparatively evaluate inmate performance.
59. High priority must be given to the establishment of a set of standards for penitentiary education in Canada. These standards, which will constitute the criteria for the evaluation of such education must be adaptable

on a regional and provincial level. An effective annual external evaluation of penitentiary education is not possible until the criteria for such evaluation have been developed according to the objectives of the CCS and accepted.

60. Educational testing and regular communication of information concerning the results of such testing must be made uniform throughout the system with due regard for special requirements of different provinces.
61. Educational testing and assessment, particularly with respect to literacy and basic skills, should be made mandatory for all inmates on their first entry into the penitentiary system.
62. The testing should be conducted by qualified educational personnel, after the orientation period, following an inmate's assignment to his first institution.
63. An important aspect of the educational information system would be to keep track of inmates constantly to discover what is being gained through participation in any of the programs, with a view to assessing the value for the individual of remaining any longer in a particular program, and also as a means of evaluating the various programs.
64. Since individualized methods of learning are so essential in a penitentiary, a planned effort should be made to understand their full potential and the conditions necessary for their success. The effort should also be made to change negative understandings and attitudes that seriously limit the programs, and to provide training of personnel and support services.
65. In professional development programs, penitentiary personnel should be aware both of the strengths of individualized education and its difficulties, and of how the program can be positively advanced and extended.
66. Immediate efforts are needed to study the application of distance learning programs, such as British Columbia's Open Learning Institute, the Athabasca Program and the TeleUniversity, to the educational offerings within individual penitentiaries.
67. In every penitentiary there should be at least one teacher-treatment officer who has made some special study of the best conditions for utilizing individualized programs so that he can help plan this part of the total program, provide assistance and training to the teaching and/or counselling staff, and help devise appropriate administrative procedures for effective education.
68. In each region, one of the educational officers should be asked to undertake responsibility for fostering, supporting and integrating programs of individualized learning.

69. There should be a greater range throughout the entire system of opportunities for part-time participation in education programs, during the day and evening. Part-time participation can be both concurrent and consecutive. Some part-time involvement in education is the most likely pattern for the inmate to follow upon release.
70. Each institution which offers education and training programs should have the service of at least one counsellor specifically trained to deal with three elements of the educational system - educational testing and assessment, advising inmates in program selection, and ongoing support for inmates involved in education and training programs.
71. Counsellors selected for penitentiary service should have preparation specific for the role. An educational background, knowledge of penitentiary education and effective counselling skills are essential elements in such preparation.
72. The responsibilities of educational counsellors in penitentiaries should be specifically related to the problems of education and training within the institutions.
73. The Commissioner of Corrections should establish immediately an Educational Advisory Committee which would function according to the specifications included in this Report. The Committee should be reviewed at the end of two years, and in the fifth year, in order to estimate whether it meets the purposes envisioned.
74. Where existing contracts are serving the educational system well, they should be maintained, but carefully examined and strengthened with respect to interchange and regular evaluation.
75. The CCS should choose one institution in which the entire educational program up to the level of Assistant-Director of Education and Training is contracted for, preferably to an external educational organization. This contract should be made for no less than three and no more than five years, and should be carefully evaluated.
76. In at least one province the CCS should create a separate school board for the system within that province. Members should be appointed by the Commissioner in consultation with the Educational Advisory Council, and hold office for three years. They should be chosen from among CCS personnel, interested and knowledgeable citizens, and inmates. The board would be responsible for policies on hiring instructors, curriculum, and the general management of the educational programs of a credit and non-credit nature.
77. In one province, the CCS should undertake an experiment with the creation of its own college which would provide a range of college-level programs to all institutions in that province or region. The members of the board of the college should be appointed by the Commissioner in consultation with the Educational Advisory Council, with members holding three-year appointments. Members should be drawn from the CCS, from among interested and knowledgeable citizens and there should be inmate representation.

78. In each region in Canada, there should be the opportunity for study at the university level modelled on the arrangements and organization represented by the present relationship between the Matsqui Institution and the University of Victoria.
79. The Service should establish a clear, comprehensive, and easily available set of requirements for new employees in the education programs. One of the criteria should be that the applicant have some prior experience in the education of adults.
80. As soon as possible after employment, the new staff member should be provided, by the regional administration, with a planned orientation program, with significant elements associated with the institution in which he or she will be teaching.
81. Academic and vocational educational personnel should be subject to similar conditions of employment, and should come within the same employment group in the Corrections Service.
82. Educational personnel should be encouraged to attend regular regional and national meetings with other educational personnel from within the Service. These meetings should be carefully planned so as to deal with specific programs, projects, materials, etc., being used in various institutions.
83. The Canadian Corrections Service should develop and maintain channels of communication between members of education staff and those involved in other prison programs.
84. The Director of Education and Training should seek to establish ongoing professional relationships between education staff in Federal and provincial corrections institutions.
85. The Service should develop a continuing program of professional development involving regular study leave. The program should combine regular degree work in adult and associated forms of education with a certificate program designed expressly for prison educators. The program should be maintained cooperatively by a university in the region, and the Service's Staff Colleges.
86. The Service should move towards developing joint professional development programs with provincial corrections authorities.
87. The Service should undertake in cooperation with one or more universities the development of the procedures and materials for such a program.
88. The Service should identify and provide support for the development of two centres in Canada devoted to graduate-level instruction and research in the theory and practice of corrections education.

89. The Service should conduct an annual conference for individuals engaged in, and interested in corrections education.
90. The Service should continue to employ both Service personnel and contract personnel in the conduct of the educational program.
91. Personal Service contracts should be used only in special circumstances where specific service can be obtained in no other way, or a very short term is involved. They should be flexible enough to be negotiated for varying periods of time.
92. The educational programs should make more use of resources among inmates for contribution to instruction and other aspects of the programs. Such participation should be treated as professional development for the inmate in question, and be carefully planned, supervised and evaluated.
93. The Reviewers support the proposal for an international scholarly conference on corrections education to be held within the next three years, to be developed, according to the plans presented in Appendix 5 of this Report.
94. The Director of Education and Training in consultation with other department heads, should review the present schedule of educational programs with a view to extending it at least into the mid-evening, and subject to inmate needs and wishes, make educational opportunities available over longer periods of time, including weekends. The implications of the Review should be considered with senior officials of the various institutions.
95. Where there is clear value for the isolation of the education program from the rest of the institution, such as at Matsqui Institution, this isolation should be carefully examined with respect to the creation of university-level programs in various regions.
96. The CCS should experiment with spatial arrangements which place the library and resources centre, and attached formal educational facilities, at the centre of the institution.
97. The Director of Education and Training should review the policies of various institutions with respect to private study in cells, and undertake to reduce what obstacles may exist to the widespread use of cells for that purpose.
98. Female inmates on minimum security should be considered for day release privileges, for the purpose of sharing vocational facilities in nearby prisons for men.
99. A pilot project should be considered in a prison for women, involving the addition of a nursery school program, servicing both the community and inmates' family needs, which would be supervised by a qualified nursery teacher and/or child care worker.

100. Family planning and parental education courses should become optional educational programs in prisons for women and men.
101. Credit courses in child care and the appropriate field work experience should be offered to male and female inmates in vocational training.
102. Drug and alcohol abuse programs should become part of the institutional program in prisons.
103. The Canadian Corrections Service should establish a small educational research unit as an integral component of the central administration of the Service.
104. The educational research unit should be given the responsibility for defining the research needs of the Service, planning a program of research and establishing the information base generated from such research.
105. Specific educational research projects should be contracted for with those individuals and groups outside the Service best qualified to conduct the particular study.
106. After a period of five years, a systematic evaluation of the education and training programs in the Canadian Corrections Service should be conducted, with a view to assessing the degree to which the recommendations in this Review have been applied and the effects of the recommendations themselves.

A REVIEW OF THE EDUCATIONAL AND TRAINING PROGRAMS IN THE

CANADIAN CORRECTIONS SERVICE

PHASE TWO

INTRODUCTION

The Penitentiary Project

On March 1, 1978 the Solicitor-General of Canada entered into an agreement with the Ontario Institute for Studies in Education (Department of Adult Education) to provide a "critical analysis of the programs of inmate education and vocational training throughout the Canadian Corrections Service, both in respect to theory and practice, based on the present state of knowledge in the field of professional education".

Subsidiary goals for the project were specified as follows:

1. to establish the groundwork for the development of a five-year plan for an educational and training program of high quality for inmates of Federal penitentiaries;
2. to identify and define specific penitentiary problems requiring professional educational research;
3. to lead to the creation of an Educational Advisory Committee to the Commissioner of Corrections;
4. to encourage university faculties of education to develop courses in teaching methods for penitentiary teachers and instructors;
5. to plan an international scholarly conference on penitentiary education and training;
6. to stimulate interest in the subject of penitentiary education and training on the part of academics and other professionals in the field of education.

Students of criminology and penology in Canada are aware that there has been a long series of investigations and reports concerning the penitentiary service with a very mixed rate of success in terms of implementation of recommendations. There are substantial reasons for this fact, and the parties to the present agreement gave considerable attention to the design of a procedure for such a "critical analysis" that would guarantee the maximum chance for the results to be both intelligible and relevant to the circumstances and aspirations of the Canadian Corrections Service. It was their opinion that a "procedure" that was in itself intelligible and cooperative in terms of necessitating the maximum participation of members of the Service, would have the firmest guarantee of producing results that would be constructive and helpful. Therefore, it was agreed to adapt an existing method of systems review currently used by the Organization for Economic Cooperation and Development for the comparative review and analysis of various systems within member countries⁽¹⁾.

Accordingly, the Canadian Corrections Service, Education and Training Branch, undertook to produce by September 1, 1978 a thorough review of the educational programs in Canadian penitentiaries, with regard to the following three questions: What are the dimensions of present educational activities? Why are they as they are? What is planned for the future? This Report, the Phase One Report, which was indeed completed in September, 1978, was provided for members of the review group, and at the same time was shared with all relevant personnel within the system during the period of the Review.

¹ See OECD Review of Canada Manpower 1968, OECD Review of Canadian Education, 1976.

An important aspect of the procedure adopted is that such an initial report, often the first of its kind, provides a valuable material focus for individuals working within the system, as well as for any external group of Reviewers. It could be expected that the completion of such an initial review would, of itself, stimulate considerable discussion and renew vitality within the system. This would, in its turn, produce an environment in which the observations of a group external to the system would be of considerably greater value.

A second characteristic of the procedure was the creation of a group of Reviewers, all of whom had professional experience in various fields of education, with some overall emphasis on experience in the field of adult education. Inmates of Federal penitentiaries are by definition adults, and any educational activities in which they engage fall within current definitions of adult education.

The Reviewers chosen for the undertaking were:

Dr. Gérard Barbeau

Directeur Général, Conseil Scolaire de l'Ile de Montréal, P. Q.

Dr. William Barnard (Associate Coordinator)

Assistant Professor & Coordinator, Developing Human Resources Specialization, Department of Adult Education, The Ontario Institute for Studies in Education, Toronto, Ontario

Dr. Clive Beck

Coordinator of Graduate Studies, The Ontario Institute for Studies in Education

Professor, Department of Philosophy of Education, The Ontario Institute for Studies in Education

Mr. Bert E. Curtis

President, Confederation College of Applied Arts and Technology, Thunder Bay, Ontario

Dr. John Dennison

Chairman, Department of Higher Education, University of
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Dr. Roby Kidd

Professor of Adult Education, Department of Adult Education,
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Secretary-General, International Council for Adult Education

Dr. Lucien Morin

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Dr. Alan Thomas (Coordinator)

Chairman, Department of Adult Education, The Ontario Institute
for Studies in Education

Nancy Cochrane

Research Officer, Doctoral Student, Department of Adult Education,
The Ontario Institute for Studies in Education

The Reviewers were to receive, examine and comment in detail
on the initial report provided by the Corrections Service. In order to
do this with sensitivity it was necessary for members of the review group

to acquire some "feel" for the present conduct of the educational program within the prisons and for the environment in which it has developed. By nature prisons are isolated, segregated communities, with distinct though not totally unique qualities of their own. Every report made on the penitentiary system underlines that characteristic. In addition to what deliberately "special" features may be argued for within an educational system conducted in penal institutions, there are a substantial number of "special" characteristics that arise inevitably from their basic nature.

Accordingly, arrangements were made during the period following the receipt of the initial report from the Service for all Reviewers to visit a representative range of institutions. In total, 24 institutions were visited, and a wide variety of individuals, ranging from the Solicitor-General to a varied selection of inmates, were met and engaged in discussion. A complete list of the visits, contacts, and meetings of the Reviewers is included in Appendix 1. Consultation was sought with a number of other individuals and organizations, for example, the National Parole Board, the John Howard Society, the Elizabeth Fry Society, the Prison Arts Foundation, during the period of the study. This Report is based on the results of those consultations, discussions among the Reviewers, and reaction to the initial Report from the Corrections Service.

Background of the Review

In 1977, immediately prior to the start of negotiations between the Solicitor-General and the Ontario Institute for Studies in Education, the Sub-Committee on the Penitentiary System in Canada of the House of Commons Standing Committee on Justice and Legal Affairs had submitted its

Report to Parliament. The Sub-Committee had been established as a result of a serious outbreak of unrest in the maximum security institutions.

The Report commented substantially on matters related to education provided in the institutions, urging that more provision be made for opportunities for inmates to pursue education at all levels subject to their individual capabilities. It commented on what educational opportunities existed, noting the wide variety among programs in different institutions, and the presence of serious shortcomings in both their quantity and quality.

While the Report of the Reviewers will take up a number of the specific recommendations of the Sub-Committee, it is to the general nature of its comment and recommendations that attention is directed at this point.

The Report of the Sub-Committee underlines the general confusion and disagreement that seem to exist around the matter of the purpose and functions of the penitentiary system as a whole. Leaving aside the entire matter of the operations of the judicial system, which was beyond the mandate of both the Sub-Committee and the Reviewers, the question is still what to do with inmates once they have been imprisoned. For our immediate purposes the narrower question is what purpose or function the educational programs play in the activities that are conducted within prison walls.

Although there seemed to the Sub-Committee little evidence to support the case that one type of activity contributed more to the purposes of the penal system than another, there was no doubt in the minds of its members that "idleness" and "boredom", more than any other factors, served to defeat those purposes. Repeatedly the Report makes the point that whatever specifically may be claimed for the purposes and functions of those alter-

natives that now exist in varying degrees, "industry", "maintenance" and "education and training", they must be pursued and strengthened in terms of the legitimate demands they make on the time and attention of inmates.

The Report states:

We have, in fact, tried almost everything except the system of incentives, reward, and social structures developed by trial and error over millenia that represent the most sophisticated insights available to mankind in the difficult task of trying to co-exist and work together in some semblance of productive and mutually supportive harmony. We observe that the whole experience of humanity is not something to be lightly disregarded. Nor should we be particularly surprised as the lesson of the penitentiary illustrates what happens when we do.

-- (Para 502, Report of the Parliamentary Sub-Committee)

More specifically the Report asserts that:

Principle 13:

Work is necessary for personal reformation. Idleness and boredom are among the most destructive elements of prison life. A full working day, as near outside normalcy as possible should be mandatory for every inmate capable of working. Wilful refusal to work without just cause should be treated as disciplinary matter. Education or Vocational Training should qualify as work.

-- (Para 510 and 511, Report of the Parliamentary Sub-Committee)

The last sentence placed education and training as a central function in prison life, equal in status to other opportunities for work, such as industrial shops and institutional maintenance, and from this assertion flows a series of recommendations regarding the quantity and quality of educational programs. However, it is clear that the Report is concerned with what inmates learn from all facets of prison life in terms

of the relationship of that experience to the likelihood of each one pursuing criminal activities once he or she is released.

The concern for educational and training programs led the staff of the Canadian Corrections Service to observe that, while many investigations of the penal system had been carried out by a great variety of specialists, there had not been a sustained review of the educational and training programs by a group of professional Canadian educators. Individuals such as Dr. J. Ayers of the University of Victoria and Dr. John Friesen of the University of British Columbia carried out special investigations for the Service, and had been involved in the implementation of particular programs. Until the development of this project there had been no overall review by an external body.

The Reviewers were asked to comment on the following areas of endeavour:

i) Adequacy of the selection process in institutions for admitting inmates into the school/vocational system: Does the selection process really identify those inmates who can properly function in this environment? Does it involve participation by the proper institutional staff?

ii) Analysis of number of inmates enrolled vs. number who complete courses: Why do they drop out? What controls should be imposed? Pass/fail ratio: How does it compare with the outside? Any additional controls necessary?

iii) Is the school "an easy place to do time"? Are there adequate controls placed on length of time allowed in each course?

iv) Pace of work in school/vocational shops: How does the pace compare with the outside? What can be done to improve it?

v) Inmate discipline: e.g., attendance; Adequate teacher control? Adequate institutional support?

vi) "Actual" teacher contact time with student: How much time spent on administrative duties, e.g., checking passes, etc.?

vii) Assessment of attitude of rest of institution to school/vocational training: What priority is program given? Frequency of call-outs of inmates to see other institutional staff? Should this be reduced?

viii) Assessment of communication and integration between school/vocational and rest of institution

ix) School principal or vocational supervisor: Has he the proper control mechanisms in place?

x) Student/teacher ratio: beginning and completion of courses

xi) Facilities: Adequate? Conducive to learning? Library and research facilities?

xii) Assessment of statistical reporting system for planning, trend analysis, performance measurement, etc.

xiii) Cost-effectiveness of programs: inputs vs. outputs

xiv) Role of Regional Headquarters, National Headquarters re school/vocational programs: Effective?

Using the initial Report of the Service itself as the main point of departure the Reviewers have tried to follow the issues specified in the contract. Occasionally information and experience appear to be sufficiently limited to justify simply acknowledging a matter as a problem for further research. The Report follows a substantive outline that emerged as the

Reviewers proceeded with their work and specific items are to be found within relevant sections. All recommendations are to be found first in summary preceding this introduction, and subsequently in the body of the text.

All education takes place in a particular context. The recipients of organized educational activities emerge from that context, and indeed bring elements of it with them, and must return to it. What they have become as a result of the education must make some sense to them and to others. The substance of the curriculum debates that are endemic to our formal educational system bears on the relationship that should or should not exist between what the individual learns or needs to learn in the overall environment and what the educational endeavour sets out to have him or her learn through systematic teaching.

Education in a penitentiary does not escape these circumstances. Therefore, it was part of the Reviewers' task to try to understand the particular nature of what is learned in other aspects of prison experience and its relationship to what the formal educational system attempts to teach. It would have appeared senseless to the Reviewers to try to improve a narrowly defined educational system within the prison if it is demonstrably irrelevant to all other aspects of prison life, if what is learned in "school" for whatever long-range goal, is inescapably and relentlessly cancelled out by the rest of prison existence. While we do not presume to comment on the whole prison situation we have tried to understand its nature, and have certainly felt entitled to comment on those areas where it impinges most directly, either constructively or destructively, on the carrying out of educational programs.

Some Basic Principles

We should like to make it quite clear at this stage that the presence of a recommendation does not mean that there is no example to be found of the activity involved in the recommendation within the prison educational system. In many cases we intend the recommendation to support existing activity which we believe is contributing to the goals of the system. It is the opinion of the Reviewers that a Report of this kind is often as important for what it confirms in the way of practice as for the changes it recommends. Also at this stage we would like to commend the system as a whole and many individuals in it for the openness with which we were received and the frankness with which our questions were answered. In any enquiry there is always the presence of suspicion, both inside and outside the system, about the representativeness of what is revealed and about the accuracy of the information provided. The Reviewers believe that they found no more of such misrepresentation than would be found in the examination of any other system, a very normal hazard in the conduct of such an undertaking.

We have been cautioned on several occasions about the impact on the general public of recommendations that, if implemented, will result in improved educational opportunities for inmates. In fact there are a good many of those recommendations in this Report. The most frequent comment has been that we must not make the institutions and the opportunities to be found in them better than the opportunities available in the world outside to the average citizen. Inmates after all have done injury, sometimes brutal injury, to other citizens and the society as a whole. It would not

be reasonable to reward them for their acts.

The Reviewers have based their recommendations on two general principles. It would be hard if not impossible, in our opinion, to make life inside better than the outside society. As a society, we set a very high value on the freedom of the individual. That is the one thing of which the inmate is deprived, and from that deprivation flow all of the negative aspects of prison life. It is presumably in this sense that the present view that incarceration is punishment enough is to be understood. The Reviewers have accepted that view, and their recommendations flow from that assumption.

Much is said about the cost to the ordinary citizen of maintaining inmates in prison during their sentences. We believe that the public and the Corrections Service do not wish to retain individuals as inmates any longer than is absolutely necessary. More than that, they are obligated to try to order the time that is spent in prison so as to reduce the likelihood of the inmate returning to prison after release. This not only reduces the cost of the Corrections Service to the public, but it also reduces the cost of crime, and the cost to the individual offender involved. The Reviewers have accepted the statement from the Service itself that "education" can contribute to a reduction in future criminal behaviour. We are aware that the evidence to that effect is far from clear, and indeed is mostly speculative, but we believe that it constitutes our best hope. Therefore, our recommendations flow from a conviction that if there are to be education programs, they must be as effective in contributing to the hoped-for outcome as possible. We are opposed to any time

or money being spent on educational programs that are half-baked in either intention or implementation. If there are to be educational programs they must be made as genuine, professional, and practical as possible. To do anything less is to cheat ourselves, and to disastrously mislead the student-inmate.

CONTEXT AND IDEAS

This Review may be seen as one in the long series of studies that marks our society's continuing engagement with prison reform. But, like others, it bears some special characteristics that need to be identified. It is a review of the educational activities of the Canadian Corrections Service (CCS), undertaken by a group of ten professional educators, all of whom are entirely outside that system. To our knowledge it is the first such review in the history of Canadian corrections and, for that reason, may reach some judgments rather different from those of more general surveys. Then, it has been designed in such a way as to involve as many individuals as possible from inside the system in its general processes. Neither an entirely internal, nor an entirely external study, the document may be received in a rather different climate than have some of its predecessors. Finally, the fact that the CCS commissioned such a special study, with its mixture of internal and external components, is in itself a comment on the spirit and state of the Service at the present time.

The Review will not comment on the Canadian system of criminal justice which includes penal codes, judicial processes, and the incar-

cerating of human beings in specialized institutions for varying lengths of time. It is not that as individual citizens and human beings we do not have opinions, even passions, concerning those matters. Nevertheless, they lie beyond what we were asked to do, and, for the most part, beyond our competency as professionals to examine fruitfully. Indeed we will only comment on matters other than formal education and training⁽¹⁾ within the prison system when, in our belief, those matters have a direct bearing on the conduct of the educational programs. As we will take some pains to point out, our commitment to "learning" inclines us to believe that the function and purposes of education within a corrections setting cannot be comprehended or evaluated independently of the totality of that setting. The popular concern about prisons does not focus primarily on what is learned in prison schools but what is learned from the entire life in prison. We will not hesitate to reflect on other practices and programs of some salience in this respect, but we will only do so with some specific educational matter in mind.

There is a great deal happening within the CCS at the present time. Both imagination and vigour, mixed in direction and intensity, are present in the operation of the system. The recent Report of the Parliamentary Sub-Committee, the appointment of a new Commissioner,

¹ The Reviewers are aware of the historical and contemporary distinctions between education and training. Specifically we are aware of how those differences manifest themselves, mostly destructively within the CCS. However, since we do not believe that one can educate without training or train without educating, we will not distinguish between the two for the balance of the Report. We will use the word "education" to mean all those formal programs and activities designed to increase an individual's knowledge, skill, or understanding.

a Minister with a personal interest in the system, plus the activities of hundreds of others who wish to make it as humane, as efficient, and as productive a system as possible, are contributing to the sense of vitality that the Reviewers have experienced. Many may wish that prisons did not exist, but since they do, there is every reason to apply to them or to the system, the same expectations of constructive human endeavour that one would apply elsewhere.

In the long history of corrections in Canada, this period may turn out to be one of the most positive in meeting the assigned responsibilities of the Federal system.

Yet, the Reviewers were surprised to find, despite the length of the system's existence, how little "reliable", "regularly gathered" information there is on which to base any of the day-to-day or long range practices. One looks in vain for satisfactory evidence on which to base either of the present arguments over the size of prisons, the value of a particular program of education, or the most efficacious kind of program. There is indeed a great deal of personal experience, much of which results in wise and sensitive behaviour, but the system seems to have been singularly unwilling to develop an amount of self-knowledge sufficient to lead it to gather information about its various programs and their results in a systematic way and to learn from its own experience. The Reviewers believe that Canada can develop a competent, effective prison system, and to a degree has done so, and that we do not have to depend heavily on examples and practices from other countries. Therefore, our first recommendation is that:

Recommendation 1

The CCS, by means of systematic information gathering and regular internal and external reviews of specific programs and program areas, should establish a disciplined base of information for its own present and future development.

We will later in the Report suggest particular areas where such examination could be valuable and the machinery by which it can be regularly carried on.

To repeat, prisons exist and any such Review must respond to the basic realities of institutional life. To grasp what those basic realities are, in the face of variations from institution to institution, region to region, internal area to internal area, and from perception to perception, perhaps constitutes the primary challenge for any member of the external society. Each of the Reviewers visited at least four institutions (details of the visits are to be found in Appendix 1) and each was deeply moved by what was encountered. Most, with little more information about prisons than can be gained from the press, were most powerfully affected by the contrasts to be found in penal institutions. If we were expecting "the black hole of Calcutta" we did not find it, though we saw some vestiges of it in special holding units and the like. On the one hand, we were aware of the existence of tensions, of distrust, of fear and hate, of relentless surveillance, of gates, barbed wire, and walls, and on the other, of relative cleanliness and order, of reasonable amenities, and of sufficient examples of human

concern, to allow the maintenance of a reasonably ordered existence. The largest institutions contained no more than four hundred and fifty prisoners, the smallest under one hundred. There is some overcrowding in several regions mainly due to a decision to keep an inmate accessible to his family and friends which prevents the utilization of vacancies and resources in other parts of the country.

Two Prison Communities

What becomes clear is the existence of two communities, one of the administrators, custodial officers and other specialized personnel, including educational officers, and the other of the inmates. These two communities are related largely by the exercise of power in a more open fashion than one encounters elsewhere in the society, and each in its own way is isolated from the mainstream of society. Inmates are isolated through the exercise of provisions of the criminal code. The others are isolated because of the requirements of implementing those provisions. All observers of systems of corrections of this type point out that members of both communities pay dearly in human terms for the nature of the relationship between them, and the resultant isolation.

Educators are familiar with the pattern and consequences of the use of collective means to achieve individual goals. The ends of any form of education are typically stated in individual terms, since it is to individuals that the term learning is applied. Yet the most common methods of reaching such goals involve working in large and small groups, schools, classes and the like. The means usually take on a reality and purpose of their own, and to some degree create goals that are competitive with those

originally sought. No teacher in a public school can afford to be unaware of the positive and negative potentials of the endemic tensions involved. So it is with the penitentiary. The stated goals of the system are "the custody, control, correctional training and rehabilitation of persons who are sentenced or committed to the penitentiary⁽¹⁾". To the extent that both goals are stated, the penitentiary system can be said to be somewhat more realistic than the schools about the dual nature of the enterprise. However, the strict language of "corrections" is stated in individual terms, since learning of a specific type is envisaged, and in practice we did not find a much more functional sense of the significance of the community for good or bad, than one tends to find in ordinary educational settings.

The Reviewers were intensely aware that many of the most powerful and the most forcibly promoted ideals of education have included the element of residence. From the implications of the "playing fields of Eton" to the Scandinavian Folk High School, a long and influential tradition has witnessed the value of living in common for an education of more than ordinary achievement and value. Without being cynical in the slightest, the Reviewers could not escape the conclusion that we were dealing with a very particular, but undeniable, variety of "adult residential education". Much of the public apprehension and skepticism concerning the efficacy of prisons in the performance of "correction" stems directly from a negative conclusion regarding the function of the condition of residence. It is a public truism to state that the older more "hardened" inmates, through cohabitation with the young, incline those young to more confirmed lives of crime. That view so far as we could tell has in the past had sufficient influence to encourage the system to segregate younger from older inmates.

¹ Canada. Laws, Statutes, ect. Penitentiary Act, 1962.
Canada Gazette, Part II, V. 96, March 28, 1962.

Whether one accepts that particular conclusion or not, a matter we will refer to, the public intuition about the critical importance of the prison community in bringing about and reinforcing some types of learning is correct. So long as inmates are not totally segregated, from each other, it is safe to say that they will learn more from each other than from any other source. For the Reviewers, then, one challenge was to find new ways, or support existing ways, in which the positive learning in this community and between its two elements can be encouraged.

Life in the institutions revolves around two preoccupations, each peculiar to its community. For the administration the high priority is security. Security has two faces. There is the matter of providing protection for the community from the activities of the offenders, the security necessary to keep him or her incarcerated. The second is the maintenance of security for inmates within the prison community. While one suspects that the degree of overt physical violence within most prison communities is no greater than in many ordinary communities, and perhaps less, the conditions of prison life are such that tensions can and frequently do run high. For example, there appear to be almost universally established informal rules regarding the acceptability of some kinds of inmates and some kinds of behaviour.

The overwhelming preoccupation of members of the inmate community is with time, meaning obviously the length of sentence. Despite some benefits, education among them, that may not have been available to some inmates when "outside", for clearly understandable reasons, no one wishes to be "inside". For all prisoners, the great question is how long they must remain there. Though there is general approval of the education programs on the part of

inmates throughout the system, we could find no examples of an inmate who had chosen to remain in prison in order to finish an educational program, even one that, on completion, might have proven to be a real benefit. However, there are examples of inmates who have preferred to remain in a medium security institution rather than transfer to a minimum security institution because the former provided an educational or training program unavailable in the latter. The preoccupation with time, and the general uncertainty about the exact length of sentences, and the scope of movement between prisons, involving release, transfer to another level of security and the like, have important bearing upon both the nature of education programs, and the practices of institution. It is safe to say that these two absorbing concerns, and practices resulting from them, dominate the life of the prison. All other activities are subordinate.

