



First Nations and Inuit Labour Market Advisory Committee



Notice to support the socio-professional integration of justice-involved First Nations and Inuit men in Quebec

Dominique Normand, artist



A contribution to the development of First Nations and Inuit in Quebec.

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PRESENTATION OF THE COMMITTEES

FIRST NATIONS AND INUIT LABOR MARKET ADVISORY COMMITTEE (FNILMAC)

Created in 2010, the FNILMAC aims to promote the inclusion and socio-professional retention of First Nations and Inuit in the job market. It plays a key role in promoting the interests of Indigenous peoples who are far removed from the job market. It is the only entity that brings together all key actors of the 11 Nations with the capacity to influence the development of the Indigenous workforce in Quebec. Because of its composition, the FNILMAC has in-depth knowledge of the constraints and needs of people at risk of underemployment, and is therefore well placed to formulate culturally relevant opinions and proposals to the Commission des partenaires du marché du travail (CPMT), the ministère de l'Emploi et de la Solidarité sociale (MESS), Services Québec, and all other committees, organizations and ministries, concerning strategies, measures and services to be offered or developed to help Indigenous peoples improve their conditions and employability by accessing and maintaining employment.

COMITÉ CONSULTATIF CLIENTÈLE JUDICIAIRISÉE ADULTE (CCCJA)

Created in 1997, the CCCJA's mission is to promote and support the development of justice-involved adult clientele in terms of preparation, integration and job retention. The committee's work focuses on analyzing the problems faced by clients in the justice system in terms of integration, reintegration and job retention. The committee advises the ministère de l'Emploi et de la Solidarité sociale and the Commission des partenaires du marché du travail on preferred intervention strategies. In addition to defining the problems faced by adults involved in the justice system, the CCCJA helps establish Services Québec's priorities for action in terms of access to employment and job retention for justice-involved individuals. It is also mandated to raise the awareness of various partners involved in the employability of adults involved in the justice system, as well as the general public, in order to demystify this clientele and the prejudices it is often subject to. The CCCJA is made up of representatives from community organizations specializing in employability for justice-involved clients, as well as representatives from the Fonds de soutien à la réinsertion sociale, the Association des services de réhabilitation sociale du Québec, the Commission des partenaires du marché du travail (CPMT) and the ministère de la Sécurité publique. Over the years, the CCCJA has also sponsored organizations working in the field of social reintegration.

FOREWORD

In 2022, the First Nations and Inuit Labour Market Advisory Committee (FNILMAC) and the comité consultatif clientèle judiciairisée adulte (CCCJA) decided to work together on a study to document the employment integration of justice-involved¹ Indigenous men. A steering committee was formed, composed of members from both advisory committees. It defined the research objectives, met with Dr. Renée Brassard, director of Université Laval's School of Social Work and Criminology, and selected this institution for the project. A research specification was drawn up by the parties involved, submitted to the Commission des partenaires du marché du travail (CPMT) and accepted in August 2022. The study entitled *L'insertion professionnelle des hommes des Premières Nations et Inuit judiciairisés: recension des écrits et portraits sociodémographiques, judiciaires, scolaires et professionnels* was completed in October 2023.

The recommendations proposed in this notice are based on the expert opinions of the two committees, as well as the research conducted by Brassard, Ellington, Bergeron and Bourget (2023) of Université Laval ².

¹ The term “**justice-involved person**” refers to an individual who has come into contact with the criminal justice system—whether through arrest, prosecution, sentencing, incarceration, or community supervision (e.g., probation or parole). It emphasizes the person's experience with the justice system rather than defining them solely by that experience. Definition adapted by the authors from terminology commonly used in Canadian criminal justice and social policy literature.

² Brassard, R., Ellington, L., Bergeron, A., et Bourget S. (2023). *L'insertion professionnelle des hommes des Premières Nations et Inuit judiciairisés; Recension des écrits et portraits sociodémographiques, judiciaires, scolaires et professionnels*. Université Laval. <https://www.FNILMAC-fnilmac.com/wp-content/uploads/2024/03/Rapport-final-Insertion-professionnelle-hommes-autochtone-20-fevrier-2024-FINALE.pdf>

INTRODUCTION

1.1. HIGHLIGHTS OF THE PROFILE OF JUSTICE-INVOLVED³ PERSONS

« 01. Available data indicates that there seems to be a close link between the judicialization and criminalization of poverty.

02. Younger age groups and men are over-represented among those involved in the legal system.

03. Young people, men, people with little education, Indigenous peoples, racialized people and social assistance recipients are over-represented among those incarcerated in Quebec's detention facilities.

04. There is too little data, and even less public data, that is clear and detailed on people in the justice system in Quebec.” (Iris study, 2021, p.4)

1.2. DATA ON JUSTICE-INVOLVED INDIVIDUALS

According to Public Safety Canada statistics, 3.8 million Canadians had a criminal record in 2019 (John Howard Society, 2024).

In Quebec, an estimated 900,000 people aged 18 and over have a criminal record. That's about one in seven Quebecers.⁴

In 2020, the number of Criminal Code offences was 248,487⁵. Furthermore, the number of cases that ended in a guilty verdict before a court of criminal jurisdiction in Quebec was 46,757 in 2018-2019, 49,954 in 2019-2020 and 29,698 in 2020-2021⁶. It should be noted that the decline observed may in part be attributable to the confinement imposed during Covid-19.

According to the profile produced by Iris in 2021, “it is still too early to be able to form an idea on the evolution of the total number of people brought to justice, despite an overall downward trend in guilty verdicts. Indeed, the previous data show the number of people newly brought before the courts but tell us nothing about those who have benefited from a pardon or suspension of criminal record, which would result in their removal from the population of justice-involved people” (p.5).

In September 2023, 30,969 adults with a criminal record were receiving social assistance.⁷

³ Reminder: The term “**justice-involved person**” refers to an individual who has come into contact with the criminal justice system—whether through arrest, prosecution, sentencing, incarceration, or community supervision (e.g., probation or parole). It emphasizes the person's experience with the justice system rather than defining them solely by that experience. Definition adapted by the authors from terminology commonly used in Canadian criminal justice and social policy literature.

⁴<https://www.lequotidien.com/partenaires/la-pige/2023/12/24/un-quebecois-sur-sept-a-un-casier-judiciaire-CW48BNOEGKFAZDGWKKFBQQGRGPM/>

⁵ Institut de la statistique du Québec, last updated July 15, 2022.

⁶ Statistics Canada. Table 35-10-0027-01 Adult criminal courts, number of cases and charges by type of decision. A case consolidates all charges against the same person.

⁷ Data from the ministère de l'Emploi et de la Solidarité sociale (MESS).

1.3. PROFILE OF JUSTICE-INVOLVED PEOPLE

Still according to the study published by Iris in 2021, in 2018, the incarcerated population represented around 37% of the total population of new people in the courts. More than half of those newly brought to justice (not necessarily incarcerated) belonged to the two youngest age groups, 18 to 24 (22.69%) and 25 to 34 (30.38%). For people admitted to provincial detention facilities in 2019-2020, young people also accounted for around 50%. That is, 18- to 24-year-olds: 15.8%, 25- to 29-year-olds: 17.9% and 30- to 34-year-olds: 16.1%, for a total of 49.8%.

According to the portrait produced by the First Nations of Quebec and Labrador Health and Social Services Commission (FNQLHSSC) in 2019, “generally speaking, the people who come before the courts the most are under 35, regardless of where the accused person lives. However, people under 35 domiciled in First Nations communities are proportionally more subject to judicial proceedings.” (p.32). Table 1 below (FNQLHSSC, p.29) illustrates the number of charges according to the civic address given by the person. Tables 2 and 3 include an age distribution according to the person's civic address.

Table 1⁸ : Number of charges in files by street address.

Category	Open Cases	Closed Cases
Address in First Nations communities*	4 510	5 299
Address in Quebec outside First Nations communities	207 069	240 279
Total	211 579	246 028

These data cover 29 communities of 8 First Nations.

Source: Study of the First Nations of Quebec and Labrador Health and Social Services Commission.

Portrait of the criminalisation of the First Nations in Quebec: Providing Impetus for Change, Wendake, FNQLHSSC, 2019, p.29

Table 2⁹ : Distribution of charges in open files by age and address

		18-24	25-29	30-34	35-59	60+	ND	TOTAL
Charges with civic address in Quebec (excluding First Nations communities)	N	49 347	33 735	28 267	78 832	8 606	12 792	211 579
	%	23.3	15.9	13.4	37.3	4.1	6.0	100
Charges with civic address in First Nations communities	N	1 208	998	673	1 511	82	28	4 510
	%	26.8	22.1	14.9	33.2	1.8	0.6	100

Source: Study of the First Nations of Quebec and Labrador Health and Social Services Commission.

