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March 2, 2017

Senator Jim Munson
Chair, Standing Senate Committee on Human Rights
The Senate of Canada
Ottawa, Ontario
K1A 0A4

Dear Senator Munson:

I am writing to follow up on my appearance on February 8, 2017 before your Committee. During my appearance, I committed to providing Committee members with an update on Black inmates in federal penitentiaries, as well as some suggestions with respect to federal institutions that Committee members might wish to visit. Below you will find detailed information regarding these two commitments.

Update on Black Inmates

As Committee members are aware, the Office completed a systemic investigation in 2013, entitled "*A Case Study of Diversity in Corrections: The Black Inmate Experience in Federal Penitentiaries*". I have included copies of this report as part of this correspondence, however this report can also be found on the Office's website: www.oci-bec.gc.ca.

This report made two recommendations: i) the development of a National Diversity Awareness Training Plan for Correctional Service of Canada (CSC) staff; and ii) the establishment of an Ethnicity Liaison Officer in each institution. CSC's response to the Office's recommendations was positive (see Annex A for recommendations and CSC's response). However, three years later it appears that very little has changed for Black inmates, particularly with respect to

correctional outcomes as reported in the original case study. Below you will find updated statistics and indicators regarding Black inmates in federal penitentiaries (See Annex B for tables).

2017 Indicators

- Black inmates currently comprise 8.6% of the total incarcerated population (See Table 1). While the number of Black inmates has decreased by 9% since the Office's 2013 study, the overall inmate population has also decreased (6.3%) over the same time period.
- The Ontario region has the largest proportion of Black inmates, followed by the Quebec and Atlantic regions (See Tables 1 and 2).
- The Black inmate group is very diverse and includes a variety of ethnic backgrounds and nationalities. In 2017, 30% of the Black inmate population was born in Jamaica, but there are other sizable foreign national populations including Haiti, Somalia and Sudan.
- 22% of Black inmates were affiliated with a security threat group (e.g. gang affiliation) in 2016-17 compared to 11.9% for the total inmate population. Indigenous offenders are also more likely to have a gang affiliation (20.4%) (See Table 3). It is important to note that the majority (77.6%) of Black inmates are not affiliated with a gang.
- While the majority (60%) of Black inmates are classified as medium security, nearly one-fifth of Black inmates are classified as maximum security compared to 13.9% of the total inmate population (See Table 4).
- Black offenders continue to be over-represented in admissions to segregation and use of force incidents. In 2016-17, Black inmates represented 10.5% of admissions to segregation (See Table 5) and 10.6% of offenders involved in a use of force (See Table 6), while representing 8.6% of the inmate population.
- The number of federally sentenced Black women inmates has decreased by nearly 30% since the Office's 2013 study (55 in 2013 versus 39 in 2017). Black women are primarily incarcerated for

Schedule II (drug) offences (54% in 2017). As was indicated in the Office's 2013 study, many of these women carry drugs across international borders in an attempt to rise out of poverty or because they were forced with threats of violence to their families. In 2017, almost one quarter of incarcerated Black women are foreign nationals whose home countries include Jamaica, Antigua, Aruba, Somalia, Trinidad and Tobago, and the United States. These women will be deported upon completion of their federal sentence.

It is clear from the updated statistics that the systemic issues of concern identified in the Office's original 2013 study remain.

Institutional Visits

I would recommend that Committee members consider visiting the following institutions:

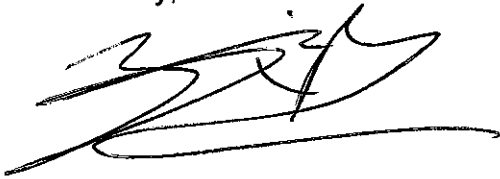
1. Members should plan to visit facilities at all security levels (minimum, medium, maximum) as well as multi-security level facilities (Regional Treatment Centres and Regional Women's facilities).
2. Grand Valley Institution for women in the Ontario region comprises nearly 80% of the Black women inmate population and as such would be an important institution to visit. My Office visited this institution as part of the Black Inmate Study in December 2012.
3. Committee members should consider visiting both the Institut Philippe-Pinel de Montreal (Pinel), as well as a CSC Regional Treatment Centre (possibly the Regional Psychiatric Centre in the Prairie region). A visit to Pinel would provide Committee members with an important comparison to one of CSC's Regional Treatment Centres (psychiatric hospitals). Pinel is a community psychiatric hospital specializing in forensic psychiatry and in the assessment, treatment and management of patients presenting risks of violent behaviour.
4. Collins Bay Institution has the largest Black inmate population in the country. Black inmates represent over one quarter of the population at this Institution (27%). Nearly two-thirds of the population at both Stony Mountain Institution and Saskatchewan Penitentiary in the Prairie region is

comprised of Indigenous inmates. Given the Committee's interest in human rights, these would be important institutions to visit.

5. Aboriginal healing lodges including both CSC operated and those run by the Aboriginal communities under Section 81 of the *Corrections and Conditional Release Act*.
6. Members may also want to visit one of CSC's 15 Community Correctional Centres (CCC). CCC's are community-based residential facilities that accommodate offenders under federal jurisdiction conditionally released to the community.

I would like to thank you once again for the opportunity to appear before your Committee and I look forward to future appearances.

Sincerely,

A handwritten signature in black ink, appearing to read 'Ivan Zinger', with a long horizontal flourish underneath.

Ivan Zinger, J.D., Ph.D.
Correctional Investigator

Annex A: OCI Recommendations and CSC Response to “A Case Study of Diversity in Corrections: The Black Inmate Experience in Federal Penitentiaries

OCI: Recommendation 1

I recommend that CSC develop a National Diversity Awareness Training Plan that provides practical and operational training in the areas of diversity, sensitivity awareness and cultural competency. This Training Plan should be integrated within the overall training framework.