Because of the existence of these two communities and their characteristic preoccupations, the Reviewers have tried to acknowledge and identify what positive aspects of communal life exist and how they should support the operation of the "educational system".

Many of us were deeply impressed by a long evening meeting with an inmate group at Collins Bay during which the experience of the "Olympiad" was described. This involved a series of athletic events for retarded people from the outside community held over two summer days. The occasion, so far as we could see, was an impressive example of positive community self-development for the inmate group and, to a degree, for the administrative one as well. Evidently much was learned by the inmates who planned and participated in it about the nature of man and society. The Reviewers were

interested in how the positive effects of such events could be used to strengthen the emotional aspects of the formal instructional programs as well as to contribute to the promotion of human dignity. In short the Reviewers became aware of the existence of the communities within the institutions, and of the potential of all aspects of the daily lives of those communities for supporting or hindering the potential of the education program. We found increasingly that we were unable to focus our attention exclusively on the formal elements of education without enquiring into the nature of the life of the inmate "student" and his or her perception of how the two were related. For example, the very division of time within days and weeks within the institutions, in its effort to approximate a version of daily life "outside", appears to ignore the fact that much of the world outside does not organize life around a 7:30 a.m. to 4:30 p.m. schedule.

A final impression of the overall characteristics of the "system" concerns the incomprehensible relationships between the Federal and provincial correctional systems. While the Federal system includes some 9500 inmates at the present time, there are about 14,000 in various provincial institutions. Obviously many inmates of Federal institutions are "graduates" of provincial ones, and many who have served time in Federal institutions go for shorter sentence to provincial ones. Despite the extremely fragile basis for estimating rates of recidivism, and the astonishing lack of precise knowledge about individual inmates who do return to prison for whatever reason, this picture of participation in various levels of the system appears to be accurate. Both levels maintain educational, as well as other programs, and yet there seems a remarkable lack of exchange of experience or communication of any kind among those conducting them. While communication

between Federal correctional institutions and provincial and local educational authorities is showing considerable progress, with developing agreements for shared services, there seems little development in exchange between those doing similar kinds of tasks within the two systems of corrections. This seems an unnecessary waste of experience and resources, particularly where provincial and Federal institutions are reasonably near each other geographically.

Recommendation 2

We recommend that immediate steps be taken by the Director of Education and Training of the CCS to implement increased communication and exchange between educational programs and personnel in the Federal and provincial correctional systems. Both groups of personnel should be encouraged to meet together, participate in teacher exchange programs, and to share techniques and materials. Opportunities for beginning and advanced training for such educational personnel should be made available, where possible, jointly to Federal and provincial personnel.

The Reviewers, individually and collectively, brought to the investigation certain basic concerns, and identified and developed others as a result of the shared visits to institutions and the many meetings. Since a number of these general or theoretical preoccupations inform most of the detailed argument and recommendations of the Report, it was decided

that it would be useful to elaborate them at this stage in the Report.

These general concerns can be expressed under the following headings: Learning, Adult Education, Inmate Characteristics, Rights, Replication of Society, Costs, and Time and Security. Some of these are matters of principle, some matters of fact of an all-pervasive significance. Some are drawn from our experience as educators; some, as their titles indicate, from the characteristics of the correctional system. Yet each seemed of sufficient significance to receive some overall treatment before dealing with the specific details of the system and the recommendations. Some bear direct relationship to statements drawn from the Phase One Report of this examination, and are given particular prominence for that reason.

Learning and the Learner

The dominant preoccupation in adult education, and indeed in other areas of education today, is with learning, as distinct from teaching, or the delivery of educational services. Because the bulk of the practice of adult education occurs in circumstances where the student-learner participates voluntarily, the focus of thought and planning has shifted to the learner and to how he or she uses the educational experience for the maximum benefit. Most good practice in adult education today rests on the view that learning under compulsion is very often ineffective and results in unpredictable outcomes for the learner; the willing participation of the learner is of fundamental significance. This of course entails a much greater appreciation of the state of the learner, including his or her past experience, present circumstances, hopes, aspirations, and fears, than is implied in some theories of education. It suggests that the relationship

of a learner to his or her environment is an active one, and that the learner will choose from that environment the "lessons" he or she wishes to learn, or those that seem congruent with present circumstances. That does not mean that an individual will never learn something that is novel, unexpected, or contrary to what his past and present experience has taught him to expect. But it does mean that the possibility of such "novel" learning will only occur when learner and "teacher" work together in the process and with the open recognition between them of the possible clash between the meaning of past experience and the new alternatives presented.

This position is not accurately represented in the argument concerning adult education based on this approach to be found in the Phase One Report (pages 57 following). The Report correctly states that "Adult education approaches generally seek to build learning programs on the perceived needs, interests, and potentials of the learners" (p. 58). However, it concludes erroneously by implying that for this approach to be successful the adult teacher is required to restrict his activities to those which already interest the inmate. Such a conclusion implies that if you must "start where the learner is", you must end where the learner is with respect to any important growth or change. What the adult educator in fact seeks to do, is to assist the learner in discovering where he is and what the implications of that position may be, while at the same time providing the opportunity to examine other positions in the fullest possible understanding of the relationships between his position and the others, and of the implications of adopting a different position. This is not to say that the approach is always successful, but evidence is abundant that in competent hands it can be. To distort its true meaning, as the Report tends to do, is unnecessarily

to abandon a powerful technique. Clearly the success of such an approach depends entirely upon the competence of the educators to work in this manner, a matter about which the Reviewers will have a good deal to say at a later stage in their Report.

The corrections environment is almost a perfect reflection of the "learning" approach as described. The Report of the Parliamentary Sub-Committee acknowledged the critical importance of voluntary choice in its focus on "discipline" and eventual "self-discipline". Adult education involves movement to self-discipline from imposed discipline. Such significance, it seems to us, is also acknowledged by the general spirit of disillusion with previously held theories involving either maximum self-determination or maximum imposition of contrasting values and behaviour.

The dilemma is a familiar one to any experienced educator, since it has long been one endemic to the education of the young. How, in the paternal environment of compulsory education, can one develop the virtues and behaviours appropriate to that of responsible citizenship? That the schools succeed in doing so for the vast bulk of the citizens perhaps suggests that the dilemma is not what it seems, though the actual knowledge of what works in the mixture of authoritarian environment and "democratic" curriculum is not clear to many.

The Phase One Report (p. 34) quotes Lawrence Kohlberg to the effect that, "Traditional prison settings lack any of the elements of experience required for moral growth. Unfortunately, most prisons not only fail to provide the necessary moral stimulation; they actually block development."

The "learning approach" required the Reviewers to accept what

is implied by the Kohlberg reference to "settings" and to broaden the initial concern with the formal educational programs to some exploration of the environment in which they take place. The learner learns from that total environment, and if everything he learns from its impact runs directly counter to what the formal educational program tries to teach, little can be accomplished. Therefore, we have devoted as much attention as possible to what positive aspects we could discern or encourage in the overall environment that could be utilized to support what takes place in the "school" and, of course, vice versa. As our earlier reference to the two communities implies, such positive aspects can, and in our opinion, do continue to exist despite the other negative potentials.

Recommendation 3

All systems and programs within an institution should be understood to be potentially rehabilitative or the reverse. All programs should be designed to maximize the rehabilitative effects to the greatest extent possible.

Adult Education

By adult education we mean those principles of education and instruction that have grown up, with particularly rapid development in most recent years, around the provision of learning opportunities to those people in the society who are considered, and who consider themselves, to be adults, or who are required to accept, and for the most part do accept,

adult responsibilities. There are no rigorous definitions attached to these categories of behaviour; practice in different societies defeats their development or application. Nevertheless, even the more general classifications presented allow a reasonable identification of the participants in mind. In this case we are offering the characteristic North American definition which defines the practice of adult education in terms of those individuals or classes of individuals that normally engage in education. In part the overriding feature of such individuals and of their participation is that it is voluntary. That fact more than any other has served to determine the nature of the practices usually associated with the education of adults.

The Reviewers were struck often by the amount of voluntary behaviour encouraged to exist in prisons, particularly those designated presently as medium and minimum security. The impression was reinforced by a comment from a prison worker to the effect that little or nothing happens in prisons in a programmatic sense that the inmates will not support. Participation in educational programs at present is voluntary, and therefore within limits meets the major condition of adult education.

The Phase One Report indicates some conflict of opinion among different groups of prison personnel and between them and the inmates regarding the extent to which inmates qualify to be considered as adults for purposes of using relevant methods of instruction. The question is on what qualities of adult behaviour should such judgments be based? A little more than half the teachers and nearly two-thirds of the administrators believe that inmates are less than adult in some respect, with one quarter believing they are less than adult in all respects except

physical. A surprisingly greater number of teachers than administrators believe that inmates are more like children or adolescents. For understandable reasons inmates were not asked that question, though they give some indication of their views in replies to other questions about preferred methods of instruction. The pattern is not unlike that one would find in the average secondary school where one is faced with adolescents of varying degrees of adulthood, but all struggling to become adults.

When it comes to the use of teaching methods appropriate to adult education in the prisons, there are wider if consistent divergencies. More than half the teachers believe in little or no sharing of authority with the inmates, while nearly half the administrators are on the side of the maximum of mutual determination. Nearly three-quarters of the inmates prefer a good deal of self-direction and sharing, and two-thirds prefer the kind of instructor who makes that possible.

The divergency in views between inmates and instructors, those who have the closest contact with each other in the enterprise, are not unlike the divergencies one finds in adult education in general. However, the divergence in views between administrators and teachers perhaps indicates one of the problems in the educational system in the institutions. Such sharp differences in opinion about methods and goals are not likely to contribute to the smooth and productive running of the system. Obviously these two groups of individuals need to compare attitudes and expectations and work out their differences. By this we do not mean to imply that inmates' perceptions and views should not be taken into account in such attempts at accommodation.

The perception of inmates as immature adults is perhaps understandable

as part of a view of the nature of criminal behaviour in total, as well as a result of direct experience. Any number of theories regarding the meaning and function of standards of normal adult behaviour lend this view some credence. However, the Reviewers were struck by the type of control maintained within institutions that reinforces such a view of inmates and presumably supports the continuation or stimulation of such behaviour. The daily order of events within a prison, and indeed the punishments for minor infractions of discipline in medium and minimum security institutions, resemble to a great degree the rituals of educational institutions, residential and non-residential, that cater to children and adolescents. While we must respect the opinions to be found among the teachers, who are after all more directly involved, we wonder if they are a reflection of habits and attitudes carried over from other aspects of prison life, principally by inmates themselves, or if they reflect the results of having tried other assumptions and methods and found them wanting.

The replies of the administrators and inmates, more than those of the instructors, along with replies to a series of questions relating to the purposes of the educational programs (See p. 124-31, 32, 153-24, 169-8 and 181-10)⁽¹⁾ allow the introduction of an additional definition of adult education drawn from one traditional view. In that tradition the term adult education meant that type of educational activity which was designed to help a person become and remain an adult to the fullest extent possible. The programs associated with that view of education which maximized attention to certain types of "liberal studies" are largely similar to those being argued for by theorists who see a proper educational program in a prison to be a response to "cognitive" deficiencies in offenders (See pages 65

¹ Phase One Report

and following, Phase One Report.) Such programs are conducted on the basis of assumptions that the learners are adults in terms of their manner of participation at least and with respect to the importance attached to their interests and experience.

Finally the references made in the Phase One Report to the writings of J. Weir, former Director of Inmate Training (See pages 28-30.) indicate in both language and content that it was and perhaps remains the formal intention of the Corrections Service to envisage and operate its educational programs as programs of adult education. Obviously the Reviewers believe that this should be the case, but we were struck by evidence of wide variations within the educational programs with respect to the understanding of adult education and the relevant practices. In the Province of Quebec the liaison with the Provincial Educational Authority is carried out through the Division of Adult Education which provides at least some formal support for the utilization of appropriate methods and techniques. However, we found few prison educators who had had the opportunity for training in adult education, or who possessed those skills when they were first employed.

Recommendation 4

All education and training, whether academic or vocational, carried out within the Corrections Service, should be conducted in accord with the principles of adult education, allowing for the special characteristics of the inmate population.

Recommendation 5

All education personnel within the Corrections Service must be provided with some training, both initial and ongoing in the principles and practices of adult education.

Recommendation 6

Participation in educational programs by inmates should remain fundamentally voluntary, based on substantial improvement in educational evaluation of inmates, the availability of programs, and the availability of counselling and information about those programs.

Inmate Characteristics

The development of varieties of categories and classifications of the characteristics of those who go to prison in Canada, as in other countries, is without end, a source both of information and perplexity. The Reviewers were, of course, interested in those that bear directly on the provision of educational programs, and in particular, those that might provide a more solid foundation for the success of such programs. The Phase One Report provides us with a great variety of such information,

some of which we can at least temporarily disregard (such as the relationship between participation in education and the nature of the offence.) (See 138-11,139-12.)

The first characteristic of some overall importance is that intelligence seems to be distributed amongst inmates much as it is in the general population. That means that there are potential candidates for all the levels of education provided by the society in general, though in much smaller numbers. This in turn produces the need to provide all the existing levels of education for a relatively small population of 9500 individuals. This must be done if education is taken seriously, since to provide for some individuals education above their level, and for others education that is below their level, is to violate the regulations and make a mockery of the professed goals of the system. The problem becomes much greater when inmates are divided among institutions defined by the degree of security rather than by program. It means the creation and maintenance of all programs in each institution, a matter of some cost. With respect to the great middle range of programs, grades 5 to 10 or 12, and even for some technical programs, the problem is not insuperable, though the relative size of institutions can make a great deal of difference. But when it comes to the ends of the spectrum, adult basic education, or education for inmates with learning disabilities on the one hand, and university programs and art programs on the other, the problems become substantial. To a degree the system has met these problems by introducing specialization on educational grounds into some institutions, such as the university program at Matsqui Institution, though the patterns

appeared to Reviewers to be a matter of historical accident rather than systematic planning. Given some aspects of the current argument over the proper size of institutions, the Reviewers will make some recommendations regarding the specialization of particular programs in at least one institution in each region.

A second characteristic of inmates that seemed to be of considerable importance to the Reviewers is the matter of age. What is notable, to say the least, is the concentration of inmates among the late adolescent and young adult age groups. So far as we can tell this same concentration is found in most Western countries, that is the bulk of those people convicted of crimes and sentenced to terms in jail come from the age group of seventeen to thirty-four, the same group that fights wars, and from which imagination, great energy, and innovation are generally expected. An examination of Statistics Canada records of inmate ages from 1947 to 1974, indicates that the predominance of the age groups 19 to 34 has prevailed over the period of time in all corrections systems in Canada. The present pattern therefore is not simply a reflection of the size of that age group in the entire Canadian population, but rather a reflection of the fact that it is primarily the younger members of the society who are convicted and sent to prison, or that the types of crimes most likely to be committed by younger people are those most likely to be punished by prison sentences. If this is the case, then prison authorities may look forward to some relief when this age group becomes a relatively small one by the beginning of the next century.

It seems that few people are sentenced to prison in Canada after the age of thirty-five. To be sure, there are individuals well

over that age in prison, individuals who have received long sentences in earlier years, and this group presents some particular educational problems to which we will refer. However, there is some evidence to suggest that among inmates many important changes begin to occur in the early thirties. Officials with whom we have discussed this matter advanced a variety of explanations: they become more clever and less likely to be caught, they burn out, they go straight or they die young. It is impossible to tell which of these views is closer to the truth, and perhaps all are true in one case or another. However, our explorations suggest that an important enough number are in the "go straight" category to warrant serious reflection. We need to know what does happen in those critical years, and how it is related to the experiences gained by being in prison. The educational challenge implicit in that question is of course whether an educational program does or can have anything to do with it. Putting it another way, we have asked ourselves how the "maturation" that appears to occur in those years might be "encouraged" some years earlier. We frankly don't know the answer to that question, though we are impressed with the possible positive effect that those who are passing through these critical years can have on new and younger offenders. It does seem from some recent information about proposed prison visits on the part of youthful offenders (which have been arranged by older inmates), that some older inmates can have a very positive influence on younger ones. This is a notion that runs contrary to some current practices that involve keeping them quite separate from one another. Just as older and younger students in ordinary adult education classes can, with some careful

assistance, have very positive effects on each other, so it may be true among inmates, with the added weight of a common residential situation.

Other aspects of the concentration of particular age groups are important. Some of them are historical. The present dominant population in the prisons are the children of the post-war years, meaning that they have had a particular kind of experience in growing up in Canada. Any curriculum and teaching method in use must take account of their specific history. Secondly they have had a particular educational experience during those years, a different experience than they would have had a generation earlier.

While intelligence appears to be distributed normally in the inmate population, experience with school is not. There is a high concentration of individuals in prison who have in some way or another "failed" at school and who have predictable attitudes to any further attempts at education. It is perhaps important to remember that the school "outside" may have been one of the important authorities to be challenged by many inmates, and that the experience of this contest is not very far in the past. A new opportunity to choose to go to school within the prison may be met with relief at having another chance, or the experience may again be avoided through hostility and the fear of failure. While no one knows for certain how many inmates are in fact functionally illiterate, the suspicions are, with good cause, that there are many more than sign up for educational programs. We share those suspicions and argue that a great many such inmates will continue to engage in such avoidance until methods of recruiting for these programs are substantially altered, and

educational counselling resources strengthened.

It is also important to observe that a population mainly composed of young men and women has very high levels of physical energy that need reasonable outlets. For this reason an athletic program with a wide variety of vigorous sport and fitness activities, as well as others more suited to the older individuals, will not only provide for the necessary outlets, but can be used for educational purposes. It is probable that many inmates will need to learn how to engage in such sports, and this kind of instruction, in our opinion, is a perfectly legitimate aspect of any educational program no matter under whose administrative auspices it falls.

Over a period of years these particular characteristics will change. Indeed they are changing now. What we are suggesting is not a specific response that must be adhered to for all time, but a reasonable practice of educational planning that allows for such changes and takes account of existing predominant features. One of the main characteristics of programming for adults is that of regular revision and extensive dependence on novelty, in some contrast to the tendencies towards universality and continuity that seem to predominate in the education of the young.

Inmate Right to Education

While the value of an educational program in fulfilling the purposes of the system of corrections is an argument we shall want to address later on, the matter of the right of an inmate to access to

educational opportunity appears to the Reviewers to be a separate matter. We do not wish to involve ourselves at great length in the very complicated issues surrounding the general rights of inmates; nevertheless, we thought it impossible to ignore the matter altogether.

The entire issue of inmate rights is both complex and contentious, and it is extremely difficult to find any final authority on the matter. While the right to education cannot be entirely separated from any other rights the inmate enjoys or does not enjoy, the question of whether the educational program engaged in by an inmate during incarceration is a right or a privilege will in our opinion have some bearing on the impact of that program and on the very ends which are sought. If eventual "good citizenship" is one of the goals of such participation then one's "standing" as a citizen with respect to the program is of some consequence. At the very least the matter ought to compose some of the program content at any stage of such a program.

The question would seem to turn upon what rights an inmate loses as a result of being convicted of a crime and sentenced to prison. Here again the law is unclear and confusing. In Regina vs. Beaver Creek Camp Head, Ex Parte McCaud, 18th November 1968,⁽¹⁾ the argument is as follows. "At the outset it must be observed that the passing of a sentence upon a convicted criminal extinguishes for the period of his lawful confinement, all his rights to liberty and to the personal possession of property within the institutions in which he is confined, save to the extent, if any, that those rights are expressly preserved by the Penitentiary Act. Since his right to liberty is for the time being non-existent, all decisions of the officers of the Penitentiary Service with the respect to

¹ See Appendix 6.

place and manner of confinement are the exercise of an authority which is purely administrative provided that such decisions do not otherwise transgress rights conferred or preserved by the Penitentiary Act." (p. 379)

Since it is plausible to argue that participation in educational programs falls within the "manner of confinement" we must conclude that any right to education must be found, if it exists, in the Penitentiary Act.

The Penitentiary Act and Penitentiary Service Regulations (P.C. 1962-302. March 8 1962) under the heading Correctional Training Program, Section 2:10 (1) reads "There shall be at each institution, an appropriate program of inmate activities, designed as far as practicable, to prepare inmates upon discharge, to assume their responsibilities as citizens and to conform to the requirements of the law." And (2) "For the purpose of giving effect to subsection (1) the Commissioner, shall so far as practicable make available to each inmate who is capable of benefiting therefrom, academic or vocational training, instructive or productive work, religious and recreational activities, and psychiatric, psychological, and social counselling" and finally (3) "No inmate shall be compelled against his wishes to participate in religious or recreational activities."

It would appear therefore that the right to education possessed by an inmate is based on the Penitentiary Act in the manner suggested by the "Beaver Creek" decision. A further element in the "Beaver Creek" argument is to point out that regulations flowing from the Penitentiary Act, as distinct from "directives" which emanate from the Commissioner, are binding on the Commissioner and all other employees of the corrections service as a responsibility owed by them to the inmates. However, as

other critics have observed, the phrases "as far as practicable" and "who is capable of benefiting therefrom" leave a great deal of discretion in the hands of the prison authorities since the effect of such reservations presumably places the burden of proof as to whether it is "practicable" or whether "benefit will accrue", on the individual inmate or inmates. In recent years the Declaration of Human Rights has been gaining increased currency among the Canadian judiciary. In this context the right of convicted offenders to education is stated quite clearly:

(1) Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit.

(2) Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship among all nations, racial or religious groups, and shall further the activities of the United Nations for the maintenance of peace.

The Reviewers believe that clarification of these rights is important and necessary and that the regulations should be so written as to make it necessary for the authorities to prove, on appeal, that the particular program is or would be impracticable and that the inmate could not benefit.

Recommendation 7

All inmates should have access to education and training opportunity equal to that enjoyed by any citizen of Canada. Application for special financial assistance should be considered in the light of that available to citizens as a whole.

Access to educational programs and resources should be extended to all inmates wishing to take advantage of them, including those in special segregation of all kinds for whom "extension" methods should be developed and utilized.

The Reviewers are aware that education is within provincial jurisdiction, though there is lack of clarity regarding jurisdiction over the education of adults. In addition, there appears to be some doubt regarding the degree, if any, to which inmates in Federal penitentiaries are subject to provincial law. Nevertheless, the Reviewers believe that some composite of rights that do exist under provincial law could be created and utilized for purposes of the Federal regulations regarding education of inmates in penitentiaries.

The preceding argument is not meant to suggest that we did not find a general observance of the regulations regarding education as they now exist. We take the question up since we believe the matter of rights in this case is of importance and, along with other issues regarding rights of inmates, ought to be clarified.

Costs

The Phase One Report estimates that expenditures on education represent about four percent of the total expenditures for the Corrections Service. In comparison with educational expenditures throughout the society, that is, for example, proportions of provincial budgets spent for education, or the proportion spent by a medium-sized industry on the training and development of its employees, this amount seems excessively low. We realize that there are some specially high costs for the system which inevitably distort the comparisons with any other expenditures. However, in no case did the Reviewers encounter indications of extravagance with respect to the availability of educational and training resources, and in most there is room for considerable improvement in facilities, materials, and training opportunities for staff. The only item that should be reviewed in our opinion is expenditure related to the employment of more administrative personnel related to educational programs than seemed necessary in particular institutions. There appears to be an assumption in effect that no matter how small the program or the institution exactly the same number and disposition of administrative personnel are required. While in the smaller institutions a qualified Assistant-Director of Education and Training is needed, it would appear that there is little need for supervisors of academic and vocational education, positions which are of course needed in the larger institutions. We have no firm basis for estimating precisely what the proportion of expenditure on education should be at any one time, except that there are clearly demonstrable needs to be satisfied in order for the programs to fulfill their potential, and that a goal of twenty percent of total expenditure would not seem to be out of reason in order to meet those needs. (The Parliamentary Sub-Committee was in support of an increased budget for education and training.)

Recommendation 8

The CCS should aim at a goal of twenty percent of all expenditures being devoted to educational programs.

Replication of Society

The Reviewers heard a good deal about the need to "replicate the society" to which the inmate must necessarily return, particularly in the directions being pursued by the Inmate Employment Advisory Committee is this notion manifest. The argument is that the closer the life in the institutions is to the realities of outside society, such as regular work habits, a responsible attitude to employment and comparable obligations, the more the inmate will learn about acceptable conduct and the skills and attitudes for living in the outside world. There is some undeniable truth, which any educator recognizes, to this argument. In a sense inmates are a group of special students who have been segregated more than students usually are, and the problems whose solutions are provided by "simulation" and "hands-on" practices in ordinary educational circumstances would appear to be of special concern in this instance. We hope that the inmate who told us that he could not handle the freedom of a medium security institution, with the result that he had twice returned to a maximum security institution, and yet was to be released in six-months time, is not representative. This is a perfect example of what "replication" presumably hopes to avoid.

However, the Reviewers became aware that more than one version of outside society appears to be being replicated, and that insufficient

attention has been given to the exact nature of these versions and their impact on the inmate with respect to the desired outcomes.

First, security necessitates the graded versions of "boarding school for adolescents" as we have already mentioned. To be sure, the system tries to provide some gradual development by moving inmates who behave acceptably from maximum to medium to minimum security. The order which approximates "graduation", intends that the inmate will deal with increased degrees of freedom as he approaches release. However, the Reviewers were not able to find much indication of any educational use being made of such transition. We could find no life skills⁽¹⁾ programs directly related to the increase in self-consciousness in the inmate that might help him see what can and should be learned from such increases in freedom and self-determination. This would seem a serious omission since it is the life skills that are stimulated by such physical movement. We will have more to say about life skills programs within the institutions, but we believe that they should be more effectively integrated with the realities of the intentions of the security system rather than being operated entirely independently or at apparent cross-purposes.

Secondly, the division of time within the institutions, in terms of hours, days and weeks is largely a replication of a middle class, clerical or professional society. The prison day is largely an "eight or nine to five" day, with recreation in the evenings and on the weekends. In fact, the pattern frequently gives rise to the question of whether

¹ We are using life skills in the generic sense.

prisons are run to maximize the impact of the programs that can be developed or to suit the routines and habits of a predominantly middle-class, professional staff. Little thought seems to have been given to replicating other patterns of life in the outside, such as shift work, the hours worked by service personnel of various kinds, and the like. In fact, the nature of some of the trades being taught in the vocational programs is more likely to involve an inmate in other daily patterns than those of the professional middle class. We are not advocating one pattern as inherently superior to another, though some are or seem to be more appropriate, but we are suggesting that when the middle class pattern is combined with the security pattern, a great deal of time seems to be wasted. In general, work rarely lasts more than four or five hours in any one day and even within those limited hours interruptions are frequent. Even within the rubric of replication, much more advantage could be taken of the fact that institutions are on a twenty-four hour, seven-day basis, and there seems good reason to rethink the use of time as presently allocated, even if it means employing teachers to work from 3p.m. to 11 p.m. or some other basis. There seems to be no theoretical reason for utilizing only one or two patterns of time allocation if others would serve the purposes of programs and the prison system better.

Finally, while we were impressed with the extent of the trades training available, and in particular the devotion of some of the instructors, there is a sense of a world gone by in the kinds of trades being taught and the kind of equipment available. With the exception of the automotive trades, barbering, electric trades, electronics, welding, hairdressing, and the few printing shops, many of the trades reflect an industrial world that is no longer dominant in the world of outside. For example, there are

a large number of independent and semi-independent tradesmen in society who make good livings from repair work of various kinds, and small shops of their own. None of this seems to be reflected in present programs. We are aware that equipping teaching shops is an expensive business, but we are convinced that the true replication of the outside society would insist on some greater variety of trades that could be taught and learned.

Directions

There is an old French story wherein a man is asked whether he would accept a certain bargain. The terms are that all mankind should be happy and fulfilled with the exception of one person who would endure unbearable torture forever as the price of the happiness of all the rest. The reply is a hesitant no. In the hesitation can be found much of the ambivalence that surrounds the matter of corrections. Individuals do commit crimes, some of them violent, against other people, and against the society, and something must be done. If they are not to be killed or maimed or beaten, then they must be removed temporarily from the normal freedoms of community life, and put or kept somewhere. During that "confinement" they must eat, and sleep and keep warm, and somehow occupy their time in something other than meditation. And, during that time someone else must oversee that confinement and attend to all the details that are involved. Thus, inevitably, there are two parties to this solution, the keepers as well as the kept, and the special circumstances of the "keeping" will deeply affect them both. No vision of an effective or even satisfactory corrections system can prevail that does not reflect

the special needs of both of those groups.

The Reviewers accept the view now current that if punishment is involved, deprivation of an individual's liberty is sufficient. There are of course other reasons for the taking away of liberty than that of punishing someone, and those are bound up with the intent and hope that the offense will not be repeated. It is, of course, to this hope that the Reviewers have directed their attention. Since something must occupy the time and attention of those who have been deprived of their liberty, it is no more than merely civilized and utilitarian to try to direct those activities towards the "reform" of the prisoner. We agree with the Report of the Parliamentary Sub-Committee that the most dangerous and destructive aspect of prison life is idleness and boredom.