Portrait of the criminalisation of the First Nations in Quebec: Providing Impetus for Change, Wendake, FNQLHSSC, 2019, p.33.

⁸ Corresponds to table 1 in the original text.

⁹ Corresponds to table 3 in the original text.

Table 3¹⁰: Distribution of counts in closed records, by age and address

		18-24	25-29	30-34	35-59	60+	ND	TOTAL
Charges with civic address in Quebec (excluding First Nations communities)	N	59 281	36 731	32 418	91 447	8 860	17 291	246 028
	%	24.1	14.9	13.2	37.1	3.6	7.0	100
Charges with civic address in First Nations communities	N	1 445	1 127	802	1 780	95	50	5 299
	%	27.3	21.3	15.1	33.5	1.7	0.9	100

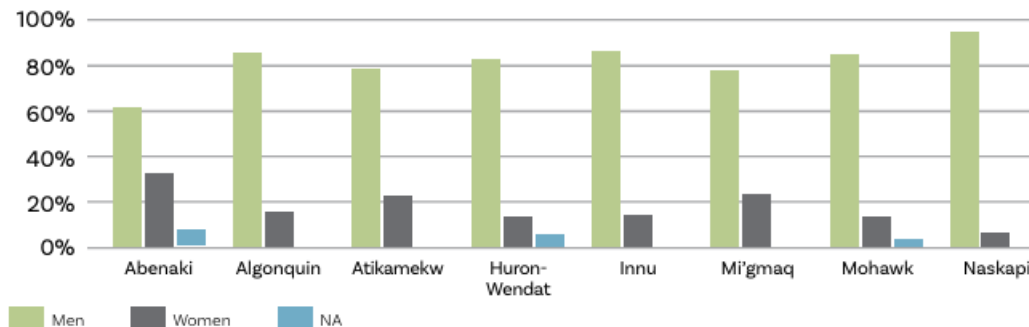
Source: Study of the First Nations of Quebec and Labrador Health and Social Services Commission.

Portrait of the criminalisation of the First Nations in Quebec: Providing Impetus for Change, Wendake, FNQLHSSC, 2019, p.33.

The profile of people admitted to Quebec's detention facilities points out that “the overwhelming majority (80%) of new admissions are poorly educated, i.e., they report having only secondary or primary schooling” (p.9).

Men make up the overwhelming majority (83.7%) of those guilty of offences, whereas the population of Quebec is almost equally divided between men and women. Men admitted to detention institutions represent 88.3%. For the First Nations population, 83% of open cases and 84% of closed cases are associated with men (FNQLHSSC, 2019a). See Figure 1 and Figure 2.

Figure 1¹¹: Distribution of charges in open cases by sex and by nation.



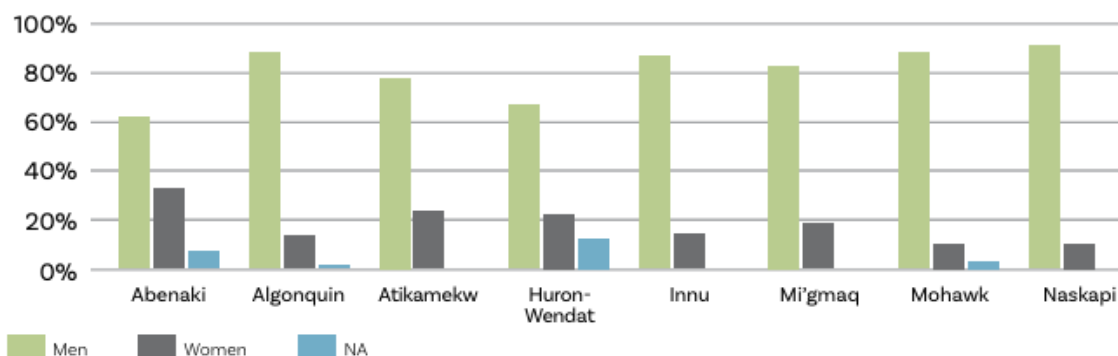
Source: Study of the First Nations of Quebec and Labrador Health and Social Services Commission.

Portrait of the criminalisation of the First Nations in Quebec: Providing Impetus for Change, Wendake, FNQLHSSC, 2019, p.47.

¹⁰ Correspond to table 4 in the original text.

¹¹ Corresponds to Figure 3 in the original text.

Figure 2¹² : Distribution of charges in open cases by sex and nation.



Source: Study of the First Nations of Quebec and Labrador Health and Social Services Commission.
 Portrait of the criminalisation of the First Nations in Quebec: Providing Impetus for Change, Wendake, FNQLHSSC, 2019, p.48.

Out of a sample of 39,817 incarcerated people, 8,381 received social assistance benefits prior to incarceration and 23,008 claimed to have no source of income.

1.4. JUSTICE-INVOLVED PEOPLE: A VULNERABLE CLIENTELE

People involved in the justice system are under-represented in the job market and are severely disadvantaged in terms of employment. They are at high risk of prolonged unemployment, and even socio-professional exclusion due to the presence of a criminal record, often in addition to other problems such as low levels of education, drug addiction and mental health problems to name but a few.

A clientele that receives little sympathy from the general population, even if public opinion is in principle in favor of implementing strategies to help people in the justice system reintegrate into society. In 2024, the John Howard Society published a pan-Canadian study on employers' perceptions of justice-involved individuals and current hiring practices. The results revealed that, despite positive comments from participants (both employers and human resources personnel) regarding the professional integration of justice-involved people, prejudices such as the belief that the person represents a risk to the company and discriminatory practices such as the automatic refusal of applications from justice-involved people persist to this day.

The media coverage of offences and decisions by the Commission québécoise des libérations conditionnelles (Quebec parole board) make it difficult to find a job. In fact, a simple search on the Internet or in data banks informs the employer of the existence of a criminal record, eclipsing the skills of the justice-involved worker.

A clientele that employers are wary of. In 2021, a Léger survey on employers' perceptions of people involved in the justice system revealed that only a third of companies are prepared to hire

¹² Corresponds to Figure 4 in the original text.

someone with a criminal record (28%), despite the fact that 64% of companies face hiring challenges.¹³

INDIGENOUS PEOPLES

Employment rates for Indigenous populations are lower than for the overall Quebec population, while unemployment rates are higher. The situation is worse for community-dwelling populations and for justice-involved people, particularly those of ethnic minorities and Indigenous populations (FNILMAC, 2015, p.16; JHS, 2024).

According to the First Nations Labour Force and Employment Development Survey (FNLFEDS) conducted by the FNQLHSSC in 2019, “approximately 50% of people of working age are employed.” (p.10) and there is no significant gap between men and women. Furthermore, “Among the unemployed, some cannot be classified as either active or inactive. After excluding these people, it is estimated that 22% of the economically active are unemployed, while 49% of the economically inactive are in full-time education.” (p.10)

This notice is based primarily on the study conducted by the Université Laval researchers. Many of the data presented come from the literature review and interviews conducted by the researchers with justice-involved Indigenous men, employability support agents and employers. The notice is divided into the following stages:

- 1- A word about the Indigenous justice system
- 2- A general portrait of FNIs in the justice system
- 3- The profile of the study participants
- 4- Analysis of the results and main conclusions of the study
- 5- Recommendations for justice-involved FNI men

Before turning our attention to justice-involved FNI men and the workforce, it is important to be aware of the First Peoples' context that influences their well-being and ability to adapt to their environment.

Each of Quebec's Indigenous nations have their own history, language, beliefs, customs and mores, which manifest themselves differently in the communities. Having said that, it's worth noting that, on the whole, First Nations and Inuit have survived many traumas¹⁴ that continue to have intergenerational impacts. Notably, we can observe lower schooling rates than non-Indigenous peoples, sustained prevalences of alcohol and drug dependency, alarming rates of suicide and domestic violence, and marked poverty, including homelessness, to name but a few

¹³ Léger, communication Infrarouge, Perception des employeurs à l'égard de la clientèle judiciairisée adulte, 2021-09-20 numéro de projet 163 82-001 Faits saillants.

¹⁴ These include physical, psychological and sexual abuse, family breakdown, uprooting, bereavement caused by the death of loved ones, either by accident or suicide, isolation and lack of resources.

consequences. Justice-involved FNI men are not immune to these effects. On the contrary, they often deal with a combination of the results of collective trauma.

1.5. A WORD ON THE INDIGENOUS JUSTICE SYSTEM

The study by Vacheret, Quirion, Plourde, Wylde and Boucher (2023) sheds light on the socio-community reintegration of justice-involved FNIs in Quebec.

These authors (2023) recall the work of the Commission of Inquiry on Relations between Indigenous Peoples and Certain Public Services (CERP) (2019) informing us that Indigenous law is holistic and focuses on prevention, education, dialogue, acceptance, accountability, conciliation, reparation and healing (St-Louis and Atagotaaluk, 2021 cited in Vacheret et al. 2023, p.25). It's a law that makes people accountable to themselves, their families, their communities and the land. It encompasses the rational, the emotional, the physical, the spiritual and the social.