CSC’s Response:

CSC continuously provides awareness training on diversity as part of all induction training programs such as the Correctional Training Program (CTP), Parole Officer Induction Training (POIT), and the New Employee Orientation Program (NEOP) which is mandatory for all new employees joining CSC.

In order to further support and enhance the development of culturally appropriate behaviors within the organisation, CSC will look at integrating in these induction training programs, other specific scenarios addressing the areas of diversity, sensitivity awareness and cultural competency in an operational environment. Such scenarios could also be integrated into existing training programs for positions such as the Correctional Manager Training Program (CMTP). CSC will monitor offender grievances to determine if they identify organizational cultural diversity learning needs.

By April 2014, as part of the biannual course content review cycle, CSC will identify what training programs will be enhanced by specific operational training scenarios addressing training gaps in cultural diversity and cultural competency.

OCI: Recommendation 2

I recommend that CSC establish an Ethnicity Liaison Officer position at each institution responsible for building and maintaining linkages with culturally diverse community groups and organizations, ensuring the needs of visible minority inmates are met and facilitating culturally appropriate program development and delivery at the site level.

CSC's Response:

Although it is recommended to establish an Ethnicity Liaison Officer (ELO) position at each institution, there are currently staff members at each site performing the duties of the Ethnocultural Site Coordinator (ESC) as an extension of their duties. Staff who perform the above-mentioned role provide functional oversight in representing the needs of the Ethnocultural offender populations in institutions and the community. Therefore, the roles and responsibilities of the ESC are similar to what is expected from the ELO.

Currently, many ethnocultural initiatives emerge as local responses to particular issues. In order to ensure national consistency that will target and respond to the specific needs (cultural, linguistic, religious) of ethnocultural offenders across CSC, National Headquarters (NHQ) will continue to provide clear and specific direction to the regions and sites to guide them within the institutions by March 2014, including:

- Defined roles and responsibilities of the Ethnocultural Liaison Officer to better reflect their responsibilities;
- Develop a National Strategy that clearly identifies the specific needs of ethnocultural offenders and the strategies that will be employed to ensure that CSC's services and interventions provide equal access to Ethnocultural offenders and address specific needs unique to this population;
- Provide support to Regional Managers, Ethnocultural Services (RMES) who currently oversee regional needs of ethnocultural offenders.
- Work with our Ethnocultural Advisory Committees to identify and target key partnerships with community agencies that will assist in supporting the needs of these offenders while incarcerated and while on release; and
- While initial research affirms the validity and effectiveness of national correctional programs with Ethnocultural offenders, the Service will build on our community partnerships to explore the possible expansion to our range of interventions and with these offenders, such as:
 - Promoting activities that highlight the contributions that the Ethnocultural Advisory Committees have made to CSC;
 - Involving ethnocultural community partners in the development of social, employability or linguistic skills supporting reintegration of ethnocultural offenders; and

- Providing support to ethnocultural offenders facing English as a Second Language/French as a Second Language (ESL/FSL) challenges.

These programs will enhance CSC's capacities to fulfill the needs of ethnocultural offenders by providing management support to the institutions, while organizing and fully supporting ethnocultural activities for offenders.

Annex B: Statistical Tables

Table 1: Inmate Population by Region

	All Races	Total Black	% Black
Atlantic	1,297	100	7.7%
Quebec	3,128	236	7.5%
Ontario	3,549	623	17.6%
Prairies	4,106	159	3.9%
Pacific	2,038	103	5.1%
National	14,118	1221	8.6%

Table 2: Black Inmate Population by Region and Select Institution

		Total
Atlantic	Atlantic Institution	29
	Dorchester Penitentiary	27
	Springhill Institution	40
Atlantic Total		100
Quebec	Archambault Institution	42
	Cowansville Institution	49
	Donnacona Institution	47
	Federal Training Centre	30
Quebec Total		236
Ontario	Bath Institution	49
	Beaver Creek Institution	116
	Collins Bay Institution	182
	Grand Valley Inst For Women	31
	Joyceville	94
	Warkworth Institution	97
Ontario Total		623
Prairies	Bowden Institution	30
	Drumheller Institution	51
	Edmonton Institution	26
	Stony Mountain	25
Prairies Total		159
	Kent Institution	27
	Mission Institution	20
	Mountain Institution	22
Pacific Total		103
National		1221

Table 3: Number of Black Inmates Affiliated with a Criminal Organization

	Affiliated with a Gang	No Affiliation
Atlantic	11	89
Quebec	71	165
Ontario	147	476
Prairies	21	138
Pacific	23	80
Total	273	948
% Affiliated	22.4%	77.6%

Table 4: Black Inmates by Security Level

	Black Inmates	Percentage
Maximum	233	19.1%
Medium	714	58.5%
Minimum	181	14.8%
Null	93	7.6%
National	1221	100.0%

Table 5: Total Admissions to Segregation in 2016-2017 to date

	Total Admissions all Races	Total Black Admissions	% Black Admissions
Atlantic	538	56	10.4%
Quebec	1,389	192	13.8%
Ontario	1,057	180	17.0%
Prairies	1,679	85	5.1%
Pacific	697	49	7.0%
National	5,360	562	10.5%

Table 6: Inmates Involved in Use of Force Incidents 2016-2017

	Total Admissions all Races	Total Black Admissions	% Black Admissions
Atlantic	538	56	10.4%
Quebec	1,389	192	13.8%
Ontario	1,057	180	17.0%
Prairies	1,679	85	5.1%
Pacific	697	49	7.0%
National	5,360	562	10.5%