As we have said, we do not think that prison life should or even could be better than the ordinary life in society, but it is by definition different, for example, the residential quality, the relationship of the two communities, etc., and it is to the full and deliberate utilization of those differences that we have directed our attention. Every aspect of prison life can contribute to the growth or stunting of the individuals concerned, and as we have observed and will again, there are some special conditions such as residence that have special possibilities. Our vision then is of a system that places learning, as we have defined it, at its centre, and uses all the other conditions and characteristics to that end.

EDUCATION AND PRISON PROGRAMS

Before moving to the review and analyses of the "formal" educational program, it is necessary to deal with other implications of the "organic" quality of a prison institution. The very term "corrections" implies that positive change should occur with respect to the inmate, that is, new behaviour will be learned leading to the elimination or reduction of criminal behaviour and to the development of more socially acceptable alternate behaviour. Therefore, all aspects of prison life should be mutually reinforcing.

At present, life in an institution is divided among various activities which fall under three main areas of administration: security, work, and socialization. Work includes employment and education and training. Activities carried out in these three areas are authorized to have the major claim on the normal working day. Socialization, which includes among other things, life skills, alcohol and drug abuse rehabilitation programs, recreation, crafts, athletics, the library and living units, is designed presumably to deal with personal matters affecting inmates, and to contribute to the overall "human atmosphere" of the institution. Both of these sets of activities obviously make powerful contributions to inmate learning, and within the area of "work" the overriding goals of the Inmate Employment Advisory Committee⁽¹⁾ are stated in

¹ Primary goals of the Inmate Employment Advisory Committee are as follows:

For each inmate:

1. To develop, through employment, habits that are favourable to work and the work situation;
2. To develop, through employment, the skills and qualifications sufficient to hold a job;
3. To develop acceptable social behaviour;
4. To secure gainful employment upon release.

terms of the potential learning that can be achieved. Nevertheless, the Reviewers found frequent examples of the various activities working at cross purposes and little indication of much mutual understanding or active cooperation. Repeatedly instructors in the classes and shops complained of inmates' absence for purposes that seemed related to other activities and jurisdictions. Above all, there seemed a good deal of mutual suspicion and discomfort between individuals in these two latter jurisdictions and those responsible for security. By and large, the problem did not appear to lie with individuals so much as with a surprising absence of regular, systematic attempts to inform the different personnel about the intent and procedures related to various programs.

Recommendation 9

Each institution should examine immediately its internal communications and information system with a view to ensuring that all employees have the opportunity to learn about the goals and objectives of all programs and understand the programs and responsibilities of all other employees.

Recommendation 10

Every person in the CCS should receive some orientation respecting the role, scope, and importance of the educational programs comparable to what is now provided regarding the demands and functions of security.

The Reviewers understand clearly that, particularly in the case of security and the tensions surrounding its maintenance, ignorance of the reasons for specific activities in another program can have serious consequences. It appears to us that considerable additional effort must go into informing all personnel about existing and new programs in the institutions.

Socialization

There can be no serious question regarding the contribution to inmate learning that can be made by many of the activities that fall under the jurisdiction of socialization. The Reviewers wish to single out some of those that seem most closely related to the goals associated with the education program, including life skills, the library, athletics, arts and crafts, and the matter of the work of inmate committees.

The Reviewers found little, if any, coordination between the operations and contents of the library and the education program. By and large, instructors indicated that they make little use of it, and have frequently simply built their own libraries for teaching purposes. In many cases the library is located at some distance from the school, creating problems of movement within the prison and of surveillance. Nor did the library hours seem in several instances to be particularly appropriate to the operation of the school, or even other allocations of time in the institution. The Reviewers, of course, accept the fact that the library has many functions to perform and purposes to fulfill beyond those of the formal educational program, but there seems every reason

why the two programs should support each other rather than function entirely separately.

In several instances we found the library being well used for programs of public speaking, committee meetings, and other kinds of activity that could be considered to be part of the educational program, certainly part of any program of life skills. Frequently the matter of the availability of study space was raised with the Reviewers, a function that ought to be related to the library. Where we found interesting versions of study space, such as the individual carrels at Cowansville, they were not seen to have any connection with the library service. Library collections need examination with respect to the inclusion of non-printed educational materials, such as cassettes, tapes, video and audio that would complement both the educational and the socialization programs. The availability of the library and library materials for private study during evenings and weekends needs to be increased.

Recommendation 11

The CCS should undertake a further study of the functioning and contents of libraries in all the institutions, with a view to integrating them with the educational programs and with the need for individual study space.

It should not be necessary to argue the case for the value of sports and athletics in the prison programs, and particularly as a

significant part of any educational program. Respect for one's own physical being, respect for cooperation and the associated skills, admiration for both skill and judgment, are all benefits that can accrue from a variety of athletic programs - not just hockey and baseball - if they are run by competent individuals who know what they are about and understand the values beyond simply winning. It would be difficult to find anywhere in this country a serious educational enterprise, particularly one involving relatively young people, that does not include sports and athletics as an essential component of its programs. As well as the positive intellectual and physical goals that can be realized, they are an important element in providing opportunity to release the enormous energy of younger people, a matter of considerable significance in a prison population. We are, of course, alluding not simply to the playing of sports but to learning how to play them competently. We were concerned to emphasize those sports that can be carried successfully into adult life. The Reviewers found great variation in athletic programs in the various institutions, and little if any contact between them and the educational program.

Recommendation 12

Athletic programs with substantial teaching components should be developed in all institutions. A special Advisory Committee on Athletics should be appointed for a three-year period to oversee the development of these new programs.

The Reviewers did observe that even in maximum security institutions, such as Millhaven, a competitive program was providing increased contact between the institution and the surrounding communities, a development that an enhanced sports program would realize even more.

Arts and Crafts

The Commissioner's Directive (No. 236, September 29 1978), which includes arts and crafts within the definition of work and therefore of education, provides that "the activity to be considered as work must result in significant output of goods and not be intended only as recreation". We regard this as a narrow definition of the value of arts and crafts. For the most part the Reviewers found arts and crafts confined largely to the evening and considered as recreation. There are exceptions, such as the excellent music program at Drumheller and some full-time inmate painters in other institutions. If "significant output of goods", as it is applied to education, includes evidence of significant achievement such as the acquiring of a school-leaving certificate or completing an apprenticeship program, as it obviously does, then there is no reason why the same standards cannot be applied to specific programs in the arts and in crafts. The work of the Prison Arts Foundation⁽¹⁾ suggests that there is a good deal of talent in the prisons, the development of which could, in our opinion, contribute as much to the rehabilitation of the

¹ The Prison Arts Foundation is a voluntary, non-profit, citizens' organization providing support for the expression and development of artistic talents among inmates in federal and provincial institutions. The Foundation arranges exhibitions and provides special resources, human and material, to the extent that its limited financial resources allow.

individual as any other program in the institution. We are not necessarily thinking of exclusive participation in one area of one art or craft, but of the inclusion of such alternatives within the educational program, combined with other studies and courses. Nor are we arguing that other inmates, as they prefer, should not participate in such kinds of activity, as recreation, during the proper recreational periods. Since teaching resources at a professional level for such programs are apt to be scarce, it is likely that programs in arts and crafts at a formal level would have to be concentrated in one institution in each region. To undertake such concentration would not, in our opinion, seriously interfere with the other grounds for the particular location of an inmate, except perhaps those of the most serious security matters.

Recommendation 13

The CCS should take immediate steps to realize the implications of Commissioner's Directive 236 by developing in selected institutions courses or programs of a professional nature in arts and crafts. The advice and support of the Prison Arts Foundation should be sought in implementing this recommendation.

We noted with interest evidence of the range of work undertaken by a variety of inmate committees with different tasks and goals. It was impossible to assess the results of all these efforts, but inmates themselves apparently take them very seriously. The Reviewers also take

committee work seriously as an important source of learning for inmates, and believe that they probably need a good deal of systematic assistance in learning how to conduct it, and how to obtain satisfactory results. There is little in the past experience of most inmates that suggests they will have already learned these skills.

Recommendation 14

Opportunities for learning the skills of committee work and other group activities should be a conscious part of the educational program. This help is especially needed by those on inmate committees. Competence to respond to such learning needs should be developed either through adding properly trained individuals or through training existing staff.

The Living Unit

The Reviewers were impressed with the utilization of the "living unit" concept where we were able to gain some first hand experience. The evaluation reported from Springhill Institution seems to support what immediate impressions we were able to gain. We have referred frequently to the apparently underutilized potential of the "residential" character of the institutions, and believe that the living unit is one concept that runs counter to such underutilization. It has an even greater potential than is presently being derived from it.

While each institution is divided in terms of the organization of the various means of responding to inmates' needs or placing demands

on inmates' time and attention, our focus and the focus of the entire system must be the individual inmate who experiences all of the segregated activities as a single human being. As we have already argued, if the term "corrections" is to be taken seriously, the learning derived from all of these experiences is the point and the purpose of these institutions. The intimacy of the effective living unit would therefore appear to afford the maximum opportunity for permitting and encouraging the individual inmate to focus his own learning, to interpret the variety of experience afforded by security measures, socialization, work and education, and to understand in some consistent way the potential within himself as well as the potential within the limits imposed by incarceration.

At the same time, there is the opportunity for the staff of the living unit to acquire some idea of what is happening in total to the inmate during the period of his or her sentence. At its best, according to what information we have, it would appear that this is what takes place.

There appears, however, to be extremely little sharing of experience and information between the living unit personnel and the educational personnel with respect to what can be known and used to support and reinforce the growth and change in individual inmates. We are aware that at some levels in the administration and for certain purposes, representatives of these different jurisdictions come together to discuss individual inmates. Presumably this occurs at least at the time of a request for consideration for parole. But the inadequacy of the educational records of inmate educational progress, and the general

lack of awareness of the potential of the living unit among the instructors, suggests to us that there is nothing very systematic about such consultation and exchange.

Security

There is a further aspect of this matter which concerns the relationship of security personnel to other activities in the institution, and in particular, the contrasting concepts of static and dynamic security. We recognize that "security" is a prime need in any penal system. We have observed, however, that in most institutions the CCS appears to favour static security over dynamic security. Static security emphasizes checkpoints, guards, towers, and, in general, jobs which are dreary, routine and dull for numerous employees. Dynamic security, on the other hand, engages the inmate in supervised activities and in more productive and humane relationships with employees. We think that job satisfaction for employees and lower costs of security could both be achieved if much more use was made of opportunities for dynamic security as opposed to static. Just as we believe that there is a high and positive learning potential in the use of the living unit, so the concept of dynamic security which is related to living units has a much greater potential for inmate learning than does the notion of static security. It is in the relationship between these two, the living unit and dynamic security, their possible significance for the educational program that the overall potential for positive learning of each institution becomes manifest. In particular, it is the practical point at which security

personnel, carefully trained to become living unit officers, can make effective liaison with the educational personnel. It is here that we see the greatest opportunity for expanding the coherence that can exist between the various administrative divisions within the institutions.

Recommendation 15

The use of dynamic security as a mode of operation should be encouraged. That an understanding of the difference between these two concepts be expected from employees so that each may be used where appropriate, rather than the administratively simple, but otherwise excessively costly predominant present emphasis upon static security.

In these recommendations we are obviously crossing existing administrative boundaries within the system and within specific institutions. However, since those activities now grouped under the jurisdiction of socialization contain the main opportunities for inmates to experience the world outside, however restricted, while they are in their educational programs studying it, we are impressed with the need for much greater coordination and information sharing between the two jurisdictions. The degree of specialization in the outside society is frequently deplored, and indeed it does have serious human consequences. We see no reason why such specialization should be maintained, even inadvertently, in prisons which are small enough and intimate enough as organizations to avoid the worst effects.

Recommendation 16

The CCS should undertake, under the general discipline of "learning potential", a review of the goals of the socialization program, as it currently operates, with the view to increasing the mutual reinforcement between education and socialization programs, and the amount of communication between the two.

Work

At present, work, which is allowed the major claim on the daytime of the inmates, is divided into three areas of activity: education and training, the industrial production program, and institutional maintenance. The Reviewers support the decision of the Solicitor-General in accepting the recommendations of the Parliamentary Sub-Committee in making education and training part of work. In this sense the Corrections Service has outstripped the conventional wisdom of the society, where, even after twenty years of Manpower Programs, there remains a grudging reluctance to accept the effort required by learning as work. To maintain any other policy than that now in effect within the system would, in our opinion, make a mockery of the intent of "corrections" and severely reduce the quality and value of the system as a whole.

Recommendation 17

Education and Vocational Training, as presently defined within the Corrections Service should be

maintained as part of work, for administrative purposes, in the sense that they provide the opportunity for major allocations of the time and attention of inmates.

At the same time, however, the Reviewers believe, as we have stated already, that inmates should retain their present freedom to choose between education, training, and industrial production. If the education and training program is to be a significant element in the Corrections Service, then it must be education of a very high quality, making serious demands upon the energy and capabilities of the inmates, with appropriate incentives and appropriate and deserved rewards. Anything less than that (the Phase One Report and our explorations suggest that too frequently it is less than that) and the Service would be wise to devote its resources to other activities. Despite the fact that some other corrections systems make adult basic education compulsory for functionally illiterate inmates, the Reviewers do not believe that the necessary standards and climate can be achieved if participation is not voluntary. For the most part, compulsory schooling has failed with these individuals before. There is no reason to believe that it will not fail again even under circumstances of compulsory confinement.

However, the Reviewers support such freedom of choice only after there is adequate information, with counselling and appropriate testing, which we believe should be compulsory, to enable the inmate to make such a choice. We also believe that inmates, particularly those with long

sentences, should have the opportunity to change their minds at any time during their sentence and enter an educational program they had earlier decided against. We would go even further in arguing that the educational personnel should have regular and frequent opportunities to "solicit" the interests of inmates who have previously chosen not to participate in the education program. Education personnel should have or acquire the skills and flexibility of time and resources to engage in such recruiting.

If it is accepted, as we have argued, that the basic practices of adult education apply to education in prisons, then the ordinary practices of recruitment, advertising, and persuasion should apply as well. There is some evidence to suggest that many inmates will not choose education in their first encounter with the institution, because of previous experience with schools, but that given time, and experience with other alternatives, they will consider such a choice at a later period, if the opportunities to do so are presented in a positive way.

Recommendation 18

The principle of free choice of alternative forms of work, including education and training should be maintained.

Obviously the same freedom of decision must be provided for personnel in each of these alternative areas, and particularly education

and training, to exclude an inmate who will not live up to appropriate standards of energy and achievement. While there are limits to any exclusion in a prison system, our observations suggest that there are, for the most part, sufficient alternatives within the reach of the administration in terms of finding more appropriate work or disciplining an inmate who does not wish to exert himself or herself.

We would, however, place one limitation on the choices that are now available. The maintenance of the institution, in terms of construction, repair, and the provision of services would seem to be everyone's business. It is hard to imagine why communities with so much manpower as an integral part of their purposes, and such a range of skill and imagination, would find it necessary to use the resources of the outside community, except where serious matters of security intervene, or where particular skills are entirely absent. This seems of particular importance because of the frequency with which we were told of the considerable problems of unemployment within the institutions, a fact made much of in the Report of the Parliamentary Sub-Committee. The Reviewers are inclined to believe that maintenance should be part of the responsibility of every inmate for some part of the time that he or she spends in the particular institution. The freedom of choice in this case should be limited to the appropriateness of the timing of the participation in maintenance, so that the fulfilling of that responsibility should not interfere with the opportunity to attend school or take part in the industrial program. However, it does seem to the Reviewers that many of the maintenance tasks, some of which are highly attractive to some inmates, at some times of

year, could easily be combined with participation in the other two main areas of work, education and the industrial program.

Recommendation 19

The institution should move towards a pattern of work in which educational and industrial programs are the principal choices, while all inmates will, at one time or another, take part in maintenance.

Industrial Program

The Reviewers are aware of the ideologies and practical concerns surrounding the increasing support for the industrial program. Indeed we were pleased to discover that we shared with the members of the Inmate Employment Advisory Committee the belief that the aim of all prison programs is the development, the positive learning of the inmate. We were impressed with production programs that involved cooperation with local and regional industries such as those to be found in the Maritime Region, and believe that such activities should be encouraged wherever possible. However, we also believe that the short term goals and procedures of the industrial program differ substantially from those of the education and training program, and that there should be no confusion or competition between the two. We support the recent decision not to combine administratively the vocational training programs and the industrial programs, despite the existence of some interdependence. The industrial program, with a commendable ambition to reduce the direct costs of the correctional

system, cannot help but concentrate almost exclusively on the production of goods, with the development of the inmate being treated as a secondary concern. Indeed the Reviewers were frequently impressed with the limited opportunities even for learning skills, because of the need to specialize functions in the interest of greater efficiency. While good work habits may be an important outcome - the actual allocation of time to production, particularly in maximum security institutions made us doubt the frequency of that as a result - other opportunities for learning seemed limited. In addition, we encountered several incidents in which the demands of production seemed to compete with the opportunities for inmates on combined programs to remain in school. We have some sympathy for the supervisors in the industrial shops, since we suspect that the high producers there are often likely to be exactly the more energetic inmates who wish to pursue educational programs as well. The Reviewers approve of joint programs for some inmates, since, for many, too intense exposure to formal school, at least at the beginning, is more than they can take. We also realize the inevitability of some of the competition we have described. However, what is essential is that the program areas not be confused or allowed to impose on each other, since their immediate goals are so different.

The Reviewers found that there was considerable confusion about the functions and impact of the various sub-systems of incentives, particularly those related to pay. We understand the inmates' need for money, both for immediate functional needs, for sending home, but perhaps most important of all, for self-respect. We were not able to grasp, however,

the exact relationship between the application of the incentive schemes and the overall "correctional" purpose of the institutions.

The Phase One Report indicates considerable unanimity among instructors, administrators and inmates in ranking pay relatively low as an incentive for attending school. At the same time there is comparable unanimity in believing that attending school is at least as demanding of effort as any other task offered within the institution. The Reviewers are inclined to agree that monetary reward will not be a major determining factor in attendance, but we also believe that there should not be any visible or invisible disincentives affecting an inmate's choice to take part in the education program. Though there are some factors that are difficult if not impossible for the staff to control, pay would seem to be a relatively simple one to regulate and administer.

Recommendation 20

Levels of pay should be as high for participation in the education program as they are for any other activity in the institution, subject to the same type of performance evaluation that is applied to other activities.

Need for Information Exchange

Throughout the Report we have argued for a much greater integration of the educational program, on both theoretical and functional grounds, with the rest of the prison activities. Repeatedly the Reviewers

were struck by the lack of information on the part of personnel regarding programs and activities other than those in which they were directly engaged. It would appear that prison employees are as much if not more affected by segregation procedures designed for inmates as are the inmates themselves. Discussion with security personnel suggested a great deal of concern amounting often to resentment at constant failures in keeping them informed about specific programs and developments within those programs. A matter to which we will return is the surprising lack of contact between personnel in the academic and vocational programs. Their physical separation within the institutions seems clearly matched by the absence of contact concerning programs, teaching methods, and most important of all, their students, which they often share.

Our recommendations indicate that the Reviewers believe that these lapses in information sharing and consultation will not correct themselves, but must be addressed vigorously and directly if the institutions are to realize their purposes. With these matters in mind the Reviewers devoted considerable attention to the administrative structure within the institutions and within the system.

We were struck at first by the considerable degree of autonomy apparently possessed by each institution within the system. At its best, such independence has allowed considerable experimentation within particular institutions with great benefit to the inmates. At its worst, it has prevented much learning acquired through such experiments from permeating the system as a whole. It has produced excessive isolation among personnel in separate institutions, and it has prevented coordination

of inmate participation in programs when they move from one institution to another. From the point of view of maintaining effective educational programs this last matter is very serious.

We would not wish to reduce the existing autonomy of specific institutions by imposing more and more regional or national regulations. This would, in our opinion, make it impossible for them to respond to the very real regional and local needs of the inmates, and it might eliminate the valuable experimentation of which individual institutions are capable and of which there are many examples. However, we believe that the price being paid for that autonomy is too high at present, and that there needs to be a substantial increase in opportunities for contact between personnel in different institutions. Some of the Reviewers attended a regional meeting in the Prairie Region, and we were told of the good results from such meetings in the Quebec Region. However, such cooperative undertakings seem too infrequent, and for the most part to involve only senior administrators. Where the exchange is needed is among those whose daily contact is with inmates, so that experience can be shared, and individuals can learn from each other's successes and failures.

Recommendation 21

There should be at least one national meeting a year of various groups of specialized staff within the institutions.

Recommendation 22

There should be at least one regional meeting a year for various groups of specialized staff within institutions.

Recommendation 23

There should be a system of regular newsletters or some comparable form of information exchange for various groups of specialized staff within institutions.

The nearly total control of scheduling, characteristic of individual institutions, suggests that releasing staff for such exchanges is more easily manageable in prisons than it is in other institutions in the society.

Role of the Assistant-Director

We have indicated elsewhere that we believe the educational program should be represented by an Assistant-Director in the institutional administrative hierarchy, and we will include further recommendations regarding the administration of educational programs in the next section. Here, however, we are interested in the integration of the educational programs with other aspects of prison life.

The Phase One Report comments at length on the chain of responsibilities, arguing that the coherence and influence of the educational program can be diffused by the mixture of responsibility and authority.

Obviously, our concern for the learning potential of many activities within each institution, and for the need to maximize that potential by careful observation and consultation, means that the formal educational program must occupy a central role in the life of the institution. For this reason we believe that the Assistant-Director of Education and Training must play a vital role not only in directing the educational affairs but in the determination of policy matters, such as work allocations, time schedules, transfers and others. The Phase One Report complains of the activities other than direct educational administration in which the Assistant-Director seems to be heavily involved. If this means a lack of attention to the central role that the educational program can play, then we would share the discomfort expressed, but it is our belief that those activities should be carefully reviewed since they may be the essence of the coordinating role that the individual in that position must play. If there is not effective liaison and consultation at that level, we cannot expect it to occur at other levels in the institution.

Recommendation 24

The Assistant-Director for Education and Training must take part in all the major policy formulations and decisions in the institution so that the educational implications are explored and maximized.

Recommendation 25

The actual work load of the Assistant-Director of Education and Training should be reviewed in order to ensure that it conforms to the job description and to the direct and indirect responsibilities involved.

EDUCATIONAL PROGRAMS

The Reviewers support the present direction of the Service, in strengthening and improving formal educational programs. However, we find present practices well below the aspirations of the Service itself, and many of the principles on which those aspirations are based lacking in clarity, a sufficiently determined pursuit, and adequate support. We are inclined to believe from the conversations, meetings, and visits we have experienced that the Service's leadership for the most part believes what it says about education, both in formal statements such as the regulations, and in more informal comments and exchanges, but we are not convinced that the real implications of those intentions have been or are being realized except in a few locations and in a few circumstances. We have seen examples of inspired and devoted practice on the part of many individuals across the system, under heavy and dispiriting conditions. They are to be admired, commended and supported. But we have found the system as a whole, patchy in operation, at times basically fumbling in implementation, and existing in an environment of half-hearted support.

The Reviewers quickly became aware that, at the present time, no country in the world, seems to have, or even believes it has, an overriding and satisfactory approach to corrections. The doubt and disorder

in approach appears to extend to all parts of the system of criminal justice. The result is an apparent lack of coherence between various parts of the system, even within specific institutions. No program of education within a corrections system can exist successfully if every other aspect of the system, either for keeper or kept, contradicts its goals. It is for this reason that we have concentrated on the factors of adult learning which we believe operate in the entire system, and tried to argue for the maximum attention being paid to those factors throughout. It is only within that context that we can deal, from our point of view, constructively and practically with matters associated with formal programs of education. However, without that focus on learning, in our view, both prison education and the whole concept of corrections are impossible. However, perhaps the very existence of such confusion confers some advantage in promoting the opportunity for carefully planned experimentation in the broadest sense with more than one approach. While we do not believe that education in the formal sense is the entire answer for every inmate at every moment of his or her confinement, we do believe that modest arguments can be made for the existence of a total range of educational opportunity based on the informed voluntary choice of the inmate. We are aware that the existence of individual choice introduces inevitably vagaries of behaviour that conflict with notions of efficiency based largely on material considerations. Participation may rise and fall unpredictably; classrooms and shops may be over-populated with long waiting lists, or under-populated with instructors temporarily under-employed. We are as adult educators perhaps more accustomed to these undulations in participation since we have always operated with the principle of

freedom of individual choice. However, since it is the very humanness of the inmate that is being appealed to and nurtured, we believe that the possible inefficiency and variability are worth the cost.

Formal Programs

When we speak of "formal programs" we have in mind educational undertakings derived principally from the society outside, as distinct from some we have already discussed that arise from the particular circumstances of prison life. Therefore, we are talking of programs associated with elementary and secondary schools, colleges and universities, and other specialized agencies such as schools of art and music and the like. We are including also the concept of proficiency and achievement in these programs as measured by standards current in their practice in the society as a whole. We are not denying or overlooking the fact that they will vary from their counterparts outside either negatively or positively. We have mostly found examples of negative variation in the sense of inconsistent standards of achievement and the absence of many kinds of opportunity. However, in our previous arguments we indicated what we believe are some positive variations, such as the utilization of the residential situation, that appear to us to be being neglected. We also believe that there can and should be deliberate formal additions to the programs, as the Phase One Report contends.

The arguments for existing educational programs are varied and often not very clearly articulated by those who must work with them. There is some value in touching on at least three kinds, those related

to benefits after release, those related to life in a prison or to the problems associated with "doing time" and those related to the hope to modify the "criminality" or the behaviour of the inmates.

In each case there are really two arguments to be dealt with. First is the matter of whether education in a formal sense, as compared with industry or traditional "hard labour", is of value. Second is the matter of what type of education is the most suitable. A glance at the history of the CCS indicates a susceptibility to educational fashion somewhat comparable to that exhibited by the society at large.

There can be no question that the intent of the corrections system is to provide for incarceration for limited periods of time. That is to say, its perspective is, in this instance, the same as the inmates', in that, in all but a few cases, it looks to eventual release, and to the least possible likelihood of a return to prison. It is, therefore, a simple argument that, since time is what everyone in the system has most of, that time should be directed to preparing systematically for return to normal society. Obviously since many inmates at the time of admission are woefully ill-prepared to gain employment, this argument can be seen primarily as support for vocational training of a very systematic and intensive kind. The Reviewers support that conclusion, though with some further recommendations for the way in which it is implemented, and with the reservation that vocational skills are not the only skills in which inmates may be seen to be lacking. Unemployment cannot by itself be considered a major cause of criminal behaviour.

One must remember however that the utilization of programs and courses of vocational training drawn from the outside society cannot be uncritical. Seventy-five percent of the instructors reported in the

Phase One Report that they had developed programs either entirely on their own or adapted them from materials created outside the institution. Vocational training in the outside society has deeply imbedded in it expectations and practices related to completion and use, factors inextricably associated with the motivation of the student. In most cases, these elements and the related motives, do not and cannot apply within a prison. Therefore, in presenting these programs some care must be taken in identifying these factors and in modifying their effects, preferably self-consciously with the inmate-student.

No visitor to a prison can long escape the poignant meaning attached to the occupation of "doing time". We have commented elsewhere on the understandably predominant preoccupation of the inmate with time, and add simply at this point a recognition of the "active" quality related to the enduring or passing of that time. If one accepts, as we and the prison authorities do, that incarceration is sufficient punishment, then the quality of the passage of the required time becomes a matter of simple humanity, indeed of survival for everyone. In the majority of institutions to which the Reviewers went, by both inmates and officials, the "school" was regarded as a source of stimulation and satisfaction. Many inmates who had chosen other activities spoke positively about the school, and we could find no example of an inmate-student being harassed or criticized for participating in the education program. Even the most skeptical officials regarded the school as a very economical form of "baby-sitting", of keeping the institution "cool". The Reviewers believe that this latter view, which can contribute to such low standards of achievement as to

eventually jeopardize the formal program, must not predominate.

There is a certain truth in the acceptance of the need to "do time" in as humane and stimulating or challenging a way as possible.

It is the nature of all formal education to trust in the process and leave the outcome unspecified. We see every reason why this view should prevail as much within prisons as elsewhere. Obviously this puts a very high premium on the calibre, professional qualities, and the training of the teachers, a matter to which we will pay special attention. The Phase One Report indicates that all administrators believe that participation in education helps to some degree with "doing time". Instructors seem less convinced of that fact, a discrepancy in experience or perception that obviously needs further exploration.

The Phase One Report indicates that nearly three-quarters of all the officials believe that the instructor must be concerned with the "criminality" of the inmate-student, though they differ with respect to the degree. It would be hard to credit a teacher of any effectiveness whatsoever, who is unwilling or unable to take into account salient aspects of the ordinary lives of his or her students, particularly when they share one of such influence, namely, confinement. It cannot be imagined that the inmate-student is unaffected by the special circumstances of his or her participation in the program in question. What is implied, however, is that the learning should have some effect in changing criminal behaviour, in reducing the likelihood of the individual returning to a life of crime and to a penitentiary. The Reviewers, like many of those involved, more directly, believe that it does, or that it can, though the somewhat questionable estimate of recidivist rates, and the total absence

of any other reliable information, must leave the belief no more than an assumption at present. It is, however, the best hope we have at the moment, and combined with the other arguments would seem to provide clear justification for the mounting of adequate educational programs within prisons.

We would simply say that the education program does afford grounds for hope, and that we will not know how much until it has really committed itself to trying it out.

A further justification both for the existence of an educational program and for at least some of those now in practice is that everyone associated with the system, officials and inmates alike, want them. We can find no one who believes that the educational programs should be abandoned in total, though as we have indicated, the reasons for maintaining them differ widely. This view, combined with another widespread belief that the educational programs demand and receive at least as much effort and diligence as any other form of activity in the institutions, would seem to offer more convincing evidence of their value. An alternate argument, probably the least verifiable and assuredly the least utilitarian, lies in education itself. There is an intrinsic value in education which speaks for itself.