In this context, the values of respect, non-judgment and consensus guide problem-solving processes and conflict management. These values guide actions aimed at restoring the group's social harmony (Jaccoud, 2013, p.229, cited in Vacheret et al. 2023, p.25). Elders, family and community members play a vital role in the accountability and reparation process (Barbeau-Leduc, 2018; Simpson, 2008; CERP, 2019; St-Louis and Atagotaaluk, 2021, cited in Vacheret et al., 2023 p. 30).

By the same token, the latest survey reports show that the current justice system does not meet the needs of First Nations and Inuit. It doesn't deal with their problems, offers no lasting solutions and exacerbates their traumas, notably because of judicial delays, postponed hearings and the remoteness of services. The ways of doing things, the penal measures imposed, the expectations in terms of admissions of guilt do not correspond to Indigenous values and cultures (Jaccoud, 2013; Sylvestre et al., 2018; CERP, 2019). For the Viens Commission (2019): "whatever efforts are made, a profound incompatibility remains between the state justice system and Indigenous societies in terms of values and objectives" (p. 318). This state of affairs makes it particularly complex to deal with First Nations and Inuit in the prison system as it is currently conceived. (Vacheret et al., 2023, p. 32).

The discriminatory treatment faced by FNIs in the criminal justice system is still being questioned. Vacheret & al (2023), highlight several such treatments which include the fact that FNIs appear to be:

subjected to harsher and longer sentences; that they are more likely to be imprisoned for non-payment of fines or for offences against the administration of justice, that they are more likely to be detained by police at the time of arrest, that they are less eligible for intermittent or conditional sentences, and finally that they have more difficulty accessing parole measures (Sylvestre et al., 2018; CERP, 2019 cited in Vacheret et al. 2023, p.8)

1.6. A GENERAL PORTRAIT OF FIRST NATIONS AND INUIT IN THE JUSTICE SYSTEM ¹⁵

According to the study, *the professional integration of First Nations and Inuit men with criminal records*, data for the year 2016 show that “when comparing First Nations' judicialization rates with those of Quebec, the First Nations population appears to be clearly more judicialized. The judicialization rate is 3% for open files and 3.4% for closed files in Quebec, whereas it is 15% (open files) and 17.6% (closed files) for people living in a First Nations community, a rate five to six times higher.” (First Nations of Quebec and Labrador Health and Social Services Commission, 2019, p. V). These data exclude the Inuit.

Between 2001 and 2020, the proportion of Indigenous inmates in federal institutions rose from 18% to 30%, while Indigenous peoples represent only about 5% of the total Canadian population (Office of the Correctional Investigator of Canada, 2020, cited in Brassard, Ellington, Bergeron, Bourget, 2023, p.5).

In Quebec, in 2013-2014, the proportion of Indigenous peoples sentenced to federal custody was twice as high as their representation in the Quebec population (Department of Justice Canada, 2021, cited in Brassard et al., 2023, p.5).

In Quebec's provincial correctional facilities, 5% of admissions involved Indigenous peoples, more than double their demographic proportion in the province (Wylde, 2019, cited in Brassard et al., 2023, p.5).

In 2015-2016, Inuit had the highest ratio of incarcerated people per 1,000 inhabitants (61/1000) (Chéné, 2018 and Wylde, 2019, cited in Brassard et al., 2023, p.5). The Inuit detention rate in Quebec prisons is more than 15 times higher than the provincial average (Ministère de la Sécurité publique du Québec, 2020 cited in Brassard et al., 2023, p.5).¹⁶

According to the 2021 Iris profile, Indigenous peoples account for 6.6% of admissions to Quebec correctional services, while Indigenous peoples living in communities represent around 1% of the Quebec population. According to this profile, the Inuit are particularly over-represented. Of the 2,613 Indigenous peoples admitted in 2019-2020, 1,059 (40.5%) were Inuit.

The most frequent offences among Indigenous men incarcerated in Quebec are assault with a weapon, failure to comply with a probation order, failure to comply with a recognizance and assault (Chéné, 2018, and Wylde, 2019, cited in Brassard et al., 2023, p.5).

In terms of social integration, more than four out of five Indigenous peoples in prison had no more than a high school education in 2015-2016, and only between 21% and 41% of them, depending on the nation, were employed before their incarceration (Chéné, 2018, cited in Brassard et al., p.5).

¹⁵ The study by Brassard et al (2023) was the main source for the following sections.

¹⁶ Kativik Regional Police Force's 2020 annual report details police interventions and crime trends in Nunavik.

Furthermore, according to the First Nations Labour Force and Employment Development Survey, 30% of men aged 25 and over have a criminal record (FNLME), (FNQLHSSC, 2019, p.17). According to the same survey, 5% of people who were unemployed at the time of the survey answered that their criminal record was a barrier to employment. (p.10)

Despite recognition of the social benefits of ex-prisoners obtaining employment to prevent recidivism, existing research shows that Indigenous men involved in the justice system are at a significant disadvantage in this process (Baldry et al., 2018; CSSSPNQL, 2021; Desrochers-Arsenault et al., 2022; JHS, 2024; Mendelson, 2004 cited in Brassard et al., 2023, p.6). For example, these men are often undereducated, have addiction problems, face psychosocial and health difficulties, and lack preparation before and after their release (Brassard et al., 2023, p. 6).

For more information on justice-involved FNIs, please refer to Annex 2, which contains statistical tables on this subject.

1.7. THE PROFILE OF PARTICIPANTS IN THE FIELD STUDY BY BRASSARD AND COLL. (2023)

1.7.1. Summary of the profile of FNIs involved in the justice system

As part of the field research, eighteen (18) Indigenous men who had come into conflict with the law were interviewed. They had all experienced one or more (83% of respondents) periods of incarceration. Of these, 66% were in custody at the time of the interview. The youngest was 20 and the oldest 66, for an average age of 40. 77% lived in urban areas, while 22% came from an Indigenous community. The majority said they had or were having problems with drugs and/or alcohol, and 61% did not have a high school diploma. The average number of jobs held was six (6), lasting several months. The jobs held were often related to specific sectors, depending on the region. The jobs were seasonal, often in companies where there were no criminal record checks, and sometimes with justice-involved employers. The main sectors of employment were construction, landscaping, forestry, catering and transportation. All these men had had experience of working in an urban environment, 33% of whom had only worked in an urban setting. Many of the men's career paths were marked by back-and-forth movements between the city and their community. 44% of these men used their social network to get a job, 33% applied directly to the employer, and 16% used employment agencies and job assistance programs. Eleven percent (11%) of the sample set up their own business.

1.7.2. Employer profile summary

It should be noted that it was not easy to interview employers for this research, as it was desirable to interview those who had hired justice-involved FNIs. Many efforts were made by the researchers to reach them. Thus, it was possible to obtain six (6) interviews with employers, 5 of whom were of Indigenous origins. Of these, four (4) were business owners or managers, one was a team leader and the other a human resource professional. They had an average of nine (9) years' employment experience, and operated in the construction, sales, and municipal

services sectors. Three (3) companies served Indigenous communities, two were in urban areas and one served both. It's important to note that each employer mentioned having hired around ten (10) justice-involved FNIs at the time of the research.

1.7.3. Support agent profile summary

Ten (10) support agents were interviewed, six (6) of whom were of Indigenous origins. The average years of experience of the agents was six (6) years, with two (2) having accumulated more than ten (10) years. They were social reintegration (50%) and employability (30%) workers, cultural intervention workers (10%) and workforce consultants (10%). The positions held were in para-judicial services, native friendship centers, and employability and social reintegration organizations. Half of these organizations served Indigenous communities.

1.8. ANALYSIS OF THE RESULTS AND MAIN CONCLUSIONS OF THE STUDY

Analysis of the interview results reveals that there are two main categories of obstacles to the socio-professional integration of justice-involved FNIs. The first category concerns personal factors, and the second structural factors.

Personal factors include consumption issues and health problems, personal and social attitudes such as difficulty managing anger, impulsivity and aggression, lack of professional skills and specific training, under-education and lack of command of the French language.

Structural factors include criminal record checks, release conditions that are not sufficiently adapted to the realities of the job market (e.g., calling the probation officer during working hours), as well as prejudice, racism and discrimination against Indigenous peoples and justice-involved individuals.

On the other hand, facilitating elements are proposed by the study participants, and the researchers describe them as practices and attitudes that ease the transition between life in detention and life on the outside. In other words, they are elements that promote the social reintegration and job retention of FNI men involved in the justice system. They are as follows:

- Having access to programs offering learning activities related to native traditions helps to rebuild identity and encourages a reduction in consumption (also suggested by Varcheret and colleagues, 2023).
- Initiating healing and spiritual practices in the prison environment helps the person regain confidence in life and contributes to the person's well-being (also suggested by Varcheret and colleagues, 2023).
- Offering more diversified and rewarding training and employment opportunities in the prison environment helps to offset the under-education of these men and enables them to acquire the skills required on the job market.

- Participating in employment programs and using employability services can help reduce the shock of professional integration, and limit behaviors that are detrimental to job retention.
- Ensuring a continuum of psychosocial services and personalized post-carceral support to reduce the risk of relapse and feelings of isolation (also suggested by Varcheret and colleagues, 2023).
- There seemed to be more openness to hiring a person with a criminal record when the employer himself had a criminal record.
- The absence of criminal record checks also helps FNI men with criminal records.
- The implementation of support strategies for work integration, such as a carpooling system or transportation from the halfway house to the place of employment.

With regard to the contribution of employers to the socio-professional integration of justice-involved FNI men, Brassard and colleagues propose a number of beneficial gestures (2023). For example, they suggest:

- Be understanding when an employee wants to go to therapy and guarantee him his place at work once therapy is over.
- Be aware of release conditions to ensure that the job allows men to respect them.
- Accompany men in their applications for rehabilitation (formerly pardon applications), for example by offering help in filling in forms.
- Ensure cultural safety in the workplace, i.e. take into account the interests, needs and values of Indigenous workers.

Given the needs associated with the significant challenge of the labor shortage in Quebec,

In view of the major challenges facing the integration of justice-involved FNI men in Quebec,

Given the lack of adapted services for FNI men involved in the justice system,

Considering the importance of making employment assistance services accessible to justice-involved Indigenous men,

It is essential to develop a concerted and specific strategy in response to the needs of justice-involved FNI men, in order to harness the professional skills of this pool.

Analysis of the results of the Brassard et al. study (2023) concludes with ten (10) specific recommendations concerning the socio-professional integration of justice-involved FNI men. It is on the basis of these that we recommend more specific initiatives to the CPMT and the various ministers.

RECOMMENDATIONS

When it comes to developing and offering services to First Peoples, it is necessary to look at the notions of cultural securitization and cultural relevance, as they take into consideration the dynamics between Indigenous and Non-Indigenous individuals enabling a basis for communication between the players in question. Here are two definitions taken from a study by the Regroupement des centres d'amitié autochtones du Québec (RCAAQ) in 2017 (p.16):

A culturally relevant approach begins with a genuine understanding of the historical, legal, political, economic and social contexts in which Indigenous people find themselves. Secondly, this understanding must be retained in order to grasp the effects it has on an individual in all his or her specificity. In short, the strategies deployed must take into account both the individual, the context in which they find themselves and the ways in which this context affects the individual seeking support, help or advice (RCAAQ, 2014).

The culturally safe approach involves building trust with Indigenous people, and recognizing the role of socio-economic conditions, history and politics in service delivery. Cultural safety requires recognition that we are all bearers of culture. This approach relies on respectful participation as well as an understanding of the power imbalance inherent in-service delivery, institutional discrimination and the need to rectify these inequities through system change (RCAAQ, 2014).

The following recommendations aim to prepare justice-involved FNI men for their socio-professional integration into society. By focusing on culturally relevant and culturally safe strategies, this enables greater sustainability and reduces the risk of recidivism.

Here is what we propose.¹⁷

¹⁷ Please refer to Annex 1 for an abbreviated list of recommendations.

With the intention of offering ongoing support to justice-involved FNI men.

Considering the results of the Brassard et al. study (2023) which show that justice-involved Indigenous peoples present psychosocial and addiction-related difficulties, it is essential to set up programs, services and ongoing support to gradually begin the process of socio-professional integration for these men. Let's not forget that, according to these researchers:

The need for help and assistance plays a central role in the socio-professional integration process of judicialized Indigenous men. Many have mental health problems, are dependent on drugs and/or alcohol, and are often trapped in a vicious circle. The treatment they receive in prison should continue during their transition back to life in freedom and be maintained until their situation has stabilized (continuum of services). Without access to continuous and adequate aftercare, there is a strong likelihood that they will stop taking their medication, resume their drug habits, commit new offences and return to prison, thus perpetuating the cycle of crime and incarceration. (p.107-108)

In their view, it is particularly important to:

1. Encourage personal healing and identity reconstruction upstream of the socio-professional integration process.
2. Center cultural identity as a foundation for the socio-professional integration for Indigenous men involved in the justice system.
3. Develop an ongoing support structure for Indigenous men in conflict with the law.

In concrete terms, we recommend:

A. That the ministère de l'Emploi et de la Solidarité sociale (MESS) fund more specialized support resources for justice-involved FNI men during and after incarceration and adapt its intervention to the realities of Indigenous nations.

In this case, a specialized support resource may be an elder or a member of an Indigenous community. This person can act as a liaison between the detention center, if applicable, health and social services, and the community. He or she can put in place an action plan that promotes a vision of healing, learning and personal growth for Indigenous men involved in the justice system, rather than one focused on punishment.

As mentioned in the study by Vacheret and colleagues (2023), the presence of significant figures in the life of a person in conflict with the law seems to bring significant benefits. The contribution of elders and members of native communities to service provision should not be overlooked.

Visits enable men to maintain or deepen their attachment to their community and loved ones, an aspect that contributes in the long term to their socio-professional integration.

To help strengthen cultural identity and boost self-esteem, visits from elders can help the person understand why they committed the offence, how it affects them, their family and their community, and encourage them to question the path they want to take, including, where appropriate, making amends to the victims. By offering the person this choice, there is a greater chance they will acknowledge their wrongdoing and agree to adapt their way of doing things.

Allowing Indigenous peoples to have a shared space where they can speak their language, participate in traditional activities such as handicrafts and play instruments for example, would help feelings of self-fulfillment and belonging. Again, these are activities that help the person heal and contribute to their well-being. If the person has a better understanding of his or her actions, of his or her responsibilities towards his or her community and the victims, if any, and is committed to moving forward, there is a better chance that he or she will be able to get involved on the economic level of his or her society. It should be noted that the government's Action Plan for the Social and Cultural Well-Being of First Nations and Inuit 2022-2027 proposes certain accommodations for a few targeted detention¹⁸ centers. However, it would be interesting to extend these measures to all Quebec prisons.

While a return to one's home community is a positive motivator for some, for others it's a major source of stress. This is because:

For some, getting out of prison means returning to the community where they've experienced situations they'd rather forget.

For others, the return to the community involves numerous challenges related to finding a job and a place to live. In this respect, financial and residential instability represents an obstacle for many in their reintegration process.

Others mention the risks associated with reuniting with former peers [...] who could represent a bad influence. - Vacheret et al (2023, p. 67-68)

Let's think about the fact that if a person has to spend time in a detention center, family and social ties may be weakened. The person will have to confront this reality on release. The fact of having

¹⁸ The government action plan for the social and cultural well-being of First Nations and Inuit 2022-2027 proposes the following two measures (p.: 22): “to offer culturally adapted support and accompaniment to the Indigenous clientele with specialized services, and to offer Indigenous peoples in detention facilities the services and conditions most conducive to initiating a rehabilitation or healing process using a culturally adapted approach”. It should be noted that in 2023-2024, the MSP's annual management report mentions that the planned target was not reached, and it also states that among the four targeted prisons, 130 offenders benefited from culturally adapted services (Rapport annuel de gestion 2023-2024, Ministère de la Sécurité publique).

missed certain events such as the birth of a child, the death of a loved one or a key moment in the life of a significant person can also generate painful emotions for these men. It would therefore be important to devise strategies that could help these men keep in touch with an environment that is meaningful to them.

While visits from elders and community members during incarceration can bring marked benefits for men, a stay in a rehabilitation center would enable the person to continue with his healing process, work on his social skills and fine-tune his action plan for integration into the community. And all this in a context adapted to native cultures, with Indigenous resources.

In this case, we believe it is important to:

B. That the ministère de l'Emploi et de la Solidarité sociale (MESS) recommend to the other ministries concerned that they provide more funding for the network of community housing centers or for innovative transitional housing initiatives in or near Indigenous communities.

Where there are already existing halfway houses and the volume of justice-involved FNIs is not high enough to justify the creation of a new halfway house with the whole structure, offer transitional housing in a context where culturally safe programs would be offered to this population.

In addition, the possibility of increased funding for self-help organizations and support groups run by men for men should be considered.

With the intention of upgrading the skills of justice-involved FNI men so that they can find rewarding and sustainable work.

Considering that one of the barriers to employment for Indigenous peoples is a lack of experience or a lack of sought-after skills, it would be important to look at the creation and improvement of pre-employability and employability programs and services. To this end, researchers Brassard et al (2023) propose four (4) recommendations:

4. Offer employability programs and services that are better adapted to the realities of Indigenous men involved the justice system.
5. Increase awareness of existing pre-employability and employability programs and enhance them as needed, particularly through Indigenous initiatives.
6. Provide greater flexibility in employment support measures.
7. Implement cultural safety awareness strategies in non-Indigenous workplaces.