Recommendation 26

CCS should strengthen and improve its educational programs of a formal nature so that they attain the highest quality of practice of any educational programs to be found in society.

The argument for formal education itself has anticipated the argument for some specific kinds of education and training. Clearly it is a wise use of time to provide the maximum opportunity for an inmate to prepare himself or herself for a successful return to the community at large. Anything less than that cannot be justified on any grounds. Also it is apparent that even to take part in other programs such as industry or technical maintenance, many inmates must participate in some of the basic educational programs. The Reviewers hope that this particular circumstance will be increased, that the prison industry will become more sophisticated, necessitating the development of a wider range of skills. In turn the Reviewers hope that the educational program will be more in demand by some inmates as a means of gaining entrance to the industrial program. We also hope that the demand for and utilization of inmates in more sophisticated aspects of maintenance will increase. Everything must be aimed at ensuring that, except for the loss of liberty and time, the inmate is not worse off when he emerges than he was at the time of admission.

The argument, therefore, for academic programs aimed at the achievement of certificates and degrees, as well as vocational programs aimed at certification and apprenticeship, would seem to be indisputable. The Reviewers believe that the Corrections Service is committed to these goals, and it is largely a question of reaching them in a practical and systematic manner.

It is with respect to the possibility of "special" educational endeavours directed more specifically at reducing criminal behaviour that the argument becomes more difficult. The opportunities provided by the prison environment in terms of intensity and consistency, to which we

have already referred, would seem naturally to be part of the difference, if the opportunities are utilized. However, the Phase One Report alludes at some length to the possible relationship of "cognitive deficiencies" in criminal behaviour, and both Professor Ayres and Professor Duguid, in writing of their experience with the "Matsqui experiment" make similar arguments. Detailed or systematic evidence is hard to find, though there appears to be some from the United States, supporting the notion that inmates who succeed as students in the prison schools are less likely to return to prison. ..

"Liberal Education"

What seems to be being advanced is an argument for a version of the "liberal education" of a traditional kind. The Reviewers have been attracted by this in part because of reference elsewhere to one of the oldest traditions of "adult education" in which the emphasis was not on the age of the participants, but on the ends of the education, which were to provide that type of experience and learning that helped the individual to achieve the highest standards of adult behaviour. This surely is what this group of advocates is arguing for. If one combines this view with the somewhat startling observations regarding the age of most inmates, and the transition which seems to occur in the early thirties, some possible conclusions can be drawn. The type of education advocated in this case, that is the "liberal education", offers an opportunity for

the maturing that seems to lead to a reduction in criminal behaviour to occur earlier than it does if left to other influences in the community, including those to be found in prison. Therefore, there seems to be good reason to strengthen elements generally associated with a "liberal education" for adults in all of the educational programs to be found within a prison system.

There are very many versions of liberal education. Characteristically, while specific subjects have altered, usually amidst violent debate, the subjects have been those directed to a broadening and deepening of the mind and imagination and they have combined with methods of instruction, depending heavily on discussion, that treated the student as though he were already an adult. It is interesting to note that many of the goals affirmed as positive by the instructors and administrators in the Phase One Report resemble goals that have been associated with programs of liberal education.

We are not recommending a return to the study of Latin and Greek, though, if resources can be made available, there seems no reason why some inmates facing long sentences should not engage in such studies. Rather we are advocating a wide acquaintance with what are generally known as the humanities, including mathematics and the sciences.

Traditionally liberal education has eschewed association with anything resembling training, unless it is training in rational thought and articulate expression and debate. The careful distance from training has been based on the belief that successful training reproduces a predictable, if not measurable result, in the behaviour of the human individual,

while education of the liberal kind, trusting a distinguished process, seeks the unspecifiable dimensions of the maximum freedom and unique development of the individual.

Again traditionally, liberal education of this sort has been associated with universities, where for historical reasons adults have preferred to be associated, and where truly liberal teaching can be expected. Professor Duguid argues openly for this position in his brief description of the "Matsqui experience". The Reviewers are not apt to take quite the extreme position associated with the formal argument for liberal education. It is in our opinion quite impossible to train without educating, or to educate without training, and we prefer not to engage in a debate of such extremes. We do believe that it is possible to "liberalize" any form of instruction, whether it be in a shop or in a conventional classroom, provided the instructor is trained to do so, and the circumstances permit it. In fact, the relatively small classes to be found in prisons, and the intensity of the community would seem to offer ideal opportunities for such instruction. However, the present provisions for the training of instructors seem far from supplying the resources for such development, and we need not re-emphasize the critical significance of such skills and knowledge.

Recommendation 27

The "liberal" quality of prison instruction in all settings and at all levels must be strengthened, with the appropriate resources and opportunities for instructors to develop proper skills and attitudes. It should

apply to all educational programs.

Instruction in liberal studies should be extended at all levels within education programs in penitentiary settings.

It must not be thought that the Reviewers believe that this kind of education, indeed that formal education at all, is the solution for the correction of all forms of criminal behaviour. What we do think is that access to competent educational programs will reduce such behaviour in some, and will provide other benefits for those who may not be affected by it to that extent. For some, probably it will do no good at all, and solutions for them must be sought elsewhere.

Provincial Authorities

In facing the matter of certification that is effectively transferable beyond the prison walls, the Corrections Service must actively engage with another large and complex system, the provincial Ministries of Education. There is abundant evidence to suggest that these relationships have not been satisfactorily realized in the past, though there are signs of progress. Nowhere, with the possible exception of the Province of Nova Scotia, where a senior educational official devoted nearly two years of his entire time within a Federal institution to comprehending the problems and working out solutions, is there evidence of these relationships reaching the level that they must if the prison educational system is to succeed. Indeed while accusations of inflexibility and indifference are made regarding both parties, this is an area which seems

to have been the victim of the half-heartedness referred to earlier. Until recently no one seems to have tried hard enough to do what must be done.

The interaction of two large systems is difficult under ordinary conditions. The special attitudes to prisons and inmates, and the special isolation of the system perhaps have made even more difficulties than is usual. But if the commitments to education to be found in the regulations are to be met, then inmates must have access to opportunities to achieve transferable certificates of all kinds, and those certificates must not be labelled in a way that trumpets the fact that the school was or is a prison.

This is the point perhaps to simply acknowledge the characteristic difficulties faced by a Federal corrections system in Canada. We have argued elsewhere that despite the value of experience in other countries, Canada must, and to a degree has created a corrections service that reflects and takes into account the special characteristics of this country. Some of these special factors present difficult problems to solve, such as the presence of ten systems of educational certification, the great distances and relatively small populations, and the need to operate in at least two languages. While other institutions endure the same circumstances with more or less success, the Reviewers believe that some of them impose particular problems for the CCS where conditions and services must be duplicated in relation to various levels of security.

The major problems appear to be with programs of vocational training. There would seem to be less difficulty with respect to academic programs of various kinds, where a number of arrangements have been made.

Either through incorporation as a private school, or by contracting with a local educational authority for a varying range of services, the need for certifiable achievement is being met, though there is not much evidence of effort to meet even adequate standards by either of the parties. Inspection appears to be irregular, and supervision of instructors provided by some educational agencies either lacking entirely or sporadic. Within the institutions, as we have said, there are some gifted and devoted individuals doing their best to maintain standards, reward efforts and talents, and discourage idleness and deceit. But the conditions of teaching, the information upon which assignments are made, and the wide use of self-paced instruction by many instructors with little or no experience with the method, suggest that the standards of performance vary widely, more widely than they should. Again, there are admirable exceptions. Two young prisoners in one institution had arrived there at a grade three level, and had learned to read and write, partly by helping each other. The obvious, visible impact on them as individuals of this entry into a world from which they had been excluded seemed to justify all the educational effort.

Therefore, with respect to the academic areas the basic patterns of relationship seem to be in place, but for the most part they are not performing the role intended, that of ensuring recognizable quality of work and achievement.

Recommendation 28

The CCS needs to examine all of the existing relationships with public education authorities, and while recognizing the value of

diversity among them, make sure that implied relationships of quality control, adequate supervision and provision of proper staff, are being actively maintained.

In the area of vocational training, a matter to which the Parliamentary Sub-Committee paid special attention, the situation is much more varied, and in this respect much less satisfactory. It is, however, misleading to assume that no vocational programs at present lead to achievement of transferable certificates. A good many already have the authorization of provincial authorities to grant whole or partial certificates, or to lay the foundations for apprenticeship. In the latter case in several provinces, the inmate may continue an apprenticeship program once suitable employment is found after release. The Reviewers believe that more effort can be made to provide increased opportunities to pursue more units of apprenticeship programs within the institutions, and more assistance can be provided by means of educational half-way houses, temporary absences, and program advisory committees to make the link between training acquired inside the institution and employment and further training after release more effective. Some of the difficulties, to be sure, arise from the shortness of time that an inmate spends in any one program because of the length of sentence or transfer from one institution to another, or interruptions in his programs of the sort to which we have already referred. However, too many are due to the lack of qualified instructors, which is related to the source of instructors and their classification within the Corrections Service. The Reviewers noted with admiration a number of groups of vocational instructors who

had, partly on their own time, completed proper teacher training so that they might be accepted by provincial authorities. However, the Reviewers concluded that the training and employment situation in which vocational instructors find themselves is haphazard and unacceptable with respect to meeting the professed goals of the training programs. However, they noted with interest improvements in these practices in Nova Scotia.

Recommendation 29

Substantially increased effort must be made to meet provincial standards in all programs for which certification is necessary and desirable, particularly in the vocational training programs. All certificates must be provided by external educational authorities and bear no reference to the location of the educational program, or any other negative stigma.

There is another somewhat different aspect of relationship with provincial authorities, and that is the absence of active interchange with the provincial corrections systems. While there are instances of cooperation, for example, the custody of some Federal female offenders by provincial systems, the absence of extensive cooperation puzzled the Reviewers. Since the provincial systems also engage in education and training, it seemed to the Reviewers that they face similar problems and

perhaps have developed unique experience. Where resources for the training and development of both educational personnel, and in some cases inmates, are available, it seems curious and inefficient for the systems not to combine forces. Particularly in special cases, such as provision for native Canadians among the inmates, or illiteracy, where combining Federal and provincial institutions might produce groups of a sufficient size to allow for the development of superior resources and materials, the lack of cooperation seems unnecessarily limiting.

Equality of Opportunity

If one were to take the Corrections Service as a whole, that is, all the institutions in Canada, it is possible to find examples of every level of education, excluding professional, common to the outside society. However, these resources are not distributed evenly among all institutions or even within regions. The opportunity for satisfactory university study to be found at the Matsqui Institution and the B. C. Penitentiary is not available anywhere else in Canada. Some institutions appear to offer college-level programs, some do not. In general, access to elementary and secondary schools is available across the system, though even this appears to be somewhat uneven in terms of accessibility.

The Reviewers are aware that the availability of educational opportunity is not the basis for the distribution of prisoners throughout the system. Although we believe that more use could be made of this criterion, it is clear that other concerns must predominate. First and foremost are considerations of security which necessitate the distribution of prisoners among maximum, medium, and minimum security institutions.

We also understand, without accepting as applicable in every case, the tendency to send inmates with long sentences first to maximum security institutions, and then allow them to "graduate" from there to medium security institutions, and from there to minimum. Since security is an absolute in this system, and so pervades the life of an inmate, having something to look forward to in these terms would appear to be of considerable significance.

Secondly, we are aware of humane considerations that would try to locate an inmate within some reasonable distance of his home and family, for his own and their convenience, and for greater peace of mind. Since the Reviewers accept both these conditions as overriding, we therefore believe that educational resources must be distributed evenly across the system, with some specialization within regions for programs which involve high costs and scarce resources. Since students in this society often leave home for advanced studies, we do not believe that moving to one institution in a region with special educational resources, which may be some distance from home and family, constitutes an undue hardship for any inmate.

The Reviewers also realize that limited resources and reasonable demands of efficiency have a bearing on the relationship of the size of institutions and the types of educational programs that can be mounted. We are quite aware of the argument now raging over the optimum size of institutions. On the one hand there is an argument for small scale institutions in which advocates claim there is an opportunity for a more positive, supportive environment and less likelihood of unrest. There are such institutions in the present system, most of them of the minimum security type, and none with educational resources of any substantial

nature. The cost of providing a range of educational resources for a large number of small institutions is very high, particularly when one enters the area of vocational training. With respect to size, so long as we continue to practice long sentencing in Canada our concern is with the provision of adequate educational resources. In some respects, the most cogent example is the present Prison for Women. An almost ideal size from one point of view, the educational resources are seriously limited, and, we must point out, savagely stereotyped with respect to conventional sex roles. Yet it would be hard to argue convincingly for the installation of an expensive auto mechanics shop which might attract seven or eight inmates a year.

On the other hand, the living unit concept shows some promise of bearing out the argument for small scale institutions in terms of the intensity of effective resources involved. In our opinion, there is no reason why prisons cannot be so constructed as to provide the intimacy and intensity associated with small institutions through maximizing conglomerations of units based on the living unit concept, and at the same time combine them so as to achieve the economies of scale, if necessary for the provision of expensive educational resources. Indeed, the maximum now being argued for by the Commissioner of some 450 inmates is still smaller than many American institutions.

Recommendation 30

The CCS should continue to construct institutions which combine the small scale advantages inherent in the living unit con-

cept as presently practiced, with access to the necessary range of educational resources. The CCS should include on committees planning future construction or renovation individuals with experience in prison education.

Adult Basic Education

Given considerations of security and proximity, it is clear to the Reviewers that the levels of education up to and including Grade 12 must be available in all institutions. This, of course, may mean permitting inmates to attend nearby educational institutions on day release passes, as is common in some minimum security institutions, or providing those resources within the institution. The Reviewers also believe that these basic resources must be available for all inmates who wish to make use of them, including those in special handling units, in the hospital, or occupying some other special status within the institution.

Recommendation 31

School programs offering opportunity to complete elementary and secondary programs up to Grade 12 must be equally available to inmates in all institutions, adapted to whatever special security or other conditions prevail.

Extension services must be developed by the prison school so as to make such basic educational

opportunities available to those inmates in hospital, special handling units, and other special circumstances, who wish to avail themselves of such services. These services should also be available to prison personnel.

The Reviewers wish to comment in some further detail on what may or should be involved in basic education, with some specific observations on literacy counselling, information and language.

We are aware of the educational background of the preponderance of inmates. As we have noted, the educational experience of the bulk of inmates is extremely limited. For most, the school has been one more authority which has been defied or one more place where failure has occurred. For this reason, although we believe that established standards must be achieved by students, the methods and materials deserve special consideration.

Some inmates are virtually illiterate and should be engaged in what is known generally throughout the society as adult basic education. Although experience and expertise in this area are relatively new in Canada, both have grown rapidly, and are sufficient to inform and develop programs within prisons. In a number of correctional institutions the early grades of the elementary program are largely designed in such a way, though the Reviewers tended to find a great deal of dependence upon formal school grades. The Phase One Report indicates that instructors find that inmates generally perform on tests at lower grades than those

they claim to have completed. In some institutions careful enquiries are made with educational authorities regarding the actual progress of such individuals. Most adult educators are not particularly surprised at discrepancies between formal grades completed, and actual performance.

Even without arguing over "social advancement" within schools, it is increasingly common to find adults who have simply lost skills that they had actually acquired during schooling because their occupational and adult lives have made no demand for their use and maintenance or development. Our main concern, however, is with the need to use formal grading systems at all, since in the overall field of adult education we have found that adults resent being graded in the same way as children, particularly in those grades below grade eight. There is a great deal of work now on competency-based training which could be usefully applied in prison education. With a proper relationship with the certifying body, such as a school board or a provincial authority, there seems no reason to perpetuate such nomenclature within the prison educational system.

The Reviewers were surprised to find the programs associated with life skills, a central concept to adult basic education, largely located under the jurisdiction of social programs rather than with education. We are not particularly concerned with the actual designations, but rather that the development of life skills is segregated from elementary education (adult basic education) and the vocational program, to the detriment of the effect of the educational intentions. It would seem important to increase the functional cooperation between the two programs,

since obviously other activities within each of the jurisdictions are related. We have, already recommended a general review of the activities now carried out within the area designated socialization.

We believe, of course, that the overall objective of all education and planned learning within the prison system is to encourage the fostering of more and different life skills, including intellectual and spiritual development. At the lower levels of this program, the methods and practices associated with adult basic education, both in academic and vocational programs, would seem to be appropriate.

Recommendation 32

Elementary education within the system in the early stages should be based largely on principles and practices associated with adult basic education with an avoidance of measures of achievement associated with children.

Recommendation 33

The CCS Education and Training Division should appoint for the next three years a special consultant on adult basic education to aid in the development of programs designed in this way.

Recommendation 34

Experience should be shared, and materials standardized across the system to the extent necessary to avoid the disruption of programs for inmates moving from one institution to another.

There are two other areas of special concern to the Reviewers. We became aware of substantial numbers of native peoples in the corrections system, particularly in the West. We believe that they have special needs and interests of both a basic and advanced nature that entitle them to access to special resources. Obviously life skills or adult basic education for native Canadian peoples are associated with dignity of race, culture and language. There is no reason to believe that the prison education system can succeed in its goals with such individuals if it ignores so important a part of their self and identity. The Reviewers realize the problems associated with matching resources and numbers, but we are also aware that there are even larger numbers of native Canadians in provincial corrections institutions with the same needs. We see no reason why these two systems could not be combined to bring together sufficient resources and enough participants to make the costs manageable.

Recommendation 35

The CCS Education and Training Division should appoint an educational consultant from native Canadians for a three year

period so as to develop programs suitable for inmates of that origin.

Recommendation 36

With respect to the previous recommendation, the CCS should take immediate steps to consult provincial corrections systems in order to develop cooperative resources and programs of this nature.

Recommendation 37

The CCS should engage in regular consultation with the native brotherhoods, including the Inuit, as a basis for the development of such programs and the provision of other services.

The Reviewers were surprised to find only a limited use of or access to the French language in institutions outside of the Province of Quebec. We are aware that most, though not all, French-speaking inmates whose homes are outside of the Province of Quebec must move away from their friends and families or communicate entirely in English. The Reviewers see no reason why the general national provisions for access to service in both official languages should not apply within the Corrections Service. Indeed, we believe that there is an admirable opportunity to provide instruction in the other language for any inmate who wishes to become

proficient. Surely all of the attributes of ordinary citizenship in Canada should be not only included but encouraged within the system. Any inmate should be able to study in one of the two languages, either by means of direct instruction, or by means of materials provided by correspondence. We were impressed with some of the French language educational materials being developed within the Quebec Region, and can find no reason why they should not be made available throughout the system.

Recommendation 38

Inmates should be able to study in one of the two official languages most appropriate to their background and future prospects. Basic services must be available in both official languages.

University-Level Education

Access to elementary and secondary education up to Grade 12 is generally available across the system, but access to college and university-level programs is much more uneven. Although college programs and personnel are present in institutions, in many cases they are offering a version of adult basic education, and not programs at college level. In addition, the way in which inmates encounter college and university programs is through correspondence courses with little or no support. As we have said elsewhere, the Reviewers believe that inmates should have proper access to the same educational resources as ordinary citizens. We suspect that the availability of educational resources within prisons functions in much the same way as it does elsewhere. People perceive the

availability of educational opportunity in direct relation to the likelihood of their using it. If college-level programs are not in evidence either potentially or actually, then the likelihood of an able inmate requesting them declines commensurately. We also believe that another principle applying to adult choices also operates within prisons as it does elsewhere. That is the fact that adults tend to pick educational organizations first and particular courses second. For example, if the adult has not succeeded beyond high school or even elementary school, he or she will tend to look to the school board or other sources of elementary-level education for educational opportunity. If the board is not providing such opportunities, the likelihood of that person approaching a college or university, even when the offerings are there, declines substantially. The same is true of individuals at each level of achievement, though those with the higher achievement are more free to move downwards than are the low achievers to move upwards. The mere existence of school board, college, or university programs within the institutions will undoubtedly encourage inmates to try them, making use of mature student admission and life experience credits wherever they can. The Reviewers are aware that some locations and overall cost may make it impossible to provide programs from every level in all institutions. Nevertheless, we believe that more can be provided systematically than is now provided, and that to leave it to individual inmate initiative or to spare-time correspondence study is not sufficient. In particular, the rising rate of educational achievement among inmates suggests that the inclusion of college-level courses could be placed on a system-wide basis, allowing for the fact that some courses will be very difficult to provide.

Recommendation 39

Community college-level courses should be available in all institutions, either by means of day release or through direct instruction. These courses should be provided through contractual arrangements with appropriate colleges, though in some institutions the system could begin to develop its own resources for some types of courses under supervision.

Recommendation 40

Inmates should have access to university-level work either through correspondence and other distance learning methods, or through placement in a selected institution in each region. There should be some version of the Matsqui educational program in each region in Canada.

Recommendation 41

The Corrections Service, through its regional centres, should take immediate steps to arrange a contract with a major university in each region that would take responsibility for the provision of university-level programs.

Vocational training has come a long way in the past twenty years in terms of the resources available for the training of inmates, but it has still a long way to go. The Reviewers were struck by the existence of some very good programs taught by skilled and devoted teachers. Nevertheless, the general level of instruction and performance within the shops seems in need of a good deal of improvement.

We have already commented on the need to develop substantially the opportunities for inmate-students to attempt and complete work leading to provincial certification. That this seems best accomplished by renewed cooperation with provincial authorities, rather than by creating a new set of Federal certificates, seems beyond question. However, there are other more general characteristics worthy of some comment. The Reviewers were impressed by the apparently low morale among the shop instructors, and by their ambivalence about their proper role in the institution. While we will have a range of recommendations regarding their selection and training in the section on personnel, we found the very great distance between the shop instructors and the academic instructors to be destructive to the proper maintenance of an education and training program. Even though the two groups fall under the supervision of the same Assistant-Director, the lack of communication between them is most apparent. The Reviewers understand that shop instructors come from different backgrounds, and fall under different categories of employment, a situation that should be remedied immediately, but this does not seem to justify the apparent lack of contact between the two groups. Security reasons were often given to us for the different status and functions of shop instructors, and while we acknowledge the special

precautions involved in the handling of tools, it did not seem to us that there was a sufficient reason for the separation. Even the shop facilities, for the most part, in most institutions, seem a long distance from the academic section, and while history and architecture may have necessitated this, there seems no reason why the physical distances should be allowed to be translated into psychological ones. The Phase One Report acknowledges some differences of opinion over the value of split programs, that is, half vocational/half academic; nevertheless, experience elsewhere suggests that, particularly with the type of population found in prisons, for many such a program would be of great advantage. As we have already observed, the Reviewers believe that the historical division between education and training is not relevant in the present and future societies, and that there is no reason why it should be maintained in the Corrections Service. We think that particularly with those inmates who are at low levels of functional literacy, the combined programs would be of great value. Vocational training is, after all, simply another form of literacy, and one that enjoys great importance in this society.

Recommendation 42

Communication and exchange between the personnel of the academic and vocational training programs need to be greatly increased so that more opportunities for a unified commitment to goals of education and training can be achieved, for example, opportunities for developing mixed programs.

We have already commented on the fact that life skills, or the "liberalizing" elements in educational or training programs, can and must be introduced everywhere. This is both a problem and an opportunity that shop and academic instructors share.

The Reviewers were struck by the somewhat outdated skills taught in the shop programs. Employment prediction is a difficult task at best, and there will always be some discrepancy between the skills acquired in any technical training program and available employment; nevertheless, the report that only a tiny proportion of former inmates find employment in jobs related to skills acquired while in prison cannot be ignored. The reasons may be many, some of them beyond the control of the Corrections Service, but they may also be related to the conditions of participation within the institutions and the range of available opportunities. In general, the training is for "employee" skills of a fairly low order, with the possible exception of the auto shops and welding. The Reviewers believe that this society supports a great many individuals with various special technical skills who are essentially self-employed but who do not appear among the ranks even of small businessmen. We think that there are modest dimensions of entrepreneurial skills that should be included more widely in the vocational programs and that need to be recognized. We are aware of the considerable expense associated with installing complicated modern equipment in training shops, but we do believe that there are some additional areas, such as domestic repair, and the expansion of the "printing" shops that could be added at small expense to the existing programs in all the institutions, or at some selected ones

on a regional basis. We did not find much evidence of systematic policy in this regard, though a recent review of the facilities conducted by the system suggests that a good start is being made.

Recommendation 43

A basic range of vocational training programs should be available in every institution, subject to some special security provisions. Entrepreneurial skills of a modest range should be included in vocational programs.

Need for Advisory Committees

The Reviewers believe that problems of relevance, standards, and employment could be more adequately handled if the Corrections Service would follow the practice of most colleges in creating advisory committees of experienced citizens for each program. Not only does this strengthen the position of the instructor, it also gives him or her and the entire institution an external constituency for judging the adequacy of the program.

Recommendation 44

Every specialized program in vocational training should have a small advisory committee⁽¹⁾ of appropriately experienced

¹ The precise dimensions and procedures related to these committees may be found in Appendix 2.

citizens to provide advice, opinion on the adequacy of the program, and to help with problems of employment after releases.

Each of the program advisory committees should have a representative on an institutional committee on education and training.

As well as strengthening the individual programs, the Reviewers believe that this procedure provides an excellent opportunity for increasing the functional relationships between the institutions and the community.

Anyone who visits a number of institutions in the Corrections Service is struck by the frequency with which the institution is found at a considerable distance from any urban setting. Since the largest proportion of inmates are urban dwellers and are likely to return to urban settings upon release, the location poses extra problems for any replication of the outside society, and for operating educational programs that need resources usually associated with cities. Presumably the Edmonton Institution represents an attempt to avoid these difficulties, and perhaps some of the new institutions to be built will also. Nevertheless, the fact that a large number of existing institutions face these problems means that they cannot be ignored. On at least one occasion Reviewers found whole programs and facilities unused because no instructor could be found. Without doubt this is a problem both of salary scale and location. Some institutions under present circumstances find it extremely difficult to make use of part-time instructors, a resource that is absolutely vital to most programs

of adult education. Yet employment practices, and available resources seem to take little account of these circumstances.

Recommendation 45

The Director of Education and Training should review immediately the problems encountered in mounting acceptable educational programs because of the locations of the institutions, and take steps to remedy such problems by the allocation of special resources, including personnel.

The Reviewers do not intend to convey the impression that they are entirely unaware of new methods and devices associated with learning at a distance that could be useful to provide educational opportunities for inmates of the system. We were impressed with the existence of a closed-circuit television system in Warkworth Institution, in part because its use has been integrated into a new teaching program originally stimulated by inmates, centred on television production. We believe that there is opportunity there for experimentation with the use of the system for many kinds of learning opportunities that would be particularly appropriate to institutions where there are extensive limits to movement through space. We do not recommend extensive use of correspondence materials of the classic kind, particularly at the lower levels of education, because we believe that they place a very high premium on literacy and on a type

of determination and singlemindedness that is likely to occur in very few inmates. We do, however, believe there is room for the enrichment of many educational programs through audio-visual means. These are extremely useful in the situation in which the inmate-student and the prison-teacher find themselves. Learning at a distance is growing rapidly in Canada, and in such places as the TeleUniversity in Quebec and Athabasca University in Alberta there is a good deal of combined expertise and materials. It might be found, for example, that the background of many inmates makes television and radio a more familiar and common factor in their lives than print and a good foundation for basing programs of adult basic education.

Recommendation 46

Educational personnel at Warkworth Institution should be encouraged to develop a pilot project in the use of closed-circuit television and the development of appropriate materials for educational programs, especially for segregated individuals within the institutions.

Recommendation 47

The Prairie and Quebec Regions should be encouraged to explore relationships with Athabasca University and the TeleUniversity as a basis for developing distance learning materials for use within institutions. Similar explorations

should take place with provincial Educational Communications Authorities such as exist in Ontario and Alberta with a view to providing special transmissions for prison education.

Recommendation 48

Wherever possible, institutions should explore the use of adjacent cable systems which could provide access to additional educational materials. There is a real change in satellite technology which lends itself to operation within the institution.

The Phase One Report indicates a sharp decline in the number of inmate-students over the past decade. Since inmates are free to choose among "work" opportunities (and for some inmates the educational programs no matter how competently conducted will be unsuitable), there must be some ordinary expectation of variations in participation from year to year, but hardly on so large a scale as reported.

Need for Student-Inmate Encouragement

The Reviewers' experiences in visiting the system inclined them to suspect the accuracy of the figure given, that is, that it represented overall participation in all forms of education within the Corrections Service. We did find, occasionally, whole programs closed down for one

reason or another. In addition, we think that existing facilities are underused because of the daily schedules in force. However, we did not find evidence of underuse within those schedules. Most facilities seemed to be operating at or near capacity, and, in fact, there are some institutions where there are gross overcrowding in the academic areas, and long waiting lists.

Secondly, the Reviewers believe that there ought to be more encouragement of inmates to participate in educational and training programs. While most adult educators believe that successful adult education is based on the freedom of the adult student to choose to participate, at the same time they know the necessity of active recruitment. There appears at the present time to be a distinct ambivalence within the system about the need to engage in active recruiting. To be sure, there are individuals and institutions where considerable effort is made, and where the school acts not as a closed system, but as a centre for the encouragement of many kinds of learning under many different conditions. But these examples are few in number, and for the rest an odd and confusing mixture of incentives to make various choices play havoc with the inmates.