To implement these four recommendations, we recommend:

C. That the ministère de l'Emploi et de la Solidarité sociale (MESS) fund a pilot project over a four (4) year period, combining the expertise of resources dedicated to Indigenous peoples with that of employment assistance services specializing in justice-involved people, in order to develop a more effective intervention approach in terms of pre-employability and employability.

This pilot project would make it possible to develop culturally safe employability services for justice-involved Indigenous peoples, to gain a better knowledge and understanding of the services currently offered, and to capitalize on the expertise of both groups. As a result, Indigenous initiatives could be developed and deployed with the aim of achieving sustainable employment integration for FNIs involved in the justice system.

This pilot project involves at least the development of the following three parts:

Part 1	Communication and development of partnerships between the various Indigenous and non-Indigenous employability agents in the field, both during incarceration and upon release.
Part 2	Employability development, including setting up a work-integration enterprise or work platforms reserved for justice-involved FNI individuals in regular enterprises or social integration enterprises.
Part 3	Employer canvassing, awareness-raising and support.
Part 1	<i>Communication and development of partnerships between the various Indigenous and non-Indigenous employability agents in the field, both during incarceration and upon release.</i>

The following activities, for example, should be carried out:

- Encourage information sharing, training and exchanges between these two groups.
- Train and equip non-Indigenous agents who work with FNI clients in the justice system to raise their awareness of Indigenous realities. The MTESS (currently the MESS) has mandated UQUAT to develop a training program on Indigenous realities (Mikimowin), to be implemented in September 2022. This training could be offered to non-Indigenous agents involved in the pilot project.¹⁹
- List organizations and employability services for people in conflict with the law, and organizations offering employability services to Indigenous peoples or with an Indigenous component. This could involve, for example, the development of a computerized platform bringing together all these services.

¹⁹ Plan d'action gouvernemental pour le mieux-être social et culturel des Premières Nations et des Inuit 2022-2027 (point 4.5 Former les employés du MTESS aux réalités autochtones (Mikimowin) (MTESS).

- Investigate the possibility of adapting or developing a culturally safe approach for incarcerated FNIs, for example, focusing on self-awareness workshops, anger management and problem-solving from a healing perspective. Addressing culture shock, employer expectations and managing racism and discrimination in the workplace would be paramount.
- Develop partnerships to create the most effective referral system possible and ensure a continuum of intervention from incarceration to release.
- Carry out a campaign to promote and disseminate the specialized services offered to FNI men involved in the justice system to liaison officers when they are present in prisons, employability officers or employment counsellors in community and prison settings, government officials and various professionals in the education and training field. The creation of newsletters, publications on social media, etc., should be developed.

2. Development of employability, including the creation of an integration enterprise or work platforms reserved for justice-involved FNI individuals in regular companies or integration enterprises.

As part of the pilot project, various elements are to be tested in order to increase the employability of justice-involved FNIs. In particular, as the researchers point out, we need to allow greater flexibility in employment support measures. To this end, we propose experimenting with the following avenues.

2.1 Set aside specific places for justice-involved FNIs in integration companies, regular companies or on existing work platforms.

This initiative addresses the issue of self-esteem, and to do so, it is necessary to offer meaningful work experiences²⁰ to the target clientele. This could even mean developing work experience in the cultural (music, dance, theater, storytelling, folklore, art and sculpture), tourism (guiding, catering), forestry and transportation (learning to drive trucks or mechanics) sectors, fields in which FNIs tend to gravitate naturally.

In the same vein, a feasibility study for the creation of an integration company specifically dedicated to First Peoples was completed in 2024 for the FNILMAC. In this case, collaboration could be envisaged. For example, the company could incorporate a part for justice-involved FNI peoples.

Another measure that could be considered is to allow one-day observation internships in companies. In order to reduce the shock between the prison environment and the job market, one-day internships would enable men to get to know employers and their expectations, learn

²⁰ Significant professional experience: stimulating experience that corresponds to a personal interest in which the person develops and improves professional skills that will be useful on the job market.

about the necessary qualifications and ask questions. It would also enable employers to meet these men, which can help reduce prejudice.

2.2 Subsidize specific positions for justice-involved FNI over a minimum period of 2 years.

This would enable the employee to adapt and integrate better into the workplace, and to rebuild on a personal level.²¹

2.3 Offer greater flexibility in job integration and retention.

This can result in:

- Offer francization courses in the workplace.
- Evaluate the individual according to a predefined work ethic and learning curve, not on performance and output.
- Set up mentoring programs.
- Ensure that the rights of English-speaking FNI minorities are preserved.
- Work with the employer to establish operating modes that could meet both work and release conditions. For example, flexible working hours, breaks for telephone interviews, paid time off for recovery.²²

Furthermore, in order to further develop the skills of justice-involved FNIs and enable them to enter the job market on a sustainable basis, we recommend the implementation of the following initiatives:

D. That the ministère de l'Emploi et de la Solidarité sociale (MESS), the ministère de l'Éducation (MEQ) and the ministère de l'Enseignement supérieur (MES) offer a variety of training programs in prisons or in partner schools for justice-involved Indigenous peoples.

Let's not forget that the majority of people in the justice system have only a primary or secondary education.

Training could include the following elements:

- General education
- Adult education
- Francization courses
- Digital skills courses

²¹ Offering financial incentives seems to be a winning solution for some employers (JHS, 2024).

²² The JHS study (2024) mentions that employers would be more open to hiring justice-involved individuals if they had more support in the process.

- Upgrading and training leading to professional diplomas, e.g. certificates for semi-skilled trades.

It is also recommended to:

- Ensure that incarcerated Indigenous peoples benefit from the training already offered in detention facilities in order to increase their level of education, and ensure that it is accessible to the English-speaking minorities of the FNI, as set out in the government's action plan for the social and cultural well-being of First Nations and Inuit 2022-2027.
- Reserve places for Indigenous peoples involved the justice system in partner schools, so that they can continue their education after release, or access vocational training. This can be included as a condition for release, if appropriate.

Considering that many inmates are on welfare or have no income, it would be interesting to see if they could be exempted from all costs associated with training.

Part 3. Canvassing, raising awareness and supporting employers

This third phase of the pilot project would include all canvassing and awareness-raising activities, as well as support for employers hiring this specific clientele.

The pilot project will enable the hiring of Indigenous human resources who are essential to the workplace integration process. These people would play a key role in accompanying employers when hiring justice-involved First Nations and Inuit, as well as in job retention. They could, for example, meet with employers in order to understand the obstacles to hiring and retaining FNIs involved in the justice system, and inform employers about cultural safety in the workplace²³. They could offer support to both employer and employee over a period of one year or more, to encourage job retention. These agents could follow up with people involved in legal proceedings to ensure their well-being at work, but also on a personal level. A holistic approach is preferred. If necessary, these agents could inform and help eligible justice-involved FNI men to complete an application for suspension of criminal record.

Moreover, even though Quebec is facing a labor shortage, even though it is recognized that having a job brings significant benefits to a person's life, and even though some employers believe that people involved the justice system have a place in the job market, without wanting to hire them, this clientele still faces significant prejudices. This pilot project should receive sufficient funding to set up an awareness campaign aimed at employers. This could take the form of a webinar on justice-involved FNIs in Quebec. The aim is to increase knowledge of Indigenous cultures and realities, to foster the relationship between employers and Indigenous employees, and to reduce fears about hiring Indigenous men who have been through the justice system.

²³ For example, allowing FNI employees to bring their own country food and share it with other employees, agreeing to cultural breaks, times when Indigenous employees can get together to speak in their language, and having a space set aside for prayer or meditation.

With the aim of alleviating poverty and residential instability.

Brassard and colleagues (2023) recommend

8. Supporting the successful urban migration of Indigenous men involved in the justice system.

When members of Indigenous communities leave their living environment to move to the city, it's often to improve their living conditions (RCAAQ, 2017). In the case of justice-involved FNI men, another reason is to serve their sentence, as there are no detention facilities in the communities. In addition to having to travel to the city to carry out the sentence, some members are unable to return to their communities.

A study published by the ministère de la Santé et des Services sociaux (2023) reported on the situation of homelessness in Quebec. Not surprisingly, around 13% of the homeless population is Indigenous. This study focused on visible homelessness only, so it's likely that the number of homeless FNIs is much higher.

When it comes to workforce sustainability, we shouldn't underestimate the importance of meeting basic needs such as adequate housing and access to food. A fixed, secure location would meet these needs.

In this case, we recommend:

E. That the Commission des partenaires du marché du travail (CPMT) initiate discussions with the Société d'habitation du Québec and the Société immobilière du Regroupement des centres d'amitié autochtones du Québec for the purchase, lease or construction of a building to house justice-involved FNI men, with shuttle service when necessary.

The shuttle service would be used to take occupants to specific locations such as employment, psychosocial and workplace services.

This measure would help combat visible and hidden poverty and homelessness. In other words, it would help reduce the housing instability of justice-involved FNI men.

This can also be reflected in the use of CEGEP and university residences during the summer season. It's worth noting that the Accès-Logis program recently made it possible to build a 42-unit community living environment for Indigenous students in Trois-Rivières (Waska Witcihitowin), as well as a 32-unit project for Indigenous students in Sept-Îles (Nutshimit). It

would be interesting to analyze whether this type of residence could also be used or even developed.²⁴

Another action that could improve the financial situation of incarcerated FNIs would be to offer a higher salary to the men who work in prisons. This better-paid job would enable the incarcerated person to accumulate money to ensure a certain safety net upon release (money for rent, food and transportation).

We also suggest allowing people who have served their sentences to use the security income regardless of their address or treatment program. And finally, to waive the fees associated with pardon applications for justice-involved FNI men living below the poverty line.

With the intention of reducing the impact of a criminal record on a person's life.

Having a criminal record influences many spheres of life, such as access to housing and employment. Brassard et al (2023) have suggested to:

9. Minimize the impact of criminal records.

More specifically, we recommend:

F. That the ministère de l'Emploi et de la Solidarité sociale (MESS) propose to the ministère de la Justice that it review the current system and make significant changes that take into account the cultural realities of Indigenous peoples in order to generate better rehabilitation rates.

More specifically, we suggest:

- Better supervision of criminal record checks to reduce automatic refusals of applications from people with criminal records. For example, automatically remove from the docket cases involving First Nations and Inuit people who have been acquitted, including other cases admitted under directive D-21, without their having to complete a non-disclosure of information form (form SJ-788, directive D-21).²⁵ The majority of these people are unaware of the existence of such a form, and leave this information on the docket indefinitely. This casts doubt on a potential employer and can lead to their application for a job being rejected. It would also be worth examining the possibility of removing from the docket (or making less accessible) information dating back several years when the

²⁴ Commission d'enquête sur les relations entre les Autochtones et certains services publics, CERP, rapport d'étape, septembre 2024. Recommandation 9: Contribuer financièrement aux initiatives de logements sociaux pour Autochtones en milieu urbain.

²⁵ Request for non-disclosure of information contained in computerized criminal registers and records, directive D-21 (SJ-788). It is the responsibility of the person who has been the subject of the criminal charge after an acquittal, a release at a preliminary inquiry, an absolute discharge or a peace bond to make a withdrawal request to the Ministère de la Justice du Québec using the appropriate form (SJ-788) to have his or her file removed from the public version of the docket (version accessible to all). If this is not done, the information will remain available indefinitely in the criminal docket.

person has received no new convictions. The arrival of Bill 25, which tightens the protection of personal information, could be taken into account in this analysis.

- Assess whether the “spent regime” model²⁶ could be adopted in Quebec. For example, could the Quebec Department of Justice open a dialogue with the federal government to allow the automatic suspension (pardon) of the criminal record of First Nations and Inuit people after a certain period following the end of the sentence, as is the case in several countries around the world. A tripartite committee made up of federal and provincial governments, as well as First Nations and Inuit representatives, could be set up to examine the question of automatic suspension of criminal records.
- Review the conditions of release (before any official appearance) and those following sentencing, in conjunction with the Ministère de la Sécurité publique (MSP), as certain conditions are not always realistic for FNI men involved the justice system. For example, a realistic amount of time must be allowed for outings away from home, such as grocery shopping, work, etc., and they must be allowed to respect a sometimes-atypical work schedule (evenings, nights, weekends, changing shifts, overtime, etc.).²⁷
- Promote healing and alternative justice options²⁸. Although the Alternative Measures Program for Indigenous Adults (AMAP) has been in existence for several years (2001 in some cases) and there are 29 community-based agreements, its geometry varies from region to region.²⁹ It suffers from a lack of funding and resources³⁰. Some justice committees have infrastructure problems (no premises, no computer, etc.). It would be essential to **ensure adequate, long-term funding for this program**, so as to achieve optimal deployment in all regions of Quebec. It goes without saying that the diversion allowed by these programs greatly enhances the chances of First Nations and Inuit people integrating into the job market.

With the intention of better serving justice-involved Inuit who represent more than half of all justice-involved Indigenous people.

Let's remember that in 2015 - 2016, the Inuit had the highest ratio of incarcerated people per 1,000 inhabitants (Chéné, 2018 and Wylde, 2019, cited in Brassard et al., 2023, p.5). This finding

²⁶ For a better understanding of the term and its implications, see John Howard Society, 2024, p.42.

²⁷ According to a study conducted by the FNQLHSSC (2019), nearly 45% of offences committed by people domiciled in a First Nations community in Quebec in 2016, were offences against the administration of justice (mainly failure to comply with a release order and breach of a condition of release).

²⁸ An example from elsewhere: see Norway, where the restorative justice system is in place.

²⁹ Information obtained from the Ministère de la Justice du Québec during a presentation in November 2024. In addition, there is the General Alternative Measures Program (GAMP) for urban Indigenous peoples, which has been in development since 2022 and is being deployed in 4 cities: Montreal, Joliette, Trois-Rivières and Val d'Or.

³⁰ Commission d'enquête sur les relations entre les Autochtones et certains services publics (CERP), Marie-Ève Sylvestre, Julie Perreault: La non-judiciarisation, la déjudiciarisation et les programmes de mesures de rechange pour adultes en milieu autochtones au Québec. 2019

was also observed in 2021 by Iris, because according to the profile established, among the 2,613 Indigenous people admitted to detention centers in 2019-2020, 1,059 people (40.5%) were Inuit.

It's important to understand that Nunavik's population has its own characteristics and, consequently, its own issues. As well, the job market in Nunavik is different from that in the south. To better meet the needs of Inuit in terms of employability development and job integration, we propose:

G. That the ministère de l'Emploi et de la Solidarité sociale (MESS) fund a specific study of Nunavik's justice-involved Inuit women and men to better understand the reality and needs of these people.

With the intention of evaluating promising projects or initiatives.

Finally, the study by Brassard et al (2023) makes the following tenth recommendation:

10. Evaluate promising projects and initiatives.

To this end, the researchers propose to take into consideration promising practices and projects already in place, such as the Horizon program of the Centre résidentiel communautaire de l'Abitibi-Témiscamingue et du Nord du Québec (CRCATNQ), in place since 2019. This program, included in the services of a transition house for people in conflict with the law, is aimed specifically at Indigenous people involved in the justice system. Taking into account the results obtained since its creation, it could become an inspiring model in the development of a network of specific services for justice-involved FNIs. The residential community center's website presents the project as follows:

Horizon

The Horizon Program, a specific program for Indigenous peoples, has been developed over the past few years and will be launched in September 2019. Since deploying the program, CRCATNQ has acquired agroforestry land, implemented a perpetual calendar of cultural activities, developed a customer-focused intake process and is in the process of implementing a tri-party agreement (CS Kativik Ilisarniliriniq, CS Harricana and CRCATQ) to offer a vocational training program in English. A teepee has been set up in the CRC's backyard, and a room accessible at all times is dedicated to this clientele. It's a unifying and inspiring project that paves the way for reconciliation. [HTTPS://CRCATNQ.ORG/](https://crcatnq.org/)

We therefore recommend:

H- That the ministère de l'Emploi et de la Solidarité sociale (MESS) and the ministère de la Sécurité publique (MSP) evaluate and take note of the results of promising practices or programs such as “Horizon” in place at the Centre résidentiel communautaire de l'Abitibi-Témiscamingue et du Nord du Québec (CRCATNQ), in order to better understand the needs of justice-involved First Nations and Inuit and to offer culturally safe programs.

As mentioned by the CRCATNQ, this type of program paves the way for reconciliation.

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ANNEX 1

RECOMMENDATIONS

With the intention of offering ongoing support to justice-involved FNI men. (See page 19 of the text)

- A. That the ministère de l'Emploi et de la Solidarité sociale (MESS) fund more specialized support resources for justice-involved FNI men during and after incarceration and adapt its intervention to the realities of Indigenous nations. (See page 19 of the text)
- B. That the ministère de l'Emploi et de la Solidarité sociale (MESS) recommend to the other ministries concerned that they increase funding for the network of community residential centers or innovative transitional housing initiatives in or near Indigenous communities. (See page 21 of the text)

With the intention of updating the skills of justice-involved FNI men so that they can find rewarding, lasting work. (See page 22 of the text)

- C. That the ministère de l'Emploi et de la Solidarité sociale (MESS) fund a pilot project over a four (4) year period combining the expertise of resources dedicated to Indigenous people with that of employment assistance services specializing in justice-involved people, in order to develop a more effective intervention approach in terms of pre-employability and employability. (See page 22 of the text)
- D. That the ministère de l'Emploi et de la Solidarité sociale (MESS), the ministère de l'Éducation (MEQ) and the ministère de l'Enseignement supérieur offer a variety of training programs in prisons or in partner schools for justice-involved Indigenous peoples. (See page 25 of the text)

With the aim of alleviating poverty and residential instability. (See page 27 of the text)

- E. That the Commission des partenaires du marché du travail (CPMT) open discussions with the Société d'habitation du Québec and the Société immobilière du Regroupement des centres d'amitié autochtones du Québec for the purchase, lease or construction of a building to house justice-involved FNI men, with shuttle service when necessary. (See page 27 of the text)

With the intention of reducing the impact of criminal records on a person's life (see page 28 of the text).