We have already argued that there is need to be realistic about the present group of inmates, and also future ones, with respect to their attitudes to education and their previous experiences with it. But that does not mean that no effort should be made to encourage them to understand that it is possible to have a quite different experience in an educational environment. There is, for example, some evidence that the number of functionally illiterate inmates is very much higher than the number that

actually participate in the educational program. We can understand, from experience in the outside community, the diffidence exhibited by individuals in that state and the reasons why they are reluctant to admit their illiteracy; but in the opinion of the Reviewers, with a community as small as the prison community, much much more can be done to encourage the inmates. Some corrections systems make participation in functional literacy programs or adult basic education compulsory for those whose performance on tests (also compulsory), reveals their condition. While the Reviewers believe that participation in tests should be compulsory, we are not prepared to make participation in the program compulsory as well. We do, however, believe that much more effort must go into informing, counselling, and persuading inmates to take part in the educational programs. The opportunity for part-time participation, for those who simply wish to move beyond illiteracy, must be extended.

More Information

To do this, the educational authorities must have adequate and current information about each inmate. The Reviewers were also struck by the enormous variation throughout the system in the provision of such information. In one institution there appeared to be accurate information available from the reception centre, which arrived at the same time as the inmate. In others it appeared to be lacking. The reflection of this variation is clearly evident in the Phase One Report where a large number of instructors either do not receive or do not use information as the basis for their teaching. Nor could we discover the existence of systematic information regarding the educational progress of a student-inmate, other

than the availability of official certificates attendant upon the completion of a full program. We have noted elsewhere the frequency of movement from institution to institution on the part of inmates and the relatively small number who actually complete programs. It is our opinion that for each student-inmate there must be an educational dossier, of the sort maintained by students at Holland College in Prince Edward Island, where achievements within the dimensions of full courses are carefully documented. Such a dossier should be developed by the student in consultation with the educational authorities.

Recommendation 49

There should be increased efforts to persuade inmates to take advantage of educational opportunities available within the institutions on a full or part-time basis.

Recommendation 50

The school should be regarded as a centre for the provision of learning opportunities throughout the institution rather than as a closed unit. The school personnel should receive appropriate training in methods of educational extension.

Recommendation 51

Information about inmate backgrounds and progress should be collected systematically and made available to both the individual inmate and the institutions in which he is confined. Each inmate-student should have an educational dossier recording all educational experience and achievement, particularly progress made during incarceration.

The freedom of choice among work alternatives makes the matter of incentives within the system of enormous importance. The Reviewers believe that existing incentives are confusing and contradictory. In fact, there appears to be some evidence that in some institutions the confusion is deliberate, and plays some role in the punishment. Obviously, in a system that maintains two communities, that of keeper and kept, there are bound to be confusions and conflicts.

Everything points to the fact that incentives related to survival in the inmate community will be the most powerful of all, and prison programs that run counter to those incentives are bound to fail. However, that need not be the case, and as we have reported, we have found no evidence that the educational programs operate in that way. However, we found a great deal of evidence to indicate conflicting incentives among prison programs.

For every inmate the most powerful incentive next to merely

surviving will be related to his release. Nothing can compare with that in power of attraction. The Reviewers are impressed with the Commissioner's introduction of a simple method for inmates to determine with some precision the exact length of the sentence. This seems to us an important step in the increase in recognition by the Service of the importance of this incentive. We suspect that the document involved will in itself prove to be one of the greatest stimulants to the development of both literacy and numerical ability among inmates. Educational officials would be wise to think of other means of linking the two, that is, literacy and release.

We have mentioned elsewhere that even though the Phase One Report indicates the belief that there is only slight relationship between pay levels and participation in the educational program, there ought not to be a differential based on the choice to take part in any of the forms of work.

The greatest area of confusion seems to centre around the matter of the relationship between participation in school programs and remission and parole. The most recent directive regarding remission would seem to make it as applicable to participation in the school program as to any other activity. However, there is much obscurity regarding the relationship to parole. This uncertainty, shared by inmates and some officials, applies not only to general participation in educational programs but also to what view the Parole Board may or may not take of participation in a particular program. In the view of the Reviewers, there should be a positive relationship between the two, and all confusions should be removed as far as possible. Clear relationships between performance in educational

programs and the length of a sentence will contribute significantly, not only to participation in those programs, but also, in the opinion of the Reviewers, to the level of performance within those programs.

Recommendation 52

The Parole Board should be informed of the range of educational opportunity available within the Corrections Service, the range in those institutions in which a particular inmate is confined, and the inmate's performance in education and training.

Recommendation 53

The Parole Board should make as clear as possible at regular intervals its views of and criteria with respect to the relationship between parole and participation in educational programs, with such special conditions and circumstances as may exist, carefully identified and described.

Pre-Parole Counselling

The six-month pre-parole period is critical for inmates who wish to make a satisfactory adjustment to the outside world. One of the most important sessions in this period is that which involves a

form of manpower counselling. Such counselling should give the inmate an opportunity to explore various programs of skill training and education in outside institutions and to pre-enroll in the program of his choice. If this enrollment is formalized, inmates will have a definite program to enter and the period of uncertainty upon release will be largely overcome. The procedure will require intensive communication between the inmate, the manpower counsellor and the outside institution. Eventually, it should be incorporated into the notion of an academic "half-way house". Clearly, any technique which aids the adjustment of inmates to regular employment is worthwhile.

Recommendation 54

The pre-parole period for individual inmates should include manpower counselling, whereby the inmate is made aware of vocational training choices available in various educational institutions. In addition, the inmate could be pre-enrolled in the program before release which would allow him to undergo a specific activity immediately on parole. Relationships between choices outside and educational experience during incarceration should be maximized where possible.

The Reviewers believe that the recommended program advisory committees will be particularly helpful in this respect.

It has been suggested that inmates, on parole, should be enrolled in educational programs at various institutions in order to complete their trade or other qualifications. While the idea has merit, it would probably be unsuccessful without some form of ongoing support for the ex-inmate during the initial period outside the penitentiary. Hence the idea of an "academic half-way house" has been explored. The inmate would live in the house while taking courses and would have access to help with his studies during the evening. With such continuing support the probability of an ex-inmate completing the program and making a satisfactory adjustment to the work world would be substantially increased.

Recommendation 55

Efforts should be increased to establish "academic half-way houses" in various communities to house ex-inmates and to supply academic help for those continuing their studies on release from penitentiaries.

Elsewhere the Reviewers have urged that the system within each institution, as well as across the entire service, should be constantly examined as a whole, and the place and function of the education program positively related to as many of its elements as possible. We were able to identify confusion among some existing potential incentives towards participation in the education program, and similarly tried to discover what disincentives to such participation there might be. Some of those disincentives, already mentioned, are brought by the inmates in terms of

attitudes to education, and the unlikelihood of success. We have argued that these can only be dealt with by increased efforts with respect to counselling, information, and solicitation. However, there is some evidence of disincentives arising out of the operations of the institutions themselves, such as the relationship between placement in ranges and work choices, or the availability of adequate time and facilities for study. It was never quite clear in the complexity of life in each institution, the degree to which these conflicts were deliberate or simply inadvertent. Since the Reviewers have accepted the Service's goals for education, we can only believe that they are inadvertent, and that some careful and regular examination of the operations of the system will serve to reduce or eliminate them.

INSTRUCTION

In penitentiaries, as in other institutions, quality education does not occur simply by legislation. It must be planned, evaluated and encouraged. The ingredients of such education include excellent teachers, motivated learners and certain additional conditions such as adequate resources, good programs, sufficient time and opportunity for learning, high standards and accurate data on which to plan the educational program.

The Reviewers make reference to the conditions for finding and training excellent teachers in other parts of the report. In this section attention will be paid to factors related to instruction.

Standards and Evaluation

Although participation in education and training involves a

voluntary decision by inmates, continuation in such programs should be permitted only under certain specified conditions. Within a reasonable time, inmates must show evidence that their progress is satisfactory, that an acceptable level of effort is being maintained and that real value is being accrued from their participation.

The Phase One Report, provided for the O.I.S.E. Reviewers by the Education and Training Division, presented some evidence which suggests that the attitudes and motivation of inmates are often less than satisfactory. When asked for their impressions, only 26 percent of the teachers felt that inmates were well motivated and saw the value of education and training. Another 30 percent indicated that they believed inmates took education courses in order to improve their chances of being granted parole. On the other hand, two-thirds of the inmates, in response to the same question, felt that they were highly motivated and impressed with the value of education.

Negative attitudes and behaviour, lack of effort and indifference on the part of certain inmates are destructive to the entire educational process. They are unfair to other students and place the penitentiary school in a most vulnerable position with respect to the other elements of the system. If quality performance is not demanded the educational process will be of little real value.

Reviewers saw firsthand, and were also apprised of other situations where inmate attitudes and behaviour in penitentiary schools were less than acceptable. These circumstances cannot be defended. It is imperative that regular, systematic evaluation of education and training be made the responsibility of the appropriate assistant-directors in each institution.

In view of the need to ensure that standards be maintained in penitentiary education and training the following recommendations are made.

Recommendation 56

Education and training programs should be evaluated internally and externally on an annual basis and in an ongoing way, and a report submitted to the chief executive officer for review.

Recommendation 57

Regular and intensive evaluation of education and training programs is needed to ensure that they are challenging and demanding of quality performance by inmates. Only those inmates who are prepared to make such an effort should be participating in these programs, (although the quality of work should be at the individual student's level). The monitoring and supervisory process is the direct responsibility of the Assistant-Director of Education and Training.

Recommendation 58

Every effort should be made to ensure that the standards of examinations, assignments, and essays required in various programs

in penitentiaries be equivalent to those required in regular programs outside the penitentiary. Where possible, standardized tests should be utilized to comparatively evaluate inmate performance.

If evaluation tasks and maintenance of standards are to be carried out in the manner described above, it is essential that assistant directors be given sufficient time to devote to their direct responsibilities for education and training.

Annual evaluation is a time-consuming and intensive process. It involves the establishment of criteria for effective education and the application of such criteria in a consistent and objective manner. In this form of internal evaluation the responsible administrator must be prepared to devote the greater proportion of his time to the direct involvement in the educational program.

With respect to external evaluation of education and training programs, a set of criteria, established at both a national and regional level, must form the basis for the annual assessment of adequate standards. Clearly, there is an urgent need for the establishment of such criteria in the Canadian Corrections Service.

Recommendation 59

High priority must be given to the establishment of a set of standards for penitentiary education in Canada. These

standards, which will constitute the criteria for the evaluation of such education must be adaptable on a regional and provincial level. An effective annual external evaluation of penitentiary education is not possible until the criteria for such evaluation have been developed according to the objectives of the CCS and accepted.

Testing and Assessment

Educational planning is a precarious activity, even in the best of circumstances. Within the penitentiary system, the physical and psychological conditions are such that planning is subject to constant frustration. The ongoing movement of inmates in and out of the various institutions, the overall transfer policies, and the apparent difficulty in maintaining a qualified group of instructors for an extended period all complicate the planning process.

The Phase One Report supplies data which dramatize the foregoing situation. When asked how long an inmate stays with them in a class, ten percent of the instructors reported it to be only one month. More than half indicated that inmates stay six months or less. Under such conditions it is not surprising that program planning is a discouraging process.

Given the nature of the inmate population, it is imperative that some systematic procedure be established for assessing each inmate's educational status based on standardized tests.

Objective data are needed on each inmate's level of literacy, level of basic academic skills and vocational aptitude. Standardized educational test results of this nature should be placed in an inmate's file and accompany him during his progress through the penitentiary system. Given the nature of the system, it is also apparent that the testing and assessment program should be uniform throughout the provinces. The data which appear on an inmate's "educational record" would be used for purposes such as:

(a) to assist in the educational counselling process which will provide some valid basis for aiding an inmate in choosing the program most suitable for him;

(b) as a basis for assessing the effects of educational programs upon the academic progress of individual inmates;

(c) to aid in the effective continuation of the educational program for inmates when transferred from one institution to another, or from one province to another.

A strong argument can be made for mandatory testing of literacy and basic educational skills. Inevitably, those inmates with most to gain from effective educational assessment will avoid testing if the option is left open. In this case we believe that testing should be compulsory unless the inmate can give convincing reasons for exemption. In accord with this practice the inmate must know how the results of his or her performance on the tests will be used and they must be shared with the inmate.

The timing of the assessment procedure is also critical. Un-

doubtedly, the psychological conditions affecting an inmate on his induction into the Regional Reception Centre make educational assessment an activity of dubious validity. It would be more defensible to conduct the assessment after an inmate has completed an orientation period in his first institution. Members of the educational personnel, qualified in testing procedures, are the logical group to conduct the assessment. The Reviewers noted that such a plan is in operation in Springhill, Nova Scotia.

A large number of testing instruments are available. Further discussion by educational personnel is needed to determine the most appropriate tests. Particular examples include Comprehensive Tests of Basic Skills (CTBS), Adult Basic Literacy Examination (ABLE), Metropolitan Achievement Tests, General Aptitude Test Battery (GAT) and the Holland Vocational Preference Inventory.

It is clear that the present uncoordinated and unsystematic procedure for educational assessment should not continue. In the Phase One Report, two-thirds of the teachers noted that the level of inmate ability is generally below the claimed grade level. Furthermore, only fifteen percent of the same instructors indicated that inmates get adequate advice on educational programs and, in any case, seventy percent of the instructors did not receive and use the recommendations from the Reception Unit.

Recommendation 60

Educational testing and regular communication of information concerning the results of such testing must be made uniform throughout the system with due regard for

special requirements of different provinces.

Recommendation 61

Educational testing and assessment, particularly with respect to literacy and basic skills, should be made mandatory for all inmates on their first entry into the penitentiary system.

Recommendation 62

The testing should be conducted by qualified educational personnel, after the orientation period, following an inmate's assignment to his first institution.

Recommendation 63

An important aspect of the educational information system would be to keep track of inmates constantly to discover what is being gained through participation in any of the programs, with a view to assessing the value for the individual of remaining any longer in a particular program, and also as a means of evaluating the various programs.

Individualized Learning

It became evident to the Reviewers that there were many subgroups of inmates in the various penitentiaries. Some were in varying degrees of protective custody, others suffered from a number of learning disabilities, some inmates lacked competency in English as an operative language, and large numbers were unable or unwilling to participate in regular educational programs because of personal attitudes or the unavailability of the type of course which would meet their needs.

A large part of the answer to the foregoing problems lies in the provision of extended opportunities in individualized programs of study, designed to meet the academic needs and learning styles of the individual inmate.

It was apparent that a great deal more needs to be done in the present system to provide individualized programs which are of real value. Based on research and results tested in practice, some of it within penitentiaries, we know that distance learning and individualized learning of high quality can be provided at low cost. However, good results do not happen unless the personnel who administer the program believe in the efficacy of the method, understand what is essential to be effective and utilize sound organizational strategies, materials and evaluation. In our visits, the Reviewers met very few people who seemed to be experienced and understanding about distance and individualized learning, though we did encounter widespread use of various versions of the method. The misunderstanding and misvaluing of the methods need to be corrected.

It has not been uncommon in the past to find negative attitudes

to individualized programs in colleges and universities. Some of that resistance has broken down or lessened when instructors learned about demonstrated successes of the method when suitably applied. Elimination of prejudice on the part of staff is needed throughout the Canadian penitentiary system. In addition to the kinds of attitudes that used to prevail among academics generally, there are feelings or apprehensions unique to the penitentiary system. (Examples: that only lazy inmates register for individualized programs, that inmates who choose university programs unrealistically do so to display their self-importance, that such courses produce inmates who are arrogant towards the instructors, or are even used to develop anti-social skills, etc.). We are not denying that some of these attitudes are based on experience, but, while accepting that any educational method or program can be utilized for socially approved or socially disapproved behaviours, we submit that this is true in individualized programs no more than in others, unless the individualized program is poorly conceived and managed or the inmates are left entirely to their own resources.

Good individualized education requires planning and integrating the particular course or program within a total educational process. Choice of a program simply on whim or because it is available and other opportunities are not, may fill in time but falls far short of what is possible. Single experiences, whole courses of study, or an entire pre-training for a new career can be carried out by this method.

Individualized learning requires the development of good learning skills on the part of the learner. For an individual to become competent

in these skills requires the belief that he can succeed, as well as some practice in the fundamentals, such as listening, reading, analyzing visual material and mathematical and statistical information. An essential activity for an educational program in any institution is to provide the base in good learning practice to enable more learners to become independent. Those who succeed through individualized programs have typically developed good learning procedures and skills and, because they have surmounted difficulties, have an understanding of the problems of other learners. Often they can become good instructors and counsellors, to the extent that this is practicable.

The Phase One Report notes that over eighty-five percent of the instructors used individual instruction to some extent, and that over half reported that individual instruction was the main method used. However, it is appropriate to ask whether individualized instruction is the same as encouraging inmates to work on individualized programs of study.

It is also important to note that, in the same Report, the inmates expressed a strong preference for group instruction. Those reporting, however, represent the very low percentage of inmates engaged in current educational programs which are limited and usually conducted in a classroom group atmosphere.

Good individualized programs now utilize a range of media, oral and video-recorders, films, slides, small computers, radio and video broadcasts or sometimes wired circuit television. It should be recognized that gadgetry is not necessary and there are excellent programs based on printed materials alone. But some of these other media are not expensive,

not difficult to maintain or service, and they do extend the range and quality of educational experience, particularly for people in custody. The costs of adequate equipment for such education are only a fraction of the cost of equipping the least expensive industrial shop.

Good individualized education requires interaction by the student with a counsellor and interaction with other learners. Such interaction over a totally independent process will greatly improve the quality of the course. Usually there is no great difficulty in cost involved in providing for appropriate interaction through a variety of means, face-to-face with a counsellor-teacher, small groups, by telephone, by correspondence, by using oral or video-recorders. But it must be planned for, as part of the total educational process.

Distance Learning

One particular development in education in recent years in Canada, with immediate application to the provision of individualized education in penitentiaries, is the planning of several forms of "distance learning." For example, the Ministry of Education in British Columbia has recently established the Open Learning Institute. The OLI is designed to provide various levels and kinds of education, through a multi-media process, to those isolated from conventional educational institutions. The program priorities of the OLI consist of adult basic literacy, vocational education and university-level academic courses. Efforts are under way to provide learning materials which have immediate relevance to the potential clientele. In Alberta, Ontario and Quebec, such agencies as Athabasca University, Ontario Educational Communications Authority and TeleUniversity are other examples of agencies providing

comparable resources and opportunities.

Clearly, inmates in penitentiaries of various levels of security and purpose are strong potential candidates for programs developed by such organizations. (It is with reference to such a special group that the inadequacy of several current packaged and standardized materials, often prepared in the United States, can be best understood.) We have evidence to show that more skills and knowledge will be mastered with the use of such materials. More important, the use of materials that reflect cultural strength, rather than alien ideas, has a positive and powerful influence in building the constructive attitudes and confidence, essential for achievement after release.

Distance and individualized methods are applicable, not only to courses of study, but also to programs in arts, crafts, sports and recreation and many other interests. A good program can and should provide individual access to many interests - job, cultural, good citizenship, spiritual and personal development.

Recommendation 64

Since individualized methods of learning are so essential in a penitentiary, a planned effort should be made to understand their full potential and the conditions necessary for their success. The effort should also be made to change negative understandings and attitudes that seriously

limit the programs, and to provide training of personnel and support services.

Recommendation 65

In professional development programs, penitentiary personnel should be aware both of the strengths of individualized education and its difficulties, and of how the program can be positively advanced and extended.

Recommendation 66

Immediate efforts are needed to study the application of distance learning programs, such as British Columbia's Open Learning Institute, the Athabasca Program and the TeleUniversity, to the educational offerings within individual penitentiaries.

Recommendation 67

In every penitentiary there should be at least one teacher-treatment officer who has made some special study of the best conditions for utilizing individualized programs so that he can help plan this part of the total program, provide assistance

and training to the teaching and/or counselling staff, and help devise appropriate administrative procedures for effective education.

Recommendation 68

In each region, one of the educational officers should be asked to undertake responsibility for fostering, supporting and integrating programs of individualized learning.

Recommendation 69

There should be a greater range throughout the entire system of opportunities for part-time participation in education programs, during the day and evening. Part-time participation can be both concurrent and consecutive. Some part-time involvement in education is the most likely pattern for the inmate to follow upon release.

Counselling

Educational institutions are making more critical use of skilled counsellors than has been the case in the past. It has become apparent that effective counselling demands both professional preparation and

personal attributes which are not usually found in unqualified personnel who have been assigned counselling responsibilities.

In the penitentiary system the background of inmates, their psychological orientation and the pressures of the institutional environment demand the application of counselling skills which are critical if the educational programs are to be effective.

An educational counsellor in a penitentiary has three major responsibilities - assessing inmates' educational status, assisting inmates to select the most appropriate educational or training program, and providing ongoing support for inmates enrolled in such programs. It is unrealistic to expect regular teachers or administrators, living unit or classification officers, or personnel at reception centres to have the knowledge and counselling skills which will be effective in all three counsellor roles.

Each institution requires at least one highly skilled counsellor who will deal with inmates' problems associated with education and training. Other sections of this Report have dealt with issues such as assessment, learning disabilities, motivations, individualized and distance learning. All of the foregoing require the assistance available from educational counsellors. Only limited success is possible without such essential support.

The Phase One Report notes that only six permanent staff are employed in the Service in the capacity of full-time educational counsellors. Other personnel offer some types of counselling in a limited capacity. The responses to the questionnaire dramatize the lack of effectiveness in the current system. A large majority of teachers reported that they

were not given any information from regional reception centres. More than half of the inmates indicated either that they had not been tested or not been informed of any recommendations made on their behalf.

Recommendation 70

Each institution which offers education and training programs should have the service of at least one counsellor specifically trained to deal with three elements of the educational system - educational testing and assessment, advising inmates in program selection, and ongoing support for inmates involved in education and training programs.

Recommendation 71

Counsellors selected for penitentiary service should have preparation specific for the role. An educational background, knowledge of penitentiary educational and effective counselling skills are essential elements in such preparation.

Recommendation 72

The responsibilities of educational counsellors in penitentiaries should be specifically related to the problems of education and training within the institution.

MANAGEMENT

The Phase One Report comments at some length on apparently endemic management problems associated with formal educational programs. The Reviewers have, of course, commented on the administrative aspects of specific areas as they have been considered. It would be impossible to do otherwise. Readers will, therefore, find recommendations with perhaps fundamental administrative implications throughout the Report. However, we have also commented on the discrepancy between the Canadian Corrections Service's stated intention with respect to education and its realization, the wide variation between intention and performance with respect to specific programs in specific institutions, and the prevailing mood of grim determination and gloom that we encountered. It is possible that these factors are related to overall CCS management, which involves not only the influence that educational needs have on the system and individual institutions, but also the implications arising from the way in which instructors are selected and employed, and the degree to which their attitudes are communicated to student-inmates.

One cannot fail to notice the wide discrepancies between the responses of the instructors and the various categories of administrators to the questionnaires used in the production of the Phase One Report. Such differences in attitude are inevitable between various levels of activity in any large organization, but it seems to the Reviewers that there is an evident need for greater exchange and communication of experience, ideas, and attitudes between administrators and instructors. Since the institutions, as a whole, seem to suffer from an inadequate sharing of information and experience between the various specialized

activities, perhaps we should not be surprised to find the same situation within education itself. Nevertheless, such unnecessary interruptions in the flow of information should not be allowed to continue.

The Phase One Report points out that educational personnel have a mixture of staff and line relationships within each institution. That is to say, in performing their specialized task within the institution, they report eventually to a director whose entire responsibility goes well beyond education. At the same time, they are responsible to an educational hierarchy which is lodged at both the regional and at the national level. Similarly, the educational officers at the regional and national level have a similar relationship with the organization at each of those levels.

The Reviewers are quite aware that the system has other goals than the education of inmates, though by introducing the concept of learning we have tried to argue and demonstrate that, in the long run, the term "corrections" must imply that the overall goal of the system is the change and development of the inmate, and therefore must be considered in some way to be educational. We have acknowledged that the "formal educational program" is only one means towards the accomplishment of such learning, but, have insisted that it is a central one. The formal program, its personnel and facilities, can do much to encourage and support the positive effects of the learning taking place throughout the system. For this reason then, it is necessary to pay some special attention to the management practices of the educational programs, including evaluation and accountability.

We observed that, despite the stated legal intentions,

educational needs do not seem to be as effectively represented amongst the highest echelons of the overall administration as would be necessary to make the system work as intended. We have appreciated the several opportunities to meet and talk with the Commissioner, and with his most immediate associates. What we are about to propose may already be in a development stage; nevertheless, we would like to support it with determination if it is, and urge its recognition if it is not.

An Educational Advisory Committee

We met with the Commissioner's Inmate Employment Advisory Committee and are impressed with their progress in a very difficult task and with their understanding that the overall aim of the system is the learning of the inmate. We were also interested in the success that an advisory relationship of that kind seemed to have in the development of those policies and practices. We are proposing, therefore, that the educational programs of the system be represented by a similar committee, the specific blueprints of which we are providing in Appendix 3.

Recommendation 73

The Commissioner of Corrections should establish immediately an Educational Advisory Committee which would function according to the specifications included in this Report. The Committee should be reviewed at the end of two years, and in the fifth year, in order to estimate whether it meets the purposes envisioned.

The Reviewers considered whether such a committee should be part of the existing Inmate Employment Advisory Committee, and indeed can see an argument for frequent exchange, joint meetings, and cooperation between the two groups. However, on the basis of our argument that industry and education are the two main ingredients of "work" as presently designed, we believe they ought to be equally represented, but with the necessary freedom to deal independently with the explicit and specialized demands of their respective programs.

The Reviewers have already commented on the problems associated with the intersection and interaction of two institutional concerns and organizations, corrections and formal education. We share with the Parliamentary Sub-Committee an interest in seeing such rapid development of that interaction as will allow the maximum coherence between correctional programs and the achievement and awarding of certification controlled by Ministries of Education in each province. We see little value in the Corrections Service attempting to introduce its own independent certificates, and tend to agree with the view of the Commissioner that every practical attempt should be made to use the existing resources in education and other areas, rather than to create new ones. We believe that various institutions, indeed the system as a whole, as represented by the Director of Education and Training have tried and are trying to introduce such cooperation and coherence, and have pointed to some of the successful examples of doing so. However, it seems clear that the difficulties are not simply the result of lack of interest, inexperience, or plain incompetence, but that they are inherent in the present systems of management and cannot be resolved without altering these substantially.

What follows, therefore, is a series of suggestions that the Reviewers believe should be considered by the CCS and experimented with in some parts of the country. One of the values of the existing independence of institutions and regions, and of the existence of ten or more educational jurisdictions is that such unitary experiments are possible without committing the entire system at the outset. We would urge, however, that experiments be genuine, with fixed periods of trial, careful evaluation, and equally careful communication of the results to the entire system. Anything less, and little progress will occur beyond the present, apparently somewhat patchwork, development.

To "Make" or "Buy"

Any large organization is faced with a "make" or "buy" decision with respect to the access to needed resources. Without examining all the complex arguments and considerations associated with these almost daily decisions, the safest generalization seems to be that buying is done when the outside source can produce the resources more cheaply and efficiently than can the user. The decision that such is the case is always a risky one, but nevertheless is one that is taken regularly. In the case of the CCS and educational services, the decision is especially complex, since what is being purchased is both educational services and various kinds of certification or evaluation. If the CCS were purchasing a non-educational product, then a result of buying - which is that the "control" of process may escape the purchaser or remain contested - might not matter very much. But such is not the case! Therefore, the CCS must retain a considerable degree of control over the educational process itself. The replies from administrators and instructors reported in the Phase One

Report regarding the source and development of their educational programs suggest the nature of the dilemma and the difficulties in resolving it. The Reviewers became engaged with the system at a time when existing practices of buying services as distinct from making them, was generating considerable conflict and disagreement. We will, of course, deal more thoroughly with implications of this practice, that is of making or buying, when we approach the matter of the selection, training and employment of personnel, since that seems to be the point of the greatest impact. However, at the root of problems of educational process, patterns of CCS management must be dealt with here.

We have argued already that it would be foolish for the CCS to undertake to create or "make" its own system of certification. In the opinion of the Reviewers, with respect particularly to elementary, secondary, and some forms of post-secondary, it would take too long to establish the validity of such certificates, and the identification with the CCS would probably not be very helpful to the individual inmate-student. Therefore, whatever is "made" or created specifically for the CCS educational programs, must be acceptable to the provincial certifying authorities. However, at what stage or what level the means of achieving that acceptability should be made or bought remains open to argument and, more importantly, to experiment. Above all, the Reviewers have tried to argue for a pattern of administration that would allow experimentation with both making and buying, depending upon the circumstances. We are not prepared to reject either approach outright, not even on an institutional basis, since we can see legitimacy for both in particular circumstances. We are, however, arguing for the type of

administrative flexibility that would allow for such variation, and for a stance that would encourage careful experimenting with some of the varieties in question. To that end we have made recommendations about the Advisory Council, about more flexible administrative patterns, and about the means for careful evaluation.

At the level of elementary and secondary education, various institutions have developed contractual relationships with local school boards. In most cases these relationships seem to work fairly well, primarily for academic education, though we are not sure that they permit the genuine integration of the educational program with the entire prison management system. Contracted services and personnel tend to remain somewhat detached from the principal concerns of the contracting organization, and are perceived to maintain that status by those employed by that organization. In the case of the prisons, which are already so insular, the distance is magnified and, so far as we could tell, is often troublesome. Where the contracts work well, and there is close and continuous interchange between the institution and the contractor, the advantages seem to outweigh the disadvantages. Still there is a price to be paid, in terms of the influence the sub-contractor can have on the contracting organization.

Recommendation 74

Where existing contracts are serving the educational system well, they should be maintained, but carefully examined and strengthened with respect to interchange and regular evaluation.