- F. That the ministère de l'Emploi et de la Solidarité sociale (MESS) propose to the ministère de la Justice that it review the current system and make significant changes that take into account the cultural realities of Indigenous peoples in order to generate better rehabilitation rates. (See page 28 of the text)

With the intention of better serving justice-involved Inuit, who represent more than half of all Indigenous people in the courts. (See page 30 of the text)

- G. That the ministère de l'Emploi et de la Solidarité sociale (MESS) fund a specific study of justice-involved Inuit women and men in Nunavik in order to better understand the reality and needs of these people (see page 30 of the text).

With the aim of evaluating promising projects or initiatives (see page 30 of the text).

- H. That the ministère de l'Emploi et de la Solidarité sociale (MESS) and the ministère de la Sécurité publique (MSP) evaluate and take note of the results of promising practices or programs such as “Horizon” in place at the Centre résidentiel communautaire de l'Abitibi-Témiscamingue et du Nord du Québec (CRCATNQ) in order to better understand the needs of justice-involved FNIs and to offer culturally safe programs. (See page 31 of the text)

ANNEX 2

Average Daily Indigenous Population in Custody Facilities - Accused First Nations People

Regions	Number in 2022-2023	Variation 2022-2023 vs 2021-2022	Variation 2022-2023 vs 2017-2018
Abitibi-Timiskaming et Nord-du-Québec	21,1	24,9 %	55,3 %
Bas-Saint-Laurent	1,1	78,7 %	6600,0 %
Côte-Nord	6,7	- 27,2 %	- 39,0 %
Estrie	0,7	- 54,7 %	143,7 %
Gaspésie/ Îles-de-la-Madeleine	3,9	- 20,2 %	156,0 %
Laval/ Lanaudière/ Laurentides	9,2	- 22,8 %	51,6 %
Mauricie	4,4	- 12,8 %	162,3 %
Montréal	2,3	49,4 %	2269,4 %
Montréal	29,8	24,8 %	194,8 %
Outaouais	10,4	27,1 %	162,1 %
Québec/ Chaudière-Appalaches	10,5	16,1 %	135,9 %
Saguenay/ Lac-Saint-Jean	14,5	5,4 %	82,5 %
Québec - Total	114,6	7,6 %	88,7 %

Table taken directly from: [Statistiques correctionnelles du Québec 2022-2023 | Gouvernement du Québec \(quebec.ca\)](https://www.gouvernement.qc.ca/statistiques/correctionnelles/2022-2023)

Average Daily Indigenous Population in Custody Facilities - Convicted First Nations Members

Regions	Number in 2022-2023	Variation 2022-2023 versus 2021-2022	Variation 2022-2023 versus 2017-2018
Abitibi-Timiskaming and Northern Quebec	15,0	84,6 %	- 9,4 %
Bas-Saint-Laurent	1,5	163,2 %	150,0 %
North Shore	6,2	15,8 %	- 51,3 %
Eastern Townships	0,9	- 26,6 %	- 15,6 %
Gaspésie/ Îles-de-la-Madeleine	6,1	- 19,7 %	64,4 %
Laval/ Lanaudière/ Laurentides	8,5	7,8 %	6,4 %
Mauricie	4,9	- 6,2 %	49,5 %
Montréal	1,5	- 5,7 %	76,0 %
Montreal	16,5	66,7 %	11,2 %
Outaouais	4,6	40,2 %	27,10 %
Quebec/ Chaudière-Appalaches	13,4	37,2 %	54,7 %
Saguenay/ Lac-Saint-Jean	14,1	42,7 %	12,8 %
Quebec - Total	93,0	32,5 %	7,8 %

Table taken directly from: [Statistiques correctionnelles du Québec 2022-2023 | Gouvernement du Québec \(quebec.ca\)](https://www.gouvernement.qc.ca/statistiques-correctionnelles-du-quebec-2022-2023)

Average daily Indigenous population in detention facilities - Inuit members in custody

Regions	Number in 2022-2023	Variation 2022-2023 vs 2021-2022	Variation 2022-2023 vs 2017-2018
Abitibi-Timiskaming and Northern Quebec	87,5	- 12,1 %	153,3 %
Bas-Saint-Laurent	0,0	N/A	N/A
North Shore	0,6	882,6 %	438,1 %
Eastern Townships	0,1	- 82,5 %	N/A
Gaspésie/ Îles-de-la-Madeleine	0,3	N/A	11 300,0 %
Laval/ Lanaudière/ Laurentides	17,8	65,4 %	- 29,5 %
Mauricie	0,0	N/A	- 26,1 %
Montréal	0,0	- 72,7 %	N/A
Montreal	18,6	- 9,3 %	39,0 %
Outaouais	0,4	127,6 %	- 88,7 %
Quebec/ Chaudière-Appalaches	0,4	75,0 %	224,4 %
Saguenay/ Lac-Saint-Jean	0,3	- 85,6 %	- 79,9 %
Quebec - Total	126,1	- 5,9 %	61,0 %

Table taken directly from:

Average Daily Indigenous Population in Custodial Facilities - Inuit Convicted Members

Regions	Number in 2022-2023	Variation 2021-2022 vs 2020Number-2021	Variation 2021-2022 vs 2016-2017
Abitibi-Timiskaming and Northern Quebec	3,2	- 22,7 %	- 7,0 %
Bas-Saint-Laurent	0,0	N/A	N/A
North Shore	0,2	N/A	172,7 %
Eastern Townships	0,2	153,1 %	N/A
Gaspésie/ Îles-de-la-Madeleine	0,0	N/A	- 100,0 %
Laval/ Lanaudière/ Laurentides	62,3	2,5 %	- 34,5 %
Mauricie	0,0	N/A	N/A
Montréal	0,1	2150,0 %	275,0 %
Montreal	9,1	- 16,5 %	- 57,5 %
Outaouais	0,0	50,0 %	- 98,2 %
Quebec/ Chaudière-Appalaches	0,2	N/A	-52,6 %
Saguenay/ Lac-Saint-Jean	0,1	2050,0 %	- 79,3 %
Quebec - Total	75,4	- 0,7 %	- 38,4 %

Table taken directly from: [Statistiques correctionnelles du Québec 2022-2023 | Gouvernement du Québec \(quebec.ca\)](#)

Global transportation - First Nations people

Regions	Number in 2022-2023	Variation 2022-2023 vs 2021-2022	Variation 2022-2023 vs 2017-2018
Abitibi-Timiskaming and Northern Quebec	525	- 48,1 %	- 64,4 %
Bas-Saint-Laurent	12	- 29,4 %	- 20,0 %
North Shore	163	- 62,3 %	- 72,5 %
Eastern Townships	9	- 81,6 %	- 76,3 %
Gaspésie/ Îles-de-la-Madeleine	82	- 34,4 %	- 6,8 %
Laval/ Lanaudière/ Laurentides	107	- 59,9 %	- 71,6 %
Mauricie	94	- 56,5 %	6,8 %
Montréal	22	- 65,1 %	83,3 %
Montreal	310	- 54,9 %	- 26,0 %
Outaouais	40	- 83,8 %	- 82,8 %
Quebec/ Chaudière-Appalaches	114	- 56,3 %	- 63,1 %
Saguenay/ Lac-Saint-Jean	91	- 83,3 %	- 81,5 %
Quebec - Total	1 569	- 60,0 %	- 62,0 %

Table taken directly from: [Statistiques correctionnelles du Québec 2022-2023 | Gouvernement du Québec \(quebec.ca\)](https://www.gouvernement.qc.ca/statistiques/correctionnelles)

Global transportation - Indigenous and Inuit people

Regions	Number in 2022-2023	Variation 2022-2023 vs 2021-2022	Variation 2022-2023 vs 2017-2018
Abitibi-Timiskaming and Northern Quebec	672	- 66,3 %	- 75,0 %
Bas-Saint-Laurent	N/A	N/A	N/A
North Shore	5	150,0 %	- 50,0 %
Eastern Townships	2	- 93,8 %	N/A
Gaspésie/ Îles-de-la-Madeleine	1	N/A	0,0 %
Laval/ Lanaudière/ Laurentides	77	- 57,9 %	- 90,5 %
Mauricie	2	N/A	100,0%
Montréal	1	- 80,0 %	0,0 %
Montreal	176	- 67,9 %	- 65,7 %
Outaouais	2	- 81,8 %	- 97,8 %
Quebec/ Chaudière-Appalaches	12	0,0 %	- 50,0 %
Saguenay/ Lac-Saint-Jean	4	- 91,1 %	- 85,7 %
Quebec - Total	954	- 66,3 %	- 77,1 %

Table taken directly from :

Table 6: Distribution of charges in open cases by judicial districts and home communities.