The Reviewers, in this experimental phase would like to go one step further, and to recommend an experiment with a more extensive and sweeping contract relationship, at least with one institution.

Recommendation 75

The CCS should choose one institution in which the entire educational program up to the level of Assistant-Director of Education and Training is contracted for, preferably to an external educational organization. This contract should be made for no less than three and no more than five years, and should be carefully evaluated.

For the reasons outlined, the Reviewers believe that the Service should also experiment with management patterns involving a far greater direction and control in contracts than the previous recommendation will allow. We believe that the Service needs to develop among its own personnel sufficiently intense and broad experience with all phases of prison education to allow it to monitor and evaluate those portions provided by other agencies under contract. In addition the Service needs to develop a cadre of experienced and highly competent educators who are an integral part of the Service, who can deal directly with personnel from other functions of the Service, and from whom the senior administrative personnel in education and training can be drawn.

Provincial School Boards

To deal with the issues raised by this need for the development of its own educational expertise, and with those of administrative confusion suggested in the Phase One Report, the Reviewers are recommending a group of experimental undertakings. What is needed is an educational organization or organizations within the CCS that can provide integrity, direction, and influence over the system as a whole. At the same time it must meet the needs for professional development and the professional independence needed by the educational staff. To some extent the way in which the medical personnel are now being organized within the Service indicates that such an organizational pattern is possible.

Recommendation 76

In at least one province the CCS should create a separate school board for the system within that province. Members should be appointed by the Commissioner in consultation with the Educational Advisory Council, and hold office for three years. They should be chosen from among CCS personnel, interested and knowledgeable citizens, and inmates. The board would be responsible for policies on hiring instructors, curriculum, and the general management of the educational programs of a credit and non-credit nature.

The Province of Ontario has created a comparable organization for the direction of prison educational programs, and for other provincially operated schools. The Reviewers believe that such an organization would provide the freedom and authority for the educational programs within the institutions, without reducing institutional autonomy in any serious way. School boards in most parts of Canada are responsible for more than one school, and there is often considerable variation between schools in the same system. The existence of such an authority would entirely alter the way in which instructors and other educational personnel are now employed, and would, we think, eliminate the debate and conflict that now rages over the advantages of contract as opposed to CCS employed staff. Our recommendations that follow, regarding professional development can be adopted as easily under the circumstances implied by this recommendation as under alternate circumstances.

Community Colleges within the Service

The Reviewers have noted the frequency and variety of relationships that exist between individual institutions and community colleges. We have already observed that there are both effective and ineffective examples of such relationships, and recommended that all existing contracts should be reviewed with respect to the degree to which they are meeting the needs of the CCS.

There is, however, some indication of a rising level of educational experience among inmates at the time of first admission to an institution, which suggests that the need for college-level programs may be greater

than is at present recognized, and that that need will continue to increase. We suspect that more inmates than is now the case could qualify for admission to college-level programs under mature student admission procedures, if these were generally accessible and inmates understood their potential. We have already commented on the relationship between the perceived availability of programs of particular levels and the likelihood of participation.

Recommendation 77

In one province, the CCS should undertake an experiment with the creation of its own college which would provide a range of college-level programs to all institutions in that province or region. The members of the board of the college should be appointed by the Commissioner in consultation with the Educational Advisory Committee, with members holding three-year appointments. Members should be drawn from the CCS, from among interested and knowledgeable citizens and there should be inmate representation.

The Reviewers have in mind the example of the Saskatchewan Community Colleges, which have been developed less as a matter of buildings and formal courses, and more as sources of various services to be provided in as many different ways as are appropriate to the needs identified. We believe that such an organization within the CCS would pro-

vide all the advantages already indicated with respect to the creation of a school board. While we know of no precise model that might be used for purposes of designing such an organization, the Reviewers believe that experience of the Armed Forces with a variety of indigenous educational agencies would be of some assistance in this undertaking.

As we have indicated, the Reviewers were extremely impressed by the educational activities at the Matsqui Institution, and the relationship between it and the University of Victoria. We are encouraged to hear that a similar development is to be undertaken in Quebec, and wish to indicate our full support of that intention. The provision of university resources and accreditation presents somewhat different problems than are presented at the other levels of study. The Reviewers believe that the Matsqui example should be used as a model for the entire country.

Recommendation 78

In each region in Canada, there should be the opportunity for study at the university level modelled on the arrangements and organization represented by the present relationship between the Matsqui Institution and the University of Victoria.

These regional centres should serve as clearing houses for the provision of materials and opportunities for study to individuals in other institutions in the region, or in situations of special security where attendance on the Matsqui model is impossible.

We have from time to time emphasized the need for employees in the institutions to be fully informed of the practices, objectives, and outcomes of the educational programs within the CCS. It would be impossible to emphasize this need too strongly. However, the Reviewers also believe that CCS employees as a whole should have the same access to the programs provided by the various educational resources as do the inmates. In various institutions the Reviewers witnessed such mutual participation by inmates and prison employees. However, we were told repeatedly that work schedules, and other factors frequently interfered with the freedom of the employees to participate. Because of the intimate interaction between keepers and kept in prisons, the Reviewers believe that there are extraordinary reasons for ensuring that such obstacles to the participation of employees are reduced, and that genuine equal access be maintained.

PERSONNEL

The Phase One Report observes that "The nature of the curriculum which is presented is obviously related to the qualifications and competencies of the staff. It is not possible to present demanding curricula with staff that are not competent to present it", (p. 77); also that, "...many educational staff are highly qualified. In contrast with educational establishments on the outside, however, the qualifications required are not directly related to the educational responsibilities at various levels", (p. 74); and finally "The training of staff is logically linked with the selection of staff. At present there are no training programs in operation which prepare staff for the special task of working

in correctional education", (p. 75). On these matters the Reviewers are in complete agreement with the Phase One Report. We met many dedicated, industrious, and competent instructors and educational administrators in the institutions visited, but at the same time found them isolated from each other, unclear as to the objectives to be achieved and facing what seemed to us to be unnecessary obstacles with respect to implementing the programs. Some of these obstacles have already received comment.

If the Service means to accomplish the educational goals established by the regulations, and other statements of intentions, and the Reviewers have no reason to doubt those intentions on the part of senior officials, then the place to begin is with the selection, methods of employment, professional development, and administrative support of the educational personnel. While we have neither wish nor mandate to enter into the current argument stimulated by the Report of the Parliamentary Sub-Committee regarding the organization and nature of the Service staff as a whole, we have some sympathy with the origin and spirit of the recommendation. By whatever means, and there are several alternatives, the same spirit of identity, commitment and special competence needs to be nurtured among the members of the educational staff in each of the institutions. Since they, in turn, are primarily responsible for providing the stimulation and support for the inmates that will encourage and allow change to take place in attitudes, knowledge and skills, perhaps the need for the sort of "team building" reflected by the Sub-Committee's recommendation is even more important among this group. The Reviewers are aware that an educational staff already exists, and that there are

many experienced, competent, and devoted individuals among its members. When addressing ourselves to the problems of selection, we do not wish to suggest any disregard for those already there, whose concerns we hope to comment on under the heading of professional development.

Selection

The Phase One Report indicates a wide variety of backgrounds and types of preparation among existing staff, and notes the fact that there seems some discrepancy between skills and responsibilities. Furthermore, it argues that part of the problem is due to the question of how and by whom educational staff are hired. We understand and have commented on the desirable aspects of institutional autonomy, and have no wish to add unnecessary administrative procedures. However, we believe that the development of some clearer guidelines regarding the competencies required and identification of the most likely professional areas from which they might come, plus consultation at least with the regional educational officers, could do much to reduce the discrepancies. The Reviewers were not able to find examples of clear or adequate criteria for such employment. In addition, there appeared to be only the most minimal attempt to provide initial orientation for such new instructors. What there is seems to exist entirely at the level of the individual institution. While we were aware of the need for introducing every instructor to the specific characteristics of the particular institution, we also believe that problems and opportunities associated with education within prisons are general enough to permit orientation at least at the regional, if not at the national, level. Such orientation should be the first step in a clearly developed and

articulated process of professional development for the educational staff.

In general, we believe that all educational staff, academic and vocational, should have some experience with the education of adults outside the prison system, and would urge that in future that should be a major criterion. The field of adult education in general and, more specifically, of adult basic education has grown sufficiently in Canada to provide a source of capable and experienced individuals for the system.

Recommendation 79

The Service should establish a clear, comprehensive, and easily available set of requirements for new employees in the education programs. One of the criteria should be that the applicant have some prior experience in the education of adults.

Recommendation 80

As soon as possible after employment, the new staff member should be provided, by the regional administration, with a planned orientation program, with significant elements associated with the institution in which he or she will be teaching.

Discussions with educational personnel have led the Reviewers to believe that such an initial program should include opportunities to understand the Corrections Service in total, to meet and talk with indi-

viduals responsible for other programs such as security and socialization, to meet and observe other academic and vocational instructors in the system, and finally to encounter some of the elementary material associated with principles of corrections.

We have commented already on the serious lack of contact between vocational and academic instructors. The Reviewers believe that the basis of employment should in future be the same for both groups of instructors, and the development of comparable requirements for employment should be undertaken. We understand that steps in this direction are already being taken, and would urge that they be proceeded with as quickly as possible. From the time of employment, both kinds of instructors should share common orientation and professional development programs wherever it is appropriate to do so.

Recommendation 81

Academic and vocational educational personnel should be subject to similar conditions of employment, and should come within the same employment group in the Corrections Service.

Professional Development

There seems at present little or no sense of career pattern or professional development among educational staff in the Service. The replies to the Phase One Report's questionnaire regarding years spent

in the Service and positions filled suggest little coherence or progression in the employment of the individuals involved. The uneven development of the educational programs within the institutions can perhaps be credited to the patterns revealed, as can the varying use of contract employment. However, the fact that two-thirds of the educational staff are employees of the Service suggests that it is the internal patterns that are the most important.

Over half of the present personnel are concentrated either in the "less than one year" group or in the "over eight years" group, with others scattered in between, indicating an average of four years service. Frequently the Reviewers were told that no one should teach too long in the system, that it is too wearing to be borne for more than four or five years without a move elsewhere or at least a break in the task. Given the tensions that exist within the institutions, and the very great demands involved in doing the educational tasks well, the Reviewers are inclined to agree. However, we did encounter instructors, particularly in the vocational areas, who have been on the job for eight years or more, and who are still exhibiting energy and imagination. Nevertheless, since we do believe that the demands of the task are high and relentless, when proper standards are being maintained, it is of the greatest importance to undertake a professional development program which would allow educational personnel to advance steadily in their proficiency, and would provide the relief from the daily demands that seems to be needed.

It is very important that three elements of development, staff, professional and personal be recognize as essential parts of a program or of programs of professional development. Staff development contributes

to the ability of the individuals to function in the corrections system, meaning a frequent opportunity to understand aspects of penology and criminology, developments in the operation of the criminal justice system, changes in the characteristics of inmates, the details and objectives of other programs and other personnel in the Service, and, more particularly, in the specific institution in which he or she is employed. Obviously this sort of program must be organized and directed by correctional authorities and should be closely associated with the staff colleges. Professional development refers to those opportunities for the individual to improve his or her competence as an instructor or educational administrator within the Corrections Service. This implies access to developments in educational techniques and materials in the society as a whole, but, in addition, opportunity to gain more and other experience of education within corrections institutions. These programs can be best handled by some cooperative relationship between prison educational authorities and external educational agencies. Personal development contributes to those qualities of awareness, and comprehension of the meaning of the prison experience to both inmate and educator, and to the ability to deal with the potential for humanizing it that resides in the learning situation. It is impossible to program such opportunities in any precise manner, except to argue that there needs to be a high degree of self-direction in the manner in which all three objectives are pursued by the individuals in question.

There is no guarantee that all three types of development will occur concurrently, but all three need to be a consideration both of any overall program of professional development and of the individuals concerned. In part, what is involved is the distinction between the concept

of formal teacher, who is sure he knows what the student ought to know and what the student ought to become, and the "facilitator" who can assist the student to understand his or her own potential, and help provide the experiences, the support and the discipline required to pursue that potential.

In some respects the elements of such a program are very simple. Educational personnel need far more frequent contact with other educational personnel, within their own institutions and from other institutions. They need more knowledge of what others are experiencing, experimenting with, and learning from their particular situations. The sense of isolation on the part of individual instructors and administrators, and of groups within particular institutions was in the experience of the Reviewers overwhelming.

Recommendation 82

Educational personnel should be encouraged to attend regular regional and national meetings with other educational personnel from within the Service. These meetings should be carefully planned so as to deal with specific programs, projects, materials, etc., being used in various institutions.

The Educational and Training Branch of the Service should establish a regular vehicle for communication and exchange among educational personnel in the various institutions.

The Reviewers are impressed with videotape materials now being developed by the Education and Training Branch relating to different views of "corrections education". We believe that materials like these, and others of the same type arising out of the actual work of educational personnel, should be circulating constantly throughout the system. Where appropriate, they should also be made available to other staff members within the institutions.

Beyond this, education personnel should have the opportunity to meet with other members of the prison staff and occasionally to take part in their conferences. It is important for them to understand current problems and developments related to security, or classification or industry, so that the effective relationships among various prison programs can be developed and maintained, and so that the education program can act as the central focus for the institution in the way the Reviewers have recommended.

Recommendation 83

The Canadian Corrections Service should develop and maintain channels of communication between members of education staff and those involved in other prison programs.

A further ingredient in the professional support and development of education staff is the strengthening of relationships between Federal and provincial correctional institutions, that is the members of the education staffs within those institutions. In some cases the number of

education staff within Federal institutions is too small to ensure the pressure of adequate resources for their professional development. To create sufficiently large groups can involve high costs for travel and the like, given the nature of the Corrections Service. However, by seeking to combine with education staff in provincial institutions, many of whom are facing similar problems, additional experience can be utilized and groups of manageable size created.

Recommendation 84

The Director of Education and Training should seek to establish on-going professional relationships between education staff in Federal and provincial corrections institutions.

The Reviewers have been struck by the widespread interest in prison education they have encountered among their colleagues and students. While there are a number of educators employed by educational institutions working in or consulting with prisons, the interest and will to contribute would appear to go beyond the numbers who have already penetrated the system. This appears to be another price paid for the isolation of the system already noted by the Reviewers, an isolation that the Service itself apparently wishes to overcome. In our opinion, much could be done to foster the interest and co-operation of local and regional educational organizations in both formal and informal ways. The Reviewers believe that an increase in informal consultations over specific educational problems, over the adaptation and testing of new materials, would draw an immediate and positive response from many educational organizations adjacent to the institutions.

As we have pointed out, there is a respectable body of experience and competence now to be found in most parts of Canada with respect to adult basic education, special education, extension work, individual instruction and the like, that could be put at the disposal of the prison educators at little cost. While we have argued in concert with the Phase One Report that there are special characteristics associated with the implementation of education within prisons, we do not believe that there should be a mystique created denying the validity of contributions from experience in other educational milieux. We believe that there should be more encouragement for education staff to belong to, and participate in, the affairs of appropriate organizations, such as the adult education associations in their regions.

In many professional fields it has become accepted that important, if not fundamental, training and development should take place after some initial experience has been acquired in the field in question. The nature of prison education, the need for relief from its stresses on some regular basis, and the growth of expertise associated with it, suggest to the Reviewers that post-employment development is of the greatest importance. The last major segment of the professional development program should be, therefore, the creation of a systematic policy of educational leave for prison educational staff, which would allow them to combine the pursuit of relevant formal education available across Canada with the achievement of a special certificate in prison education. These programs, which naturally would be different for different types of prison educators, should be operated jointly by educational organizations in each region, preferably universities, and the Staff Colleges associated with the Service. While they are acquiring the more general expertise associated with advanced work in educational theory and practice, it is essential that they should also be developing the special skill and

knowledge associated with prison education. To our knowledge no such program or curriculum presently exists, and we believe that the Service should take immediate steps to undertake its development.

Recommendation 85

The Service should develop a continuing program of professional development involving regular study leave. The program should combine regular degree work in adult and associated forms of education with a certificate program designed expressly for prison educators. The program should be maintained cooperatively by a university in the region, and the Service's Staff Colleges.

Recommendation 86

The Service should move towards developing joint professional development programs with provincial corrections authorities.

Recommendation 87

The Service should undertake in cooperation with one or more universities the development of the procedures and materials for such a program.

The Reviewers believe that, through the development of such a program, the assigning of research and development contracts over a period of time, the Service should contribute to the development of the resources in centres of graduate instruction and research devoted to the theory and practice of education in the Corrections Service. By this means more than any other, the interest in corrections education outside the system would be stimulated and maintained. We also believe that an annual conference of individuals involved in and interested in corrections education would serve to provide both for increased contributions to theory and practice and for the development of confidence and identity among prison educators.

Recommendation 88

The Service should identify and provide support for the development of two centres in Canada devoted to graduate-level instruction and research in the theory and practice of corrections education.

Recommendation 89

The Service should conduct an annual conference for individuals engaged in, and interested in corrections education.

Employment

The most pressing and contentious issue the Reviewers have encountered is the matter of the basis for the employment of educational personnel.

The Phase One Report indicates that at the time of the survey over two-thirds of the instructors were employees of the Corrections Service, the balance were employees of colleges (12.1%), Ministries of Education, presumably including school boards (11.5) and universities (4.9%). So far as we could tell the two-thirds employed by the CCS included the small number on annual personal service contracts. The largest group within the two-thirds were the vocational instructors, very few of whom were on contract.

There is a considerable controversy within the Service about the contrasting values associated with employing educational personnel directly and contracting with various educational agencies for their provision. The Reviewers have examined the arguments for each arrangement with some care, as well as engaging in as much discussion with as many individuals involved as possible. The issue proved to be almost as divisive among the Reviewers as it is apparently within the system, and we could find no certain or entirely unequivocal grounds for arguing for one practice to the entire exclusion of the other.

The argument for maximizing contractual relationships with outside educational agencies is a powerful one. Perhaps of the greatest importance is a factor we have already discussed in the Management section, to the effect that it is simply inefficient to recreate services that already exist in the society, and that can be purchased relatively inexpensively. We have pointed out that it would be foolish in the extreme for the Service to attempt to establish its own certification system. It can follow from that argument that it is equally foolish to attempt to create the specific services that lead to such certification. It can also be argued that

contracting such service helps to solve the problems of individuals becoming tired or worn out with the challenge of prison teaching, and ensures a regular supply of new instructors with new ideas and experience, with the least disruption of individual employment.

Finally, administrators tend to like contracted staff, since they are comparatively easy to dispose of, should they turn out to be unsatisfactory, and can be returned without penalty to their home agencies. This circumstance is in sharp contrast to the reported difficulties of discharging or moving individuals who are service employees.

Perhaps of greatest importance is that inmates appear to like instructors from the outside. They are important figures among the few outsiders the inmates have contact with, and, in a different category than other prison staff, they do not figure prominently, if at all, in the prison discipline system. There is some argument that the required relationship for teaching can only be developed by instructors who are not integral members of the system.

The opposing arguments reflect two circumstances, those that apply even when the contracts are well designed and carefully monitored, and those that arise from inadequate contracts and insufficient supervision. The Reviewers encountered too many examples of the latter type. At their worst there was little supervision of the instructors by their home organization; they had no security within that organization since their employment arose entirely from the contract and would terminate when it terminated. The notion that they were transferable without penalty and that they brought with them active contact with other outside instructors from their organizations was simply without foundation. All of these circumstances appeared to be

compounded with respect to individuals on personal service contracts who had no home organization and being on an annual basis for renewal, little security of any kind. The chances for individuals in either group to learn sufficiently about their jobs, and to have the time perspective necessary to do so, were largely non-existent.

We wish to emphasize the fact that not all contracts produced such results or circumstances. There were impressive examples of responsibility exercised both by the Service and, more importantly, by the contracting organization which produced the positive outcomes identified in the arguments for contracting such services. We were particularly impressed with the functioning of a contract with Frontier College, where an effective relationship and active supervision by the College appeared to generate enthusiasm and commitment and results. There are, however, circumstances that appear to be indigenous to contracting services. In part the very "externality" that both inmates and some administrators like about contract personnel seems to reduce the impact of the educational programs on individual institutions with respect to day-to-day operations. Contract personnel remain "outside" the system in many respects, and for that reason must endure a certain reticence, if not suspicion, on the part of other Service members. At the level of the individual instructors, that may not be a serious matter. However, in terms of the full integration of educational programs, for which we have argued, it can have serious drawbacks. At exactly what point in the administration the individual must be a member of the Service staff in order to maintain the status and influence of the educational program is difficult to identify. The psychological distance that obtains with contract personnel, added to the physical isolation of the school, combined with the serious

deficiencies in information about various programs that seem to exist within institutions, are serious factors in reducing the overall impact and contribution of the educational program in many institutions.

The arguments for including educational personnel within the Service are, for the most part, reflections of the arguments against that practice, with one major exception. With respect to the vocational instructors, almost all of whom are Service employees, there is an additional concern for security. The tools and other implements to be found in shops, plus the opportunity provided in shops for the surreptitious manufacture of weapons, produce special problems. The general attitude to be found is that only Service employees will consistently take the proper precautions with respect to such potential danger, for example, the constant need to know precisely where every tool is at any moment. Without dismissing that problem, the Reviewers believe that with proper orientation and supervision of educational personnel that problem need not be so serious as to make the use of contracts with vocational instructors impossible. The Reviewers encountered a number of situations where the use of a contract could have improved the vocational program. We believe that there may be an even greater need for the flexibility provided by contracts within the vocational program than within the academic program.

The development of instructors who are part of the Service allows for the building of a corps of competent, experienced educators within the Corrections Service whose skills and imaginations are devoted to making the education program work. They can not be discounted as "outsiders" and can provide the pool of experience and ability from which the senior educational administrators can be drawn. We do not see how the necessary career patterns

in prison education, with the development of advanced practice and theory entailed, can emerge if there is not a body of educators who are integral parts of the system.

There is every evidence that individuals do become worn out after too many uninterrupted years of instructing in a prison. The strain is considerable. However, the Reviewers were impressed by evidence of the number of occasions where that has not happened, particularly among the vocational instructors who are CCS employees and who have been in the system for long periods of time. We encountered some very good teaching indeed, and were also informed that in more than one institution vocational instructors have been following programs of professional upgrading in order to improve both their performance and their credentials. This latter point is important because we believe that, while careers within the system should be encouraged, no one should be prevented from moving elsewhere simply because instructing in a prison has prevented the achievement of transferable credentials.

In the section on Management, the Reviewers have recommended experimentation with some new patterns of administration of education within the Service that would reduce these problems. If some independent authority within the system, such as a school board or a college were created, as recommended, then all educational personnel would be employed by those agencies. The problem of distance might then be overcome by the careful planning of the relationships between these new authorities which are part of the system but located differently in the structure.

However, where this is not immediately possible, the Reviewers believe that the Service should continue with a mixture of contract and employed personnel in conducting its educational programs. We believe that the

combination of both kinds of personnel, properly supervised, will, in fact, in itself contribute to the vitality and power of the educational programs.

Recommendation 90

The Service should continue to employ both Service personnel and contract personnel in the conduct of the educational program.

It would be desirable to have a mixture of such personnel in every program, except where systematic experimentation with one or the other is being carried out.

The Service needs to review existing contracts⁽¹⁾ to ensure that they are designed and operated in a manner that secures the stated benefits of using contracted services and personnel. All educational personnel, whether on contract or on Service staff must take part in the orientations and professional development programs provided within the system. In the case of contract personnel such participation must be provided for within the contract.

Recommendation 91

Personal Service contracts should be used only in special circumstances where specific service can be obtained in no other way, or a very short term is involved.

¹ See Appendix 4.

They should be flexible enough to be negotiated for varying periods of time.

The Reviewers were struck by the degree of ambivalence expressed over the matter of inmate instructors. As the level of educational experience among inmates at the time of entry seems to be rising, and there appears to be an increasing differentiation among them, the likelihood of an increase in individual ability and knowledge sufficient to serve as a valuable resource for other inmates is considerable. The use, for these purposes, of individuals with long sentences, who have completed or are completing educational programs within the system, would seem to offer a particular opportunity both for the resources of the educational program, and for those involved. In addition, it appears true within prisons as elsewhere, that with respect to specific conditions, such as illiteracy, the inmate will accept instruction, or some part of that instruction more easily and productively from another inmate than from an instructor. We are aware of some special considerations relating to security, and to the pressures of the community which raise problems of the exercise of authority among inmates. However, the issue of authority in all areas of instruction where adults are both students and teachers is subject to analysis whereby various kinds of authority can be identified and separated in use.

The Reviewers believe that wherever possible the participation of inmates in the educational programs as teaching aides, assistant instructors and the like should be encouraged as part of participation in institutional maintenance. We believe in addition, however, that such participation

should be of a professional nature, and subject to systematically developed programs for each individual with as high a demand for his or her learning as is the case for the inmate students being instructed. We believe that the system in this case has a valuable resource which can both reduce unemployment problems within some institutions, and increase the resources available for the education program. We encountered several examples of the utilization of competence and enthusiasm among specially skilled and interested inmates in the evolution of programs. The need for special supervision on the part of the associated instructor or administrator must be taken into account in his or her work load.

Recommendation 92

The educational programs should make more use of resources among inmates for contribution to instruction and other aspects of the programs. Such participation should be treated as professional development for the inmate in question, and be carefully planned, supervised and evaluated.

The Reviewers were not asked to comment on the training programs available to other employees of the CCS, though we were able to witness some examples at the Staff College in Kingston. In turn, we are not competent to comment on them in any detail, other than to reflect the fact that on several occasions employees of other programs than education indicated their wish that there were more opportunities. We have observed

that employees should have equal access to any educational programs provided for inmates, but in this case we have in mind those programs of a professional development nature provided for employees in other programs.

Our major argument for the scope and function of the educational program for inmates, with its emphasis on the centrality of learning, suggests to us that the support for learning must be general throughout the institutions and the system, including the employees. It is quite impossible for an atmosphere of learning, fulfilling the intention of "corrections" to pervade the system, if there are significant numbers of employees who are not learning and have no opportunity to do so. We believe that comparable opportunities and requirement for professional development should obtain in all areas of the service as we have recommended as appropriate for those in education. If they are not, the educational program cannot hope to succeed.

The Reviewers were asked to comment on the possibility and need for an international conference on prison education. Given the existence of considerable intellectual confusion regarding the value of various corrections programs, and the need to stimulate commitment and the development of competence in corrections education, the Reviewers agree that such a conference would be of value. We have, however, detailed views of how such a conference should be organized and carried out so that it will be of the maximum benefit to corrections education and educators in Canada. Only if it is both relevant and seen to be relevant by the bulk of the existing educational staff, will it be of the necessary value. We have included in the appendices detailed specifications for such a conference⁽¹⁾.

¹ See Appendix 5.

Recommendation 93

The Reviewers support the proposal for an international scholarly conference on corrections education to be held within the next three years, to be developed, according to the plans presented in Appendix 5 of this Report.

FACILITIES

Facilities for educational purposes vary widely from institution to institution. In the newer institutions they are adequate, as the information to be found in the Phase One Report suggests. However, the Reviewers do agree with the sizable number of respondents who indicate that in some places they are barely adequate, and in others fall well below that standard. We have observed in other sections of the Review that one of the conditions of inmate freedom of choice is that numbers will rise and fall somewhat unpredictably, presenting some schools with serious overcrowding problems at one time and with surplus space at another. In some older institutions, however, there appears to be almost permanent overcrowding. (Frequently the general atmosphere would be improved by the application of some paint). Shops for the vocational programs are reasonably well-equipped, subject to the limitations already mentioned. The Reviewers were, however, impressed with the need for classroom and office space for shop teachers who seem, almost without exception, to lack such facilities.

Nowhere did we find facilities that could be considered lavish or extravagant. Instead there is an austerity that verges on the grim. The Reviewers are aware of particular security considerations relating to school areas, particularly to the shops and the need for care of tools. We do not believe we are ignoring those matters in the comments that follow, though undoubtedly, to implement some of the recommendations, new or different procedures may be necessary. We would repeat here the need to ensure the fact that security personnel understand their roles in goals and practices of the educational program so that they will in turn understand any request for alteration in procedures that may arise from them.

Most of our comments on facilities arise from aspects of location and organization. We have earlier argued that wherever and whenever possible the vocational and academic facilities should be spatially adjacent, so as to increase exchange between the teachers and access to combined programs.

We have also argued, and would repeat here, that, despite daytime crowding, the facilities could be considered to be vastly underutilized by reason of a schedule that encourages, or permits, daytime use only. Particularly with respect to those facilities which might be considered resources for individual use, but also with respect to classes and access to instructors, the Reviewers believe that maintenance of a daytime schedule only for educational programs negates some of the particular characteristics of prison life, namely the intimacy and proximity of the community. The result is the wasting of facilities.

Recommendation 94

The Director of Education and Training in consultation with other department heads, should review the present schedule of educational programs with a view to extending it at least into the mid-evening, and, subject to inmate needs and wishes, make educational opportunities available over longer periods of time, including weekends. The implications of the Review should be considered with senior officials of the various institutions.

Placing of Educational Facilities

The Reviewers also wish to comment on other aspects of location. We are aware of the arguments emerging from the "Matsqui experiment" to the effect that the "campus" must be separate and distinct from the rest of the institution. We are impressed with the quality of work being accomplished at that Institution, and have nothing to counter that argument. Matsqui should be left as it is, and its isolation examined very carefully with respect to the creation and development of a similar complex in the Quebec Region and others. However, we would like to urge that alternate strategies be tried out in other institutions. We have argued throughout for a concept that places learning at the centre of considerations involved in operating a prison, and the school and associated extension activities as the operating arm of that concept. There is, therefore, something to be said for the placing of the school at the

physical centre of the institution rather than isolating it in one corner or another. We would suggest that the Director of Education and Training examine the way in which many community colleges have placed the library and resource centre at the confluence of all other functions in their respective institutions. Not only do we recommend that educational facilities, academic and vocational, be grouped in the institutions, but that they also should be grouped around or close to a highly visible library and resource centre, with the programs and facilities for independent study that we have advocated elsewhere.

This cannot be achieved overnight in institutions which would require extensive renovation, but the Reviewers believe it should be tried in several new minimum and medium institutions now under construction. We were very much impressed by the intention of the Commissioner to create new institutions with highly flexible interiors, other than living units, which can be altered with a minimum of expense, and by depending heavily on inmate labour through participation in maintenance. We see no reason why such spatial arrangements as we are recommending should not be tried out where such flexibility already exists, and in new institutions now under construction.

Recommendations

Where there is clear value for the isolation of the educational program from the rest of the institution, such as at Matsqui Institution, this isolation should be carefully examined with respect to the creation of university-level programs in various regions.

Recommendation 96

The CCS should experiment with spatial arrangements which place the library and resources centre, and attached formal educational facilities, at the centre of the institution.

The Reviewers believe that, more than anything else, such an arrangement would give the educational program the visibility and attractiveness it deserves. Nothing was mentioned more frequently to the Reviewers by inmates and educational personnel alike than the absence of adequate study space. We were impressed with the use of carrels at Cowansville Institution and think they may go a long way towards meeting the combined needs for privacy and security. We were, however, somewhat puzzled by the variation in policy with respect to inmates being allowed to study and conduct school work in their own cells. In a visit to an institution one becomes quickly aware of the value placed by inmates on the privacy attainable in some types of cells. The most frequent and deeply felt complaint had to do with what appeared to be unnecessary violations of that privacy. Since the "cell" in its original form was precisely a place designed for individual study, it seemed strange to us that studying of various kinds should not be encouraged and supported for inmates in their own cells. Where those cells are not open ranges, there seems no better place to meet the need for privacy and reasonable quiet.

Recommendation 97

The Director of Education and Training should review the policies of various institutions with respect to private study in cells, and undertake to reduce what obstacles may exist to the widespread use of cells for that purpose.

The Phase One Report emphasizes the view that participation in the educational program, properly conducted, demands and receives as much effort and energy as any other "work" program in the institutions. The Reviewers' experience would suggest that it probably receives more individual contribution than other programs of "work", but the ways in which such demands are met differ from the ways in which they are met in other forms of "work". The inmate-student not only must spend time in class or some form of group work, he or she also needs access to study facilities and library resources. The Province of Ontario at Maplehurst Institution has segregated those inmates, in terms of living units, who are taking part in the educational programs, from those involved in other forms of work. Some of the Reviewers have reservations about reducing the interaction between inmates participating in educational programs, and those who are not, but we suggest that some experimentation of this kind, under carefully observed circumstances, should be carried out. It is possible that such segregation increases the incentives to participate in educational programs. An examination of the Ontario experience would be helpful in this regard.

We have in other sections commented on the need to strengthen the role of the library and the resources that should be associated with it. There is also need, on some regionally specialized basis, for the provision of facilities for the practice of the arts and crafts. The evening programs showed considerable vitality and imagination, and are obviously of great value for various purposes to the inmates, but there seemed little or no place in most institutions for the serious and potentially professional pursuit of such activities. The Reviewers were deeply impressed by the facilities and leadership available for the music program at Drumheller Institution, and cannot believe that it is the only institution where inmates who are musicians could benefit from such a program.

Finally to repeat, we are impressed with the plan for greater flexibility within the institutions in terms of the use of space. If anything struck the Reviewers, particularly in the older institutions, it was a certain fatalism on the part of personnel with respect to making any major changes in the facilities allotted to them. It is of the essence of our Report that a system based on learning, and sensitive to the needs of any contemporary group of inmates, will differ from year to year, and at least over three to five-year cycles. If the facilities remain inflexible, on a system or institutional basis, then such responsiveness is not only impossible, but passes out of the imagination as desirable.

PROGRAMS FOR WOMEN

The Prison for Women in Kingston is unique in that it is the only Federal prison for female inmates in Canada, accommodating about 135 women. However, about one-half of Federal female offenders in Canada are absorbed by the provincial system of correctional institutions, in cases where there is considered to be little behavioural risk.

The Prison for Women gives witness to the tremendous waste of valuable life involved in the penal institution for women who are, on the whole, of average intelligence and, who, most important, have the will to spend their time in more constructive ways. One is struck by the degree of depression and apathy displayed by inmates, and even more by staff members. There is a pervading air of despair, somewhat relieved by small groups of inmates and a few staff members who muster up the strength to support and encourage one another to resist the effects of boredom and hostility.

The Reviewers believe that there is an urgent need to expand and improve the quality of education and training programs for women, particularly for less traditional female roles. The penitentiaries for men have many more facilities than those for women. The emotional and intellectual needs of female inmates have for so long been ignored, to the point where the situation has reached a crisis.

When visiting the Prison for Women, one may be told that there is a full range of day and evening programs and activities for the women, and one may even assume that there is a fair amount of inmate involvement in these programs. However, after spending some time with inmates and staff,

one is sharply aware of the grave discrepancy between stated policies and practices.

Academic courses are offered up to the Grade 12 level. On the whole, however, they are limited to English, mathematics and social sciences. Correspondence courses are available as well, although many inmates find this endeavour to be a boring and lonely experience. They did not appear to be receiving adequate tutorial assistance, encouragement or direction in their pursuit of learning and development. The only vocational courses available are sewing, hair-dressing, shorthand and typing. There would seem to be little opportunity for women to prepare themselves to re-enter society and to find appropriate roles in the work world. They seemed unable to identify alternate programs or means of learning, or to find constructive ways of occupying their time.

A complicating factor is that training shops are closed at about 3 p.m. and all education and training staff leave the prison by about 4 p.m. A Globe and Mail reporter interviewed some staff and inmates at the Prison for Women in February, 1979 and asked a matron whether she thought the women were being rehabilitated. The reply was: "Oh, no. This is incarceration. No prison is rehabilitation."

New programs in education and training need to be tried and tested in order to expose the inmates to varied learning opportunities. It would, however, be essential for the school and institutional administrators to re-examine their values and priorities before setting out to plan and implement changes in the institution.

A Joint Committee, set up by the Commissioner of the Canadian Corrections Service, and chaired by Mr. Douglas Chinnery, Director of the

Prison for Women, studied "alternatives for the housing of the Federal female offender" and submitted a Report in October, 1978. It proposed that the Prison for Women be closed or rebuilt because of the inadequate state of its facilities, that Vanier Institution in Ontario be purchased from the Ontario Ministry of Corrections, and that Mission Institution, B.C. become co-correctional. These options were accepted by the Commissioner in January, 1979, in an attempt to decentralize the correctional treatment of women and to better utilize the existing and potential facilities in Canada. However, one of the criticisms of decentralization of services for female inmates is that it would lead to futile attempts to find large enough numbers of inmates to justify programs, especially in terms of the funding for them.

Community Resources

The most striking findings of the Joint Committee which relate to the academic and vocational needs of women inmates reflect a degree of diversity that probably requires an individualized programming approach. This approach, it is felt, need not demand a large program staff, but more importantly, it does require a range of opportunities and services within the surrounding community which can be extended into the institution to provide varied options. The Joint Committee believes that, "the capability does exist for service delivery on an individual basis through a range of innovative methods which do not require as large expenditures of funds as programs provided solely by institutional staff." (Report of the Joint Committee, 1978)

According to the Committee's Report, 58 of a total of 117 women requested vocational training, and 95 asked to study in educational programs. The educational needs of 95 inmates fall into the following categories: 8 require primary education, 60 require secondary education, 17 require community college-level courses, and 10 university-level courses. The diversity of needs in this area is such that, particularly for the 27 inmates requiring post-secondary education, the community resources must be utilized. All of the inmates spoken to by Reviewers indicated that the required learning facilities were not being provided, beyond minimal attempts by a few concerned staff members.

Some of the expressed interest areas in trades training included: bookkeeping, clerical work, photography, upholstery, commercial art, child care, business management, nursing, and industrial-mechanical-electrical trades training, and dressmaking. Many inmates suggested that there be day release privileges for minimum security inmates for the purpose of working in the prisons for men in the surrounding area and sharing expensive facilities for trades training.

Recommendation 98

Female inmates on minimum security should be considered for day release privileges, for the purpose of sharing vocational facilities in nearby prisons for men.

One inmate brought a beam of light to the otherwise gloomy environment. She was attending courses at Queen's University during the daytime,

working toward receiving a Bachelor of Arts degree. Her attempts to remain committed to her academic pursuits seemed to spark some enthusiasm for personal learning in many inmates who associated with her. Undoubtedly, she was a leader and source of inspiration, perhaps because the rewards she reaped from her learning experiences gave her some strength to overcome the effects of idleness and boredom in the prison. It is unfortunate that the academic success stories, so few in all of the prisons, seem particularly lacking in the Prison for Women.

Special Needs

Women have other special needs. According to a small-scale exploratory research project conducted at the Purdy Treatment Center for Women in Washington, D.C., incarceration proves to have a detrimental effect on the relationship between parent and child, particularly the mother-child relationship. Moreover, incarcerated mothers with children in foster care indicated that, in practice, foster care has a detrimental effect on the mother-child relationship over and above the effect of incarceration itself. From the standpoint of the Purdy Institution staff, a woman worried

over, or defending, her role and rights as a mother has little time or energy left to participate in work or other rehabilitation programs. It has become evident that many inmate mothers would like to learn parenting skills, to better prepare them to establish satisfying relationships with their children while in prison and after their release, when many of them will resume responsibility for their care.

In recognition of the special problems of incarcerated mothers, in October, 1975, the Purdy Institution developed a very effective nursery school/child care program that now has a long waiting list of inmates wanting to take a child care course, as well as of families in the community requesting quality day care for their children. This nursery school has had a very positive influence on the environment and morale of women in the prison. In addition to this program, there is, in the Nebraska Prison for Women, a program called Mother-Offspring-Life-Development which is for inmates' children only. The children live in the prison for about one week, and the mother works with her child while learning parenting and interpersonal coping skills.

Recommendation 99

A pilot project should be considered in a prison for women, involving the addition of a nursery school program, servicing both the community and inmates' family needs, which would be supervised by a qualified nursery teacher and/or child care worker.

This program could serve two functions: a) meet community needs for quality day care for pre-school children and b) be used as a "field placement" for inmates studying parental education or child care, as well as for learning communication skills that foster positive interaction between adult and child and promote better relationships with their own children.

Recommendation 100

Family planning and parental education courses should become optional educational programs in prisons for women and men.

Recommendation 101

Credit courses in child care and the appropriate field work experience should be offered to male and female inmates in vocational training.

Another problem of female inmates, which also applies to male inmates, is the high percentage in prison for drug and alcohol-related offenses. From the present total of 135 Federal female offenders in the Prison for Women, just over thirty-eight percent had committed major offenses related to drug and alcohol abuse (violating either the Narcotic Control Act or the Food and Drug Act).

It is essential that inmates have opportunities for learning about and being treated for their addictions to alcohol and drugs. There is no reason, in our view, why more drug and alcohol abuse programs cannot be

incorporated into the education and training services, or into socialization services in the prisons.

Recommendation 102

Drug and alcohol abuse programs should become part of the institutional program in prisons.

The Reviewers noted the same confusions with respect to incentives for participating in educational programs in the Prison for Women that we encountered in the male institutions. Our recommendations for greater clarity and consistency in their application apply equally to the Prison for Women as to the other institutions.

RESEARCH

Throughout this Report, references have been made to the need to find more accurate answers to a number of important questions concerning current practices and problems in penitentiary education. It is apparent that much current policy is based on a number of assumptions. The Reviewers have been unable to obtain reliable data on a number of factual matters which have direct bearing upon both the recommendations in the Report and the rationale which supports them. A particular case or point is the wide range of opinion with respect to the degree of recidivism in the Canadian penitentiary system. Not only does there appear to be a lack of valid and reliable figures with respect to recidivism, but there is no consistent criterion for classifying a recidivist.

The Report has made reference to the potential for change in the life style of an inmate as a result of his involvement in education and training. This factor is by no means the only case which can be made in support of the educational programs, but we believe that it is an important one. To the reviewers, it is crucial that some attempt be made to examine the relationship between education, training and recidivism if effective evaluation is to be conducted.

There are many more areas of concern within the penitentiary system that call for carefully designed research studies. Some of these will be outlined later in this section of the Report. However, the most immediate issue is the need for the establishment of a research component within the CCS which would be charged with the initiation of these studies. Educational research is complex and demanding. The study of human behaviour and its implications for policy formulation is only in its relative infancy. The problems of control, prediction, sampling and measurement are well documented and require no repetition in this Report. The real point, however, is that if research into penitentiary education is to be attempted at all, it must be conducted by the best qualified personnel available.

In our view, the most logical approach is to establish a small research group, as a part of the Corrections Service. This group would coordinate research activity, accumulate the results of particular studies and provide the continuity for an ongoing program of research. It should conduct a number of studies under its own auspices, however, major projects should be contracted for with those individuals and groups outside the Service who offer the best possible expertise for carrying out the particular study. It is not conceivable that the permanent research group would

contain the wide range of capability, nor the numerical strength, to handle the number and complexity of the research studies that are needed.

Recommendation 103

The Canadian Corrections Service should establish a small educational research unit as an integral component of the central administration of the Service.

Recommendation 104

The educational research unit should be given the responsibility for defining the research needs of the Service, planning a program of research and establishing the information base generated from such research.

Recommendation 105

Specific educational research projects should be contracted for with those individuals and groups outside the Service best qualified to conduct the particular study.

Research Needs

Based on its collective experience in this study, the Reviewers were able to identify a number of critical issues in need of immediate

investigation. These issues fall into several categories which are directly or indirectly related to the educational and training programs in the penitentiaries. We realize that a number of the following areas of study appear to fall outside the terms of reference for this Review, but it should be understood that their long-term relationship to the practice of penitentiary education was the factor in the decision to include them.

1. Recidivism

Clearly defined criteria for the classification of recidivism are needed immediately. In addition, ongoing study of the degree of recidivism in the system, based on such criteria, must be undertaken.

2. Recidivism, education and training

An attempt should be made to determine what direct and indirect effects penitentiary education has upon the life style of inmates upon release.

3. Evaluation of penitentiary programs

Experimental programs, in a variety of areas, need to be evaluated if any real benefits from such experiments are to accrue. For example, various approaches to living unit arrangements must be evaluated from a number of points of view.

4. Impact of various forms of protective custody

Study is needed into the impact on inmates of a number of practices of individual inmate and group isolation in penitentiaries. It was suggested to the Reviewers by a variety of individuals that the rationale for protective custody needed immediate examination.

5. Learning disabilities among the inmate population.

6. Relation between vocational skills acquired in penitentiaries and the degree and extent of employment of parolees with such skills.
7. Effects of various education and training programs in penitentiaries upon attitudes towards education and life styles.
8. Data on background of inmates

Although much information is available from other countries, it appears that there is little current data on the background of inmates in Canada. For example, socio-economic factors, and family patterns are evident areas of future research.

9. Research on the criteria for effective teachers in penitentiary education.

What specific factors are associated with productive teaching in prisons?

10. Studies of the effectiveness of individualized and group learning upon inmate performance.
11. Data on the degree of inmate movement between Federal and provincial institutions.
12. Study of the effects of co-education upon inmate attitudes and performance in penitentiary education.
13. Study of the basis for assigning inmates at various levels of security.

Related to the above is the associated problem of the basis for the designation of institutions at various levels of security.
14. The establishment of optimal criteria for the size of penitentiaries with respect to the education and training programs.
15. A study of specific application of remission of sentence lengths to inmate performance in education and other programs.

The information was made available to the Reviewers on the

use of remission of sentence under carefully defined conditions as a factor in inmate behaviour in other jurisdictions. Remission of sentence appears to offer the best potential as an incentive for productive activity in inmates.

16. A study of the significance of the large numbers of younger adults in the prison with special attention to the relationship of participation in educational and other programs and rates of maturation.

The Reviewers have noted the high concentration of young adults among the inmate population, and the fact that there is a sharp drop in numbers after the age of thirty-five. Apparently few individuals in Canada are sentenced or resented to prison after that age. There is also evidence of "maturation" in attitude among inmates between the age of thirty and thirty-five. Studies need to be conducted to determine the accuracy of the observations, and the relationship between apparent change and prison experience. The educational challenge is whether such change can be encouraged to occur earlier in the life of an inmate.

17. Evaluation-oriented research projects.

A great deal of attention is drawn in this Report to the need for, and conduct of, evaluation in a wide variety of areas. The entire focus of evaluation deserves the immediate attention of the research group.

18. Study of the effects of the use of inmates as tutors or instructors in educational settings.
19. Study of the application of various modes for distance learning in penitentiaries.

20. Curriculum studies with particular application to inmate-students.

It is possible that particular curricula could be devised for courses in penitentiaries. Such curricula would pay attention to the needs and nature of the inmate-learner.

21. Studies into the effects of different modules of time for penitentiary education.

It might be possible to utilize time modules for learning and instruction which are more effective for both teacher and inmate-learner.

A Word of Warning

It is important to make one final comment with respect to research activity in the CCS. A great deal of practice in Canadian penitentiaries is based upon data accumulated in other jurisdictions, particularly the United States and the United Kingdom. This phenomenon is by no means peculiar to the penitentiary service. However, as other areas of Canadian society have learned, there are many reasons to apply data gathered in this country to our own particular practices.

In some important respects the justice system and the application of corrections in Canada are unique. Because of this it is even more critical that research activity be addressed to the system in this country. It is no longer excusable, if indeed it ever was, to make a practice of utilizing research findings from other jurisdictions.

For all of the reasons developed in this Report, the Reviewers place the highest priority on the establishment of a research capacity in the Service and the immediate activation of that capacity.

IN CONCLUSION

This Report on education and training in the Corrections Service emphasizes a number of specific changes and new initiatives which are regarded by the Reviewers as essential to a revitalized system of education and training in the future. Although these recommendations are made with every confidence that the results will be beneficial to the system, it is not possible to predict their effects with absolute assurance. To do so is beyond the capabilities of even the most qualified of review teams.

Assuming that these recommendations will be acted upon, it is important, indeed essential, that their effects be evaluated after an appropriate period. The implications of such evaluation are evident. Changes are always difficult to effect in large organizations. The Corrections Service is such an organization; it is complex, highly structured and subject to the application of deeply-rooted prejudices and attitudes concerning corrections in general, and correctional education in particular. Extended involvement with the system creates the impression that effective change is virtually impossible to produce. In no way is such a belief a reflection on the qualities and sincerity of the current personnel; it is simply the product of an appreciation of the complexity of the organization itself.

In view of the foregoing, it is considered essential that, after a five-year period, a systematic evaluation be made to assess the degree to which changes have been produced in penitentiary education as a result of this Review, and a further assessment of the effectiveness of these changes. To ignore such advice would be an injustice to the review process itself. It would repeat an error which has characterized many such reviews - failure to supply the critical feedback which is essential to the evaluation process.

Recommendation 106

After a period of five years, a systematic evaluation of the education and training programs in the Canadian Corrections Service should be conducted, with a view to assessing the degree to which the recommendations in this Review have been applied and the effects of the recommendations themselves.

CONTRACTING OF INSTRUCTORS: A DISSENTING VIEW

by John D. Dennison

The Report presents a comprehensive discussion of the advantages and disadvantages of contracting personnel for the education and training programs (pages 154-160). This discussion culminates in Recommendation 90.

While recognizing the differences of opinion regarding the policy of contracting, it is the recommendation of this Reviewer that all further appointments of teaching personnel should be under specific contractual arrangements.

The policy of contracting applies to teachers in both academic and vocational classrooms. Supervisory and administrative personnel, such as school principals and assistant-directors, should be full-time CCS employees.

In support of the foregoing, the following arguments are offered.

1. The physical and psychological conditions which prevail in penitentiaries are of such intensity that no teacher can be expected to maintain quality performance over an unlimited period of time.
2. The foregoing circumstances demand nothing less than exceptional instructional skills from teachers if education programs are to be successful. First-class instruction skills require professional upgrading and revitalization which are virtually impossible to ensure if teachers are to spend unlimited periods of time in penitentiary teaching.
3. It appears that inmates relate in more positive fashion to teachers who have outside credibility and are not CCS employees. The latter's conditions of employment tend to limit the trust which inmates extend and hence may reduce the quality of teacher learner contact.

4. Vocational instructors require regular exposure to new developments in their area if competence is to be retained. In addition, as vocational skills fluctuate in demand from the market place, a regular turnover of instructors, trained in contemporary skills, will be necessary in penitentiary training programs. Such a turnover can only be ensured under contractual conditions.

5. Contracts should be let under the most carefully defined conditions. Teachers should be fully tenured (or equivalent) in regular educational institutions, carefully selected for their teaching skills and interest in penitentiary education, and given a comprehensive orientation experience. Contracts should be of limited duration but open to renewal if circumstances are appropriate.

6. The prime responsibility of contracted teachers should be teaching, as distinct from security or disciplinary duties. Teaching includes curriculum development and exploration of new instructional techniques. Inmate supervision and control must be the responsibility of educational administrators, who will be full-time CCS employees.

Appendix 1

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PROGRAM ADVISORY COMMITTEESGUIDELINES

The Reviewers feel that each program, either vocational or academic, in which inmates are enrolled should have an Advisory Committee of interested and knowledgeable "outside" citizens.

Advisory Committee members should be appointed by the Assistant-Director of Education and Training in each prison unless there are several prisons with equivalent programs in a geographically compact area.

Advisory Committees provide the program with an essential link to business, industry, trade associations, and the like. The objective is to ensure that teachers and administrators in all aspects of prison education become and remain sensitive to the practical world and that curriculum, personnel, and resources of the institution are optimally integrated to prepare students for jobs or further education.

Each member of the Advisory Committee is asked to take an active interest in the program in which he/she is involved. In order to keep the Advisory Committee members aware of developments, the prison education staff will discuss with Advisory Committees any proposed changes in program objectives, subject content, and teaching methods.

Reporting Relationships of Program Advisory Committees

While the Advisory Committees are appointed by the Assistant-Director of Education and Training, the normal reporting relationship will be through the teaching staff and supervisory personnel in each case.

Specific Responsibilities of Program Advisory Committees

Since Advisory Committees cover a wide range of programs, it is not expected that all specific responsibilities outlined below will apply

to each Advisory Committee. They are presented more as a set of guidelines to such Committees. Either the Advisory Committee, or prison staff may take the initiative in exploring ways in which the Advisory Committee can best function.

1. To keep teachers informed regarding new developments in their field. The Advisory Committee will normally be comprised of experts or specialists in a particular field and will be familiar with changes, innovations, etc., associated with their field.
2. To initiate a comprehensive curriculum review of the pertinent program at least every third year, in order to keep the program current and viable. Changes could involve additions to or deletions from the curriculum, use of community resources, or the purchase of specialized training equipment. The objective here is to keep the program relevant to the needs of the students and community by recommending changes in direction, or even withdrawal of the program, if warranted.
3. To advise prison officials of specific job or further educational opportunities for inmates who complete the program. It is expected that since the Advisory Committee is representative of the community, it will be of invaluable assistance in developing job placements.
4. To assist teachers and administration in their awareness of the realities of the practical world, and encourage teachers to relate the educational and training process to reality-based needs and opportunities.

5. To assist the prison in determining the resources of the community which may be used in support of educational and social programs and activities.

Membership and Operating Procedures for Program Advisory Committees

1. The membership on Advisory Committees should represent all aspects of the program.
2. There should normally be a minimum of three members on each Committee in order to obtain a variety of experiences and input. It is likely, however, that most Advisory Committees will have between five and nine members.
3. All appointments are to be for a three-year period with the possibility of reappointment by the Assistant-Director of Education and Training.
4. The Chairman of the Advisory Committee should be elected by the members of that Committee and must not be a member of the prison staff.
5. The Advisory Committee should meet at least twice a year. More frequent meetings will be necessary during the planning and initiation of new programs.
6. Selected students may be invited at the discretion of the Advisory Committee.
7. Each Advisory Committee should be required to present annually a report to the Assistant-Director of Education and Training. Such reports should deal with specific

concerns or recommendations about the program. These reports will become part of the program report of each Assistant-Director of Education and Training to Regional or National office each year.

EDUCATIONAL ADVISORY COMMITTEE TO THE
COMMISSIONER OF CORRECTIONS

The Reviewers propose that a permanent Educational Advisory Committee to the Commissioner of Corrections should be formed. The terms of reference of this Committee should include:

1. To advise the Commissioner on all aspects of educational policy and practice in the CCS.
2. To examine and report upon specific aspects of learning situations in the CCS, as requested by the Commissioner.
3. To propose, have authorized, monitor, and report upon selected studies, educational experimental projects, staff development plans and practice, on an ongoing basis.
4. To monitor correctional education practices in other jurisdictions, primarily through the literature, but also through selected visits when preliminary information indicates that such a visit is warranted.
5. To encourage and stimulate interest in penitentiary education on the part of educational professionals and the public at large.
6. The Commissioner should designate the Chairman of the Advisory Committee from among its membership. The Chairman shall have accountability for the agenda of the Committee and for its normal processes.

7. There must be appropriate staff time and budget allocated directly to the Advisory Committee.

This need not be unduly costly, but should be clearly delineated so the Committee can organize its own staff time, rather than "borrowed time" from those with full-time responsibilities elsewhere.

The structure of this Advisory Committee should be:

Seven members appointed by the Minister on the advice of the Commissioner. Terms of the appointees should be for three years, renewable once only.

The membership should include:

- an Assistant Director of Education and Training or an Education Supervisor selected on the basis of outstanding institutional performance;
- a member of the National Parole Board with demonstrated interest in and understanding of education and its relationship to the corrections process;
- two experienced educators, each of whom has demonstrated before selection, both teaching and administrative capability and interest and concern for education in the corrections system;
- an established and recognized industry-based training officer with demonstrated effective skills and experience in a company setting known for its effective in-plant training activities;
- two appointees from reputable adult education centres within the university context.

It is expected, of course, that the Director of Education and Training, CCS, would be an ex officio member of such an Advisory Committee.

It is suggested that appointees be fully briefed before appointments are accepted. The commitment expected should not be less than attendance at quarterly full-day meetings, as well as a full-day visit to at least one penitentiary each quarter. Only in this way can such a committee keep in appropriate touch with the system in operation. Its advice should then be based on reality and appropriate to the system.

The Reviewers propose that interest in course and program development, in-service training, special teaching methods, and the like, may be stimulated through the efforts of the Advisory Committee mentioned above. The encouragement of faculties of education in general, and faculties of adult education in particular, will be stimulated effectively only by active research and experimental assignments or projects which attract attention and interest.

"CONTRACTING OUT" FOR EDUCATIONAL SERVICES

Whatever educational system evolves in the CCS over the coming years, it will be necessary and useful in many instances for the required teaching or program services to be purchased from agencies outside the system. Such contracts may be minor (one teacher to teach a needed specialty subject) or major (an outside agency might undertake all education and training for a given institution).

In every case the Reviewers recommend that such contracts be made with great care. The control of the contracted educational service must remain with the CCS throughout the contracted service period. Any contract for educational services should clearly establish at least the following "ground rules" to the satisfaction of both parties:

1. Costs

Should be specified in full detail so that the CCS is protected against undue or unreasonable "overhead" charges. For major institutional contracts, a performance bond or holdback system should be used so that failure to deliver the contract in full measure results in an appreciable penalty to the outside agency and a recognizable saving to CCS.

2. Program Quality Control

The course or program should be cleared and approved by the CCS before contracting with attention to the following questions:

- a. What is the full curriculum?
- b. What teaching methods will be used? Do they suit all aspects of the curriculum and are the methods suited to the special needs of the students?
- c. What will be the qualifications and experience of the teachers? Are these adequate? Are they regular faculty or staff from the agency concerned?

- d. Under what circumstances can CCS decide that a teacher is unsuitable for whatever reasons and be assured that appropriate action follows?
- e. Are there union or professional association complications with the contracting agencies? What are the implications of these?
- f. Will up-to-date and appropriate educational resource material/equipment be used? Is this covered in the contract or will it become an additional cost?

3. Course or Program Evaluation

Every course or program to be contracted should have specific criteria for evaluation established as part of the contract. The responsibility, methodology, time frame, and sequence of the evaluation should be specified before the contract is signed.

CONCEPTUAL PLAN FOR AN INTERNATIONAL
SCHOLARLY CONFERENCE ON PENITENTIARY EDUCATION

The Reviewers consider that a "conceptual plan" for an international scholarly conference on penitentiary education is fully warranted. We have found that the CCS has not recently involved the Service in effectively learning from other countries how they cope with the problems of penal education.

We do not, however, perceive the need for a huge and expensive international conference. We advocate that a well-planned and executed invitational conference would bring to our system ideas and practices from other countries which might well be applicable in Canada. Reciprocally, any participating country would have similar opportunity to learn from the others.

In the process of developing an effective international conference, one major preliminary activity should take priority. The Reviewers are convinced that there would be great benefit to the system from a carefully prepared NATIONAL Conference in the service. There is much to be gained "internally" from organized sharing of experience within and among the regions. Ideally, this CCS Conference should be planned and executed as a preliminary to the international conference and could be used to prepare selected delegates to participate effectively in it.

This selective approach would expend more planning and development time and money than a huge "open" conference. In our view, however, the cost-benefit ratio to the system would be much more productive and acceptable.

Such a plan must be developed in detail by whomever is assigned (or contracted) the responsibility for such a conference.

In the successful planning and coordination of such a conference, the Advisory Committee to the Commissioner would both contribute and gain useful insights for the system. Of course, the conference can be planned and proceed without the establishment of the Advisory Committee, but if an Advisory Committee is appointed, it should be involved in this activity.

We recognize that "an international scholarly conference on penitentiary education" could be conceived and developed in numerous ways and on various models. In our view, the following concepts could bring significant benefit to the CCS in the years ahead.

Primary Objective

The primary objective for Canadian invitees is the assessment of ideas and practices of penal education in other countries and the selection of appropriate ideas and practices for potential application in the Canadian Corrections Service. Other participating countries or jurisdictions will react similarly.

Assumptions

1. That "scholarly" means logical, objective, analytic and capable of application and verification rather than speculative, opinionated, and impractical.
2. That the conference is directly concerned with organized learning opportunities for inmates (be they opportunities in school, socialization, recreation, or work) and is not a conference about judicial systems, penology generally, theories of prison reform, parole, etc.

3. That this will be a working conference where delegates have much more responsibility than listening to prepared papers and then going home.
4. That if such a conference is to be held, adequate planning, lead time and staffing will be made available. At least 18 months lead time and 3 man-years of staff time will be needed.

Planning Strategy

- Three Canadians with effective experience in the planning of international conferences should be consulted intensively to, in concert with CCS, expand this conceptual framework into an operational plan.
- A steering committee of 5 - 7 should be designated to operate the plan. The successful conduct of the working conference is the responsibility of the steering committee. Both individual and collective accountabilities should be clearly delineated.
- The conference secretariat should be "started" at the earliest possible stage of the process. A "conference manager" with adequate secretarial support should be seconded or hired during the initial consultation period and should be retained for the duration of the project, that is, until the final report is distributed. This secretariat will, of course, have to be expanded prior to the actual conference dates, but only on a short-term basis.

Planning Considerations: (suggestions only - the planning group, steering committee, CCS, etc. must decide)

- The conference should be invitational and restricted to invitees

- only (press to cover formal presentations but not working sessions);
- Total number of conferees should not exceed 150;
 - The conference should be of a length appropriate to its working task, i.e., at least four full working days and preferably a full week (part-time attendance must be discouraged);
 - Careful assessment of invitations is, of course, essential. Much of the development time should be spent locating and interviewing potential speakers from other jurisdictions, outlining the plan to them, and negotiating their full participation throughout the conference;
 - International representation is the major objective, but it seems to us that the best chance for success lies in representation from those countries where political, social, and ideological concepts are at least similar enough to those in Canada that ideas in penal education have a reasonable hope of transfer to our system;
 - An appropriate numerical balance must be maintained between and among:
 - theorists about education in penitentiaries and practitioners
 - Canadians and delegates from other countries
 - senior administrators and actual educational practitioners
 - Canadian invitees be expected to have done appropriate pre-conference reading or study and be fully aware of the reasons they are invited and the expectations of them after the conference;
 - The general conference format should include fully adequate time for interaction, consultation, and exchange in an organized fashion among the delegates;
 - Provision should be made for pre- or post-conference tours (for foreign delegates) of selected penitentiaries in Canada.

Finance

- Unless adequate funding can be committed by CCS, particularly for the extensive and necessary careful planning, the process should not be attempted;
- As host country, Canada will necessarily pay the major costs, but this conference will be of significance to other countries and other penal systems. It is quite possible that some proportion of the necessary central funding may be contributed by other systems if proper approaches are made and adequate advance planning is done. Alternatively, a registration structure can be designed which will encourage contribution to costs from external invitees;
- Publication of a well-edited and well presented final report may have sales value of such a nature that some funds could be expected in excess of costs of production;
- The possibility of aspects of the conference (e.g., publication) being funded by donation should not be overlooked.

APPENDIX 6

Prisoners' Rights (Regina vs. Beaver Creek Camp Head, Ex. P. MacCaud;
Ontario Law Reports, 1969, Vol. 1, pp. 373-385.)

It would be trite to say that an inmate of an institution continues to enjoy all the civil rights of a person save those that are taken away or interfered with by his having been lawfully sentenced to imprisonment. Rather we consider that it is desirable to attempt to enumerate what are the civil rights to which an inmate remains entitled, which may be affected by the act of the institutional head of the penitentiary in which he is an inmate.

At the outset, it must be observed that the passing of a sentence upon a convicted criminal extinguishes, for the period of his lawful confinement, all his rights to liberty and to the personal possession of property within the institution in which he is confined, save to the extent, if any, that those rights are expressly preserved by the Penitentiary Act. Since his right to liberty is for the time being non-existent, all decisions of the officers of the Penitentiary Service with respect to the place and manner of confinement are the exercise of an authority which is purely administrative, provided that such decisions do not otherwise transgress rights conferred or preserved by the Penitentiary Act. Likewise, the withdrawal of or restrictive interference with privileges, the normal punishment for a disciplinary offence which is not flagrant or serious, does not affect any civil right of the inmate as a person: and if the exercise of the disciplinary powers inherent in the administrative functions of the institutional head results only in the withdrawal of privileges,

this is not the exercise of a power which so affects the civil rights of the prisoner as a person as to endow the withdrawal or interference with the character of a judicial act. Of a similar nature we consider the crediting or abstaining from crediting remission which is defined as "earned remission" to be a purely discretionary administrative act on the part of the officers of the Service.

On the other hand, forfeiture of statutory remission as a penalty would entail the prolongation of the period of confinement beyond the time for which the inmate has been sentenced, less the statutory remission with which he is entitled to be credited; to that extent it would affect his liberty and a decision to forfeit such remission would accordingly be reviewable on certiorari.

The ordering of corporal punishment which is punishment inflicted upon the person, e.g., strapping, as opposed to punishment of the person, e.g., alteration of the locale or nature of confinement, does not affect the civil rights of an inmate to personal security. Therefore, the decision to award corporal punishment is the exercise of a power by its nature judicial.

Co-relative to the suspension of some of his civil rights, in his special status as an inmate, an inmate becomes entitled to certain statutory civil rights which, largely because they are inapplicable to a person other than an inmate, are not within the usual category of civil rights of the individual. In dealing with the disregard of or infringement upon the inmate's statutory rights as an inmate, it is first necessary to consider what are those statutory rights. The rights conferred by statute we take to be those included in statutory enactments and in

Regulations made by the Governor in Council: and these appear to be the Penitentiary Act and the Regulations made pursuant to s. 29(1). These Regulations having been made pursuant to the authority conferred by the Act upon the Governor in Council, and duly published, have the same force as law, as have the provisions of the statute itself. It was submitted by counsel for the appellant that the Commissioner's directives, made pursuant to the power conferred on the Commissioner by s.29(3), also had statutory force equivalent to the Regulations made pursuant to the Act and that accordingly they conferred statutory rights on the inmate. In our view, to give the directive such force would be to invest them with a status not contemplated by the statute. It is significant that the power of making Regulations is denied to the Commissioner but is expressly reserved to the Governor in Council by s. 29(1). The Regulations so made constitute, with the statute, the legislative framework in which the scope of the Penitentiary Act is defined and determined; the Regulations complement and particularize the statute and together with it make up the legal requirements within and in compliance with which the Penitentiary Service is created and operates. The Commissioner to whom under the direction of the Minister is committed the control and management of the Service, as has been pointed out, is primarily an executive officer and as such the directives he makes pursuant to s. 29(3) are part of the administrative process for which he is responsible. The Commissioner for his assistance has a large force, geographically widely dispersed, by means of which he discharges the duties of his office. He must, of necessity, carry to those under his direction, in some form more lasting than word of mouth, the manner in which each member of the staff is expected to conduct himself

in the discharge of the duties which are relevant to the post he holds. His directives, which are internal to the Penitentiary Service, may and probably do govern the employer-employee relationship between the staff member and his superiors as part of the administrative structure. They define for the staff member the manner in which, and the limits within which, he and other members of this service are expected to perform their duties; departure from the directives may constitute an infraction of the obligation owed by the staff member to his superior, but any conduct on the part of a staff member which, in the absence of the directives, would not constitute an infringement of some civil right or right conferred on the inmate by the statute and Regulations, does not by virtue of the directives become such an infringement of some civil right or right conferred on the inmate by the statute and Regulations, does not by virtue of the directives become such an infringement. In other words, there is no obligation owed by a staff member to the inmate to adhere to the directives. The duty owed by the staff member to the inmate must be found in the statute and Regulations.

We are therefore of the opinion that the non-observance of the provisions of a directive made under s. 29(3) would not in itself have any debilitating effect on the jurisdiction which the institutional head is exercising in a disciplinary matter. Non-observance of a directive, while a breach of obedience owed by the institutional head to the Commissioner, does not result of itself in a lack of jurisdiction or constitute an excess of jurisdiction while he is acting under the authority spelled out in the Act and Regulations.

In holding that in a matter in which he is required to act judicially the institutional head shall observe the basic principles of fundamental justice, it is our opinion that this requires that the inmate affected be fully informed of the disciplinary offence he is alleged to have committed, that he be given a fair opportunity to present his case and the evidence relevant to the matters he is called upon to face, and that the decision of the institutional head be arrived at judicially, upon the material property before him and not capriciously or in reliance upon some consideration not relevant to the charge.

It was finally submitted in the argument of counsel for the appellant that the Canadian Bill of Rights, 1960 (Can.), c. 44, was relevant because in its provisions there was a prohibition against the deprivation of the right of a person to a fair hearing, in accordance with the principles of fundamental justice, for the determination of his rights and obligations.

As interpreted in this judgement, the laws of Canada do not deprive the inmate of a fair hearing in accordance with the principles of fundamental justice on any matter relating to the determination of his "rights and obligations". We have pointed out that where the civil rights of an inmate, as we construe those rights to be, may be affected by the decision of an institutional head, there must be a fair hearing in accordance with the principles of fundamental justice. It is only where the action of the institutional head does not affect the rights of the inmate as a person, or his statutory rights as an inmate, that the institutional head is not answerable to the Court for the propriety of his procedures and the legality of his decision. To put it in other words, the interpretation

placed on the Penitentiary Act and the Regulations under it are as restrictive upon the actions of an institutional head as are the provisions of the Canadian Bill of Rights.

To recapitulate, certiorari with respect to the exercise by an institutional head of a penitentiary of his disciplinary jurisdiction will not lie unless:

- (a) the procedure sought to be reviewed is one in which the institutional head was required, by reason of the power exercised by him, to act judicially as well as administratively; and
- (b) (1) the action sought to be reviewed was in excess of any jurisdiction lawfully exercisable by the institutional head; or
(2) there was a complete absence of any jurisdiction to take the action complained of, or
(3) in the exercise of the jurisdiction lawfully conferred upon him, the institutional head did not observe the principles of fundamental justice applicable to the proceedings.

FURTHER COMMENT

WORKING PAPER
INMATE RIGHT TO EDUCATION

"I will not commit the serious
mistake of losing faith in man."

Tagore

Introduction

We could bypass justification altogether by simply referring to existing legislation or to a certain tradition and show, with facts, where inmate educational rights are recognized, no matter how thinly so. Still more in our right, we could avoid the question entirely by appealing to a literal interpretation of our mandate and see how the problem is "officially" not ours to discuss. But in both cases, we would be betraying our deepest thoughts and feelings. Intervening here is not a wish but a duty.

First, in itself, the question of human rights is one of those problems which is never completely solved and stored away once and for all. A science does not exist which can claim an exclusive and exhaustive grip on all its facets, nor has any body of knowledge yet been able to establish a satisfactory analysis. On this important question concerning the practical lives of men, a common theoretical justification seems to escape human understanding. It belongs to each generation to explain its allegiance and renew its motivations for adherence. For it is one thing to recognize a particular human right and quite another to discover and articulate the moral principle upon which it rests.

Second, in the minds of ordinary citizens, the admission of a prisoner's right to education does not follow with blunt evidence. On the

contrary, resistance runs deep. On the one hand, because of an unconscious belief that it is necessary to appraise all that pertains to prisoners through the screen of moral lenses, men seem to find it more natural to take away from inmates than to grant them anything. On the other hand, engrained social and cultural prejudices exist and render the task more difficult still.

Third, it appears to the members of this committee that to place the emphasis upon legal right puts the attention in the wrong place and tends to fix it in the wrong direction. As we hope to show in the following paragraphs, we would be deceived and deceiving if only practical, immediately applicable, recommendations were expected of this report. We wish to communicate the philosophy which underlies our conclusions and which we believe can serve as an inspiration that will outlast their immediate usefulness. In this respect, we feel it is our duty to show how, for us, the question of inmate right to education is intertwined with moral convictions and metaphysical beliefs. Our study takes its élan and finds its ultimate meaning in our consideration of this question.

It is not our intention, however, to discuss here all the different meanings that one can give the notion of a prisoner's right to education, nor do we pretend to be able to recommend a particular resolution that would bring unanimity. More modestly, the committee wishes to articulate its position simply and clearly by the examination of the three following propositions:

- 1) the idea of right must be subservient to that of fraternal obligation;
- 2) the inviolability of an inmate's right to education is rooted in the concept of human dignity;
- 3) education means human development.

1. Legal Right and Fraternal Obligation

From a certain point of view, the prisoner is an enemy of society and, sometimes, depending on the nature of the crime committed, an enemy of humanity -- for example, assassination, deportation, genocide, persecution for political, racial or religious beliefs. Now we must not deceive ourselves, the natural human reasons for loving one's enemy are practically nil. We could probably go even further and observe how in his rough and unrefined nature, man manifests a more instinctive tendency to apply the laws of vengeance, the ancient law of Talion, "an eye for an eye...".

In the light of such a context, it becomes increasingly difficult, even impossible, to understand, let alone promote, the idea of a prisoner's right to education. But this is the crux of the problem, isn't it, and the committee did not come to grips with it at the start of its investigation. The earliest obstacles to the recognition of inmate rights to education were much less subtle and refined. At the risk of being redundant, here are some of the major ones encountered.

To certain people, the prisoner is a polished and cunning hypocrite. It would thus seem quite inadvisable to provide him, through education, with the means to refine his vices. For others, it is the opposite which is true. The average inmate is so completely devoid of the ability to learn (except criminal behaviour, of course) that it would be perfectly ridiculous to even pretend he has a right to education, especially if education is in any way related to formal, academic schooling. There are still others, few to be sure, that take refuge behind the extreme moralistic position that the aim of imprisonment is purely punitive. Any and all measures should

be taken to make the prisoner aware that as long as he is "inside" he must be continuously punished. Under these circumstances, it is clear that education, because of its evident consequences of relief and deliverance, is entirely inadmissible. For yet another group, the question is left aside in this sense that the prisoner is considered as a fundamentally and chronically deficient individual whose illness stems from social, psychological, physical and neurological sources. And as for the sick, their primary concern is not education. Rather, they need to be nursed and pitied.

Finally, there are those, more practically minded and less subjective, who see the problem not in terms of human rights but in terms of management: how to gather, under one roof (say a school, for instance), so many individuals of such ill-repute without requiring a heavy and costly security system? How to devise an educational method or system that would adequately keep track of the individual needs and abilities of every one? How to be assured that future employers would recognize the institutionalized training received -- in the case of vocational or technical training? How to make sure that the prisoner, once freed, will effectively choose employment in the field in which he has trained?

If one is willing to exhaust himself on these questions, however legitimate they are, it is not surprising that faced with the principle of the prisoner's right to education, one develops the habit of capitulating.

The members of the committee saw at least two ways of dealing with these objections. The first was quite simple. It consisted in reaffirming our profound belief that an inmate was above all a human being, a person. "Men are men before they are lawyers, or physicians, or merchants,

or manufacturers" writes John Stuart Mill. "Or prisoners" we would add. While it goes without saying that this view will not be readily acceptable to all, the committee felt it of sufficient importance to choose it as one of its basic premises. And to ensure that this would not be interpreted as mere lip service or as a weak academic abstraction it quickly sought the support of existing documents. For example, article 77 of the United Nations' declaration on the treatment of prisoners: "dispositions must be taken to develop the instruction of those prisoners who are capable of benefiting from such instruction..."; for example, paragraph 2.10 of a CCS ruling published in 1962: "...the Commissioner must, wherever this is practical, guarantee to each inmate capable of benefiting therefrom formal academic schooling or vocational training."; for example, the Commissioner's directive #221: "among the factors to be considered in determining a prisoner's needs, one would concern his academic interests, his professional training background..."; for example, article 26 of the Universal Declaration of Human Rights:

- 1) Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit.
- 2) Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms.

Of course, this first way of looking at it does not solve the problem. Avow publicly one's allegiance to a Universal Declaration of Rights, for instance, and interpreting it in favour of the prisoner is not much more than the assertion of one's dependence on a juridical clause, that is to say, on a right defined as expressing liberally established relationships in accordance with a contract or collective good will. Evidently, this is not enough. A prisoner's right to education cannot be limited to some legal definition nor can it hope to result from some theoretical invention. Said differently, if we restrict ourselves to the idea of right, the only consensus that can arise will result from a common conviction directing and motivating practical conduct or action.

But there is a second, more fundamental and, assuredly, more dignified way of approaching the question. It consists in looking not only at the prisoner's right but, more profoundly, at the moral obligation upon which this right rests, that is, the human obligation to fraternity, to brotherly love, to charitable action towards fellow man. This is the course that the committee chose to adopt in trying to justify its ultimate commitment to the prisoner's educational rights. For there are situations and moments in a prisoner's life - and education is one of them - where only an appeal to higher principles can clearly establish the boundaries of rights. In this particular case, it is a question of recognizing the concept of fraternal obligation - a concept nourished by the ideas of generosity and brotherhood and whose overflowing richness suffices to surpass and supersede the notion of right. Basically, what is fundamental to this idea of fraternal obligation is that it implies the desire and the will to do good even to those we feel do not deserve it. "If you love only those who love you, what is

your real reward?" "If you greet only those who greet you, what extraordinary feat have you accomplished?" In short, if necessity were sufficient for the establishment of right, man would economize on obligation. But the saving would be mortal, for at the same time man would be skimping on his conscience.

Undoubtedly, we are not accustomed to this brand of apologetics concerning inmates or even the more general question of rights. A certain tradition has habituated us in conceiving the concepts of right and obligation as inseparable correlative terms: a person has no right without there existing, for another person, a corresponding obligation to this right. In short, and to put it awkwardly, right and obligation seem to go together like a horse and carriage. But in fact, such is not always the case. The apparent antinomy between the two terms exists only from a judicial or legal point of view. Initially, both referred to an ethical imperative and fused into a synonymy of indistinguishable meaning. Now the term obligation has kept this moral connotation and, for this reason, is superior to right. Man has a constant obligation to do good, a fraternal obligation towards his fellow man. It is precisely because of his natural obligations toward children, the disabled, the blind, the mentally handicapped, etc. that these groups of people finally obtain legally recognized rights. Because it rests on the moral injunction to good, the idea of obligation is anterior and superior to that of legal right or juridical recognition. The inmate has a right to education not because the law says so but because the law of moral obligation says so.

Anchoring inmate right to education can be substantiated by other arguments.

On the one hand, the concept of obligation is a gauge of public morality. It betrays in a crystalline fashion a community's real moral fibre and metaphysical lining, it reveals the degree of its cultural sophistication and the spiritual ideal it offers its youth. The fraternal obligation this community shows its minorities, the underprivileged, the poor and the outcasts, the prisoners is the expression of its interest in the future of humanity.

On the other hand, fraternal obligation appeals to an idea of ethical creativity in the strong sense of the word: being attentive and open to a person's wants and needs in order to invent the ways to satisfy them. It is the good of our human brother that, as such, commands our attention which no "letter of the law", no judicial clause can ever even think of exhausting. For the ultimate danger with the notion of human right is withdrawal into the self where real wants and needs can be confused with self-interest, where legitimate claiming can spring up in the absence of a genuine love for others. To clarify, we would paraphrase a well-known quotation from the late John F. Kennedy: "ask not what a prisoner's rights to education are but rather what your moral and fraternal obligations are in the face of a prisoner's needs for education."

Finally, the concept of fraternal obligation "personalizes" that of human right. It appeals to the most secret of consciences and demands willed and desired responsibility. This implication of conscience forbids one to hide behind the cold and neutral texts of law. For if, with respect to human rights, one can develop more or less conscious habits, one must, when faced with the practice of fraternal obligation, maintain lucid attention

and sustained interest.

In short, the idea of inmate right to education can only be justified through that of moral or fraternal obligation. Suppress this notion, and the concept of right becomes the arbitrary code of some legislative decision. Fraternal obligation has so much ascendancy over right that in the advent of a betrayal of right, the only hope that justice will be done comes from our commitment to fraternal obligation. In fact, do not the blunders of morality themselves verify and prove the superiority of fraternal obligation? Those who have been tricked, those who have unjustly lost the just causes they tried to defend, all those whose basic rights have been stepped upon expect from the future, that is, from their blind confidence in the principle of moral obligation, that these rights will be dutifully restored.

It is clear, for the members of this committee, that inmate right to education can only find its true meaning in the principle of fraternal obligation.

2. Human Dignity

The inviolability of a prisoner's right to education is founded in yet another noble concept and principle - that of human dignity.

André Gide says somewhere that "a human person is the most irreplaceable of all beings." In a more committed and precise manner Paul Claudel writes: "even with the coldest of misers, the most foul-tempered drunkard or in the heart of the vilest prostitute, lies an immortal soul, breathing and living..." (Cantique de Palmyre).

The members of the committee wish to apologize for adopting these bookish quotations but they do serve to express our deepest convictions. In spite of and contrary to the opinions of those who would accuse us of using loaded words and idle phrases, we want to state forcefully our belief that all human beings however repugnant or depraved, regardless of sex, race, religious belief or social status, have their dignity as persons. And what exactly do we mean by human dignity?

Let us begin by admitting that no one can claim to monopolize truth when it comes to human dignity. Every man, precisely because he is a man, can have something and something important to say. So that much has been said and written, though no known theory of knowledge exists to regroup all pertinent affirmations. One such affirmation, and an important one at that, consists in identifying human dignity with the the intrinsic worth of man per se. "So act as to treat humanity", enjoins Immanuel Kant, "whether in thine own person or that of another, in every case as an end withal, never as a means only." (Metaphysics of Morals). By treating the person as an end it is assumed that a person has intrinsic value or worth qua person. Others have said it differently by stating that the supreme essence of man is man himself. Consequently, and in accordance with the etymological origin of the word (that which is its own end because self-sufficient in goodness and fulfillment) human dignity would be interpreted as the person acting as an end to itself.

Of course, we are not unaware that this important position would need to be greatly commented upon. It is probably not even necessary to adopt such an extreme point of view. As a matter of fact, members of this committee

would not hesitate to further qualify this statement by adding that the person itself has a destiny which transcends our understanding. For the ultimate dignity of a person is not only in what a person is, but in its origin and its ultimate becoming. To recall André Gide's words, what is most important in the world is man. And what is most important in man is his spirit. But the spirit of man surpasses even man himself. At this level of being, everything is above and beyond the knowledge that we may have about human dignity. If, in the final analysis, to respect human dignity is to accept the fact that human beings are more than just human, who, therefore, has no dignity?

3. Education as Human Development

From what we have just seen, it must now seem obvious that by "inmate right to education" what is understood is human development. In the light of what we observed during our visits to a considerable number of institutions, this conclusion needs explaining.

The official aim of imprisonment being detention and rehabilitation has unquestionable effects on the interpretation, given by the correctional system, of inmate rights to education. In other words, since education - understood as human development - is not the first nor the major objective of incarceration, a number of "secondary" views militate, more or less unconsciously, against this idea. For one, education is seen as a means of "killing time". This is seen as doubly advantageous: first, it is a comparatively cheap method when one compares it to the high costs needed to maintain the workshops; second, it is very effective from the point of

view of security, since a large group of prisoners can be controlled simultaneously. This last point is particularly anti-educational. A dominating passion for security entertains the unconscious desire to prolong the agony of trial - having been judged guilty of a criminal offense, the prisoner should never be allowed to forget and must pay dearly. Needless to say, this unusual marriage contract between education and security leaves no insight into the prisoner as a human being needing human development.

Again, education is seen as the prisoner's preparation for employment. Since it is assumed that no one can survive in today's society without a high school education, much time and energy are spent on the principle of made-to-measure schooling and vocational training. Unfortunately, this popular "learn how to do" philosophy all but sneers at the "learn how to be" conception of human development.

It is difficult for such a quickly drawn resume to do justice to each of the arguments presented here. Nevertheless, from our point of view, each of them is short-sighted in its version of inmate rights to education. And the results speak for themselves: indescribable inflexibility in the preparation of school schedules and time tables; meaningless activity; incredible exertion of energy in dealing with minute details; endless and useless reorganizations and restructurings; an agonizing feeling of stupid sterility and demoralizing scepticism. Most of all, it is the prisoner himself who ends up with the worst part of the deal. Faced with an immense need to be helped, he is abandoned to himself, left with his very human difficulties in a very inhuman solitude.

Evidently, the members of this committee cannot adhere to a philosophy

of education leading to such consequences. A radical change is imperative and to bring about such a change a new and deeper understanding of the inmate right to education must be promoted. For this committee, there is only one real option: human development. Education, be it in a penal environment or otherwise, is meaningless if it isn't first and foremost envisaged as human development. There are at least two main aspects to this proposition: education as human development implies the acceptance of the inmate as a total being-becoming person; education as human development implies that values education be a major concern of any educational project. Here, we will concentrate on the first.

Educating the inmate as a total being-becoming person resists the idea of an education restricted solely or almost exclusively to training the powers of the mind. Let us briefly see why.

A recent American theory on criminality, which is quickly gaining popularity in Canadian circles, seems to rationalize criminal behaviour by using the expedient notion of cognitive deficiency. More simply said, criminal conduct is seen as a matter of free, if not always intelligent, choice. The implication is that education must tackle the problem by developing the intellectual capabilities of the prisoner.

This is a theory to remember. It reaches far deeper than others which tend to justify criminal behaviour and explain criminality in terms which totally absolve the criminal of any responsibilities. Nevertheless, it represents a special danger when seen in relation to ethics (a danger which is overlooked by authors of the theory). For it can lead one to believe that intellectual powers alone relieve one of moral obligation.

And this, of course, is going too far. From time immemorial, man has wanted to abolish the contradictions between is and ought by using radical means. Socrates devoted his life to the problem. The aim seems to be to build a "good" world by intellectual knowledge alone and to demonstrate that "good behaviour" can only be achieved through the science of the good. In other words, if a person were able to fully develop his mind, his knowledge of the good would "automatically" entail good behaviour. Now we do not agree that man can behave solely through reason or logic. "The science of logic," writes William James, "never made a man reason rightly, and the science of ethics (if there be such a thing) never made a man behave rightly" (Talks to Teachers). In other words, when dealing with human development, logic is not sufficient. Within the realm of being and becoming, the total person has to be involved, involved with the passions, the emotions, the feelings as well as with the mind.

Educating the inmate as a being-becoming person also resists the idea of an education restricted to training in practical know-how. Here again we must qualify our resistance.

There is a prevalent educational theory in the prison world pretending that it is concrete know-how, know-how to do, know-how to make, know-how to produce that alone fosters the betterment of an inmate. In other words, an exclusive development in technical or manual skills would automatically raise human consciousness and produce good men. Awkwardly put, because Jean-Pierre is a good welder and Jean-Paul a good mechanic, they will fundamentally be good, honourable human beings.

The idea supporting this view is also very seductive and should be

remembered. It suggests that the obligation to systematic, organized conduct, for instance, to assiduous attendance at work, to consistency in one's effort, to regularity at work, etc. will automatically breed the habit of goodness. This habit will in turn breed the spontaneous habit of good actions, perhaps even the deliberate will to do good. So much so that the repetition of good actions or activities - in the workshops or vocational classes for example - would suffice to instill good being and becoming. In short, by repeating the acts and activities of men on the "outside", inmates would instinctively become good persons.

Once again we would like to caution the reader against such an extremist attitude. We stress the fact that superficial imitation of "good actions" and professional competence alone are not sufficient in the promotion of human development. Being and becoming a person presupposes mature internalization and the deepest commitments.

To summarize, education as human development means growth in the plurality and totality of one's human dimensions. We would volunteer the concepts of learning to become and learning to know oneself. This, of course, is true of all education. For the inmate, this vision is full of hope and promise. It introduces him to the search for life's meaning; it allows him to grope with the fundamental whys and wherefores, with the what for and for what questions. Like all members of the human race, the inmate inasmuch as he is a being-becoming person needs answers, significant answers to these questions. For the idea which he has of himself will justify his existence, give meaning to his life and determine, in large measure, his conduct and behaviours. "We should learn to know ourselves," said Pascal in the footsteps of Montaigne. "Even if the enterprise does not produce the

discovery of truth, it at least services to regulate one's existence."

All in all, saying that human development will bring out the total person is recognizing that education is senseless if it doesn't seek the inner man.

INMATES IN SPECIAL HOLDING AREAS

It became apparent to the Reviewers that there are at least four different groups of inmates whose learning needs are sadly neglected. These groups include those confined to punishment segregation, protective custody, solitary confinement (for dangerous behaviour) and patients in hospital. These inmates in varying degrees of isolation have minimal, and usually no, access to educational services within the prisons. Some of them are engaged in the lonely experience of pursuing correspondence courses.

For the sake of these inmates there needs to be an immediate expansion of educational services to all areas of the prison system, and more imaginative efforts are needed in order to reach the more isolated inmates. It is essential that educational personnel meet with inmates in all special holding units to assess their learning needs, and to arrange continued tutorial assistance where necessary. The Reviewers believe that the paucity of educational services for these inmates has become a critical situation which can no longer be ignored.