Community	Judicial District	N Charges	N Domiciled	% Charges /Domiciled
Akwesasne	Beauharnois	66	68	97,1
Akwesasne	Montreal	2	0	0
Ekuanitshit – Mingan	Mingan	51	51	100
Essipit	Baie-Comeau	8	8	100
Gesgapegiag	Bonaventure	87	87	100
Kahnawake	Beauharnois	89	0	0
	Bedford	3	0	0
	Joliette	2	0	0
	Longueuil	254	499	50,9
	Montreal	146	0	0
	Terrebonne	5	0	0
Kanesatake	Beauharnois	2	0	0
Kanesatake	Laval	1	0	0
Kanesatake	Terrebonne	72	75	96
Kawawachikamach	Bonaventure	1	0	0
	Mingan	136	146	93,1
	Montreal	2	0	0
	Saguenay (Chicoutimi)	3	0	0
	Saint-François	4	0	0
Kebaowek	Témiscamingue	42	42	100

Source: Study First Nations of Quebec and Labrador Health and Social Services Commission.

Portrait of the criminalization of the First Nations of Quebec: providing impetus for changes, Wendake, FNQLHSSC, 2019, p.37.

Continued

Community	Judicial District	N Charges	N Domiciled	% Charges /Domiciled
Kitcisakik	Abitibi	59	62	95,1
	Saint-Maurice	1	0	0
	Terrebonne	2	0	0
Kitigan Zibi	Abitibi	2	0	0
	Gatineau	15	0	0
	Labelle	65	85	76,4
	Montreal	1	0	0
	Pontiac	2	0	0
La Romaine - Unamen Shipu	Mingan	168	168	100
Lac-Rapide	Abitibi	5	0	0
	Gatineau	4	0	0
	Labelle	81	90	90
Lac-Simon	Abitibi	351	359	97
	Arthabaska	1	0	0
	Labelle	4	0	0
	Roberval	2	0	0
	Rouyn-Noranda	1	0	0
Listuguj	Bonaventure	217	224	96,8
	Joliette	2	0	0
	Montreal	5	0	0
Manawan	Abitibi	1	0	0
	Baie-Comeau	2	0	0
	Joliette	139	153	90,8
	Trois-Rivières	11	0	0

Source: study First Nations of Quebec and Labrador Health and Social Services Commission.

Portrait of the criminalization of the First Nations of Quebec: providing impetus for changes, Wendake, FNQLHSSC, 2019, p.38.

Continued

Community	Judicial District	N Charges	N Domiciled	% Charges /Domiciled
Mashteuiatsh	Joliette	6	0	0
	Mingan	1	0	0
	Roberval	195	211	92,4
	Saguenay (Chicoutimi)	4	0	0
	Saint-Maurice	3	0	0
	Terrebonne	2	0	0
Matimekush-Lac-John	Mingan	117	118	99,1
	Québec	1	0	0
Nutashkuan	Mingan	86	91	94,5
	Québec	5	0	0
Odanak	Drummond	2	0	0
	Longueuil	3	0	0
	Richelieu	14	19	73,6
Opticiwan	Mingan	9	0	0
	Abitibi (Saint-Maurice et Roberval)	454	467	97,2
	Saguenay (Chicoutimi)	4	0	0
Pakua Shipu	Mingan	38	38	100
Pessamit	Baie-Comeau	202	217	93
	Mingan	15	0	0
Pikogan	Abitibi	106	107	99
	Rouyn-Noranda	1	0	0
	Abitibi	1	0	0
Timiskaming – Notre-Dame-du-Nord	Témiscamingue	41	42	97,6

Source: study First Nations of Quebec and Labrador Health and Social Services Commission.

Portrait of the criminalization of the First Nations of Quebec: providing impetus for changes, Wendake, FNQLHSSC, 2019, p.39.

Continued

Community	Judicial District	N Charges	N Domiciled	% Charges/Domiciled
Uashat Mak Mani-Utenam	Baie-Comeau	11	0	0
	Mingan	593	624	95
	Québec	18	0	0
	Saguenay (Chicoutimi)	2	0	0
Wemotaci	Joliette	1	0	0
	Roberval	1	0	0
	Saint-Maurice	125	127	98,4
Wendake	Frontenac	4	0	0
	Joliette	1	0	0
	Mingan	6	0	0
	Montréal	1	0	0
	Québec	64	77	83,1
	Trois-Rivières	1	0	0
Winneway	Abitibi	24	0	0
	Labelle	2	0	0
	Témiscamingue	31	57	54,3
Wôlinak	Québec	2	0	0
	Trois-Rivières	7	9	77,7
ND		189		

Source: study First Nations of Quebec and Labrador Health and Social Services Commission.

Portrait of the criminalization of the First Nations of Quebec: providing impetus for changes, Wendake, FNQLHSSC, 2019, p.40.

Table 9: Distribution of charges in open cases and judicialization rate by the accused person's nation.

	Number of Charges		Total population	Rate per 100 inhabitants
Nation	N	%	N	%
Abenaki	28	0,6	305	9,2
Algonquin	890	19,7	4 182	21,3
Atikamekw	775	17,2	3 848	20,1
Huronne-wendat	78	1,7	1 168	6,7
Innue	1 593	35,3	8 620	18,5
Mi'kmaq	331	7,3	2 020	16,4
Mohawk	660	14,6	9 456	7
Naskapi	155	3,4	478	32,4
Total	4 510	100	30 077	15

Source: study First Nations of Quebec and Labrador Health and Social Services Commission.

Portrait of the criminalization of the First Nations of Quebec: providing impetus for changes, Wendake, FNQLHSSC, 2019, p.45.

Table 10: Distribution of charges in closed cases and rate of judicialization by the accused person's nation

	Number of Charges		Total population	Rate per 100 inhabitants
Nation	N	%	N	%
Abenaki	28	0,5	305	9,2
Algonquin	1272	24	4 182	30,4
Atikamekw	818	15,4	3 848	21,3
Huronne-wendat	95	1,8	1 168	80,1
Innue	1 640	30,9	8 620	19
Mi'kmaq	361	6,8	2 020	17,9
Mohawk	871	16,4	9 456	9,2
Naskapi	214	4	478	44,8
Total	5 299	100	30 077	17,6

Source: study First Nations of Quebec and Labrador Health and Social Services Commission.

Portrait of the criminalization of the First Nations of Quebec: providing impetus for changes, Wendake, FNQLHSSC, 2019, p.46.

GLOSSARY

CCCJA:

Comité consultatif clientèle judiciairisée adulte

FNILMAC:

First Nations and Inuit Labor Market Advisory Committee

CPMT:

Commission des partenaires du marché du travail

FNQLHSSC:

First Nations Quebec and Labrador Health and social Services Commission

MEQ:

ministère de l'Éducation

MESS:

ministère de l'Emploi et de la Solidarité sociale

MSP:

ministère de la Sécurité publique

Centre résidentiels communautaires:

« CRCs offer a program supported by a team of professionals (social workers, criminologists, etc.) who may be supplemented by volunteers. CRCs are managed by volunteer boards of directors, and must meet strict standards. »

([Maison | Association des services de réhabilitation sociale du Québec \(asrsq.ca\)](http://Maison | Association des services de réhabilitation sociale du Québec (asrsq.ca)))

CERP:

Commission d'enquête sur les relations entre les Autochtones et certains services publics

In the wake of events that revealed, among other things, the existence of possible discriminatory practices against Indigenous in the delivery of public services in Quebec, and going beyond the specific facts of individual cases, the government and Indigenous authorities agreed that it was necessary to shed more general light on the systemic issues characterizing the relationship between Indigenous and those involved in certain public services in Quebec.

The Québec government has demonstrated its willingness to identify the underlying causes of all forms of violence, systemic discrimination and differential treatment that may exist towards

Indigenous people in the delivery of certain public services in Québec.

That's why, on December 21, 2016, the Quebec government established the Commission of Inquiry on Relations between Indigenous and Certain Public Services in Quebec: Listening, Reconciliation and Progress to investigate, ascertain the facts and make recommendations for concrete and effective corrective actions to be implemented by the Quebec government and Indigenous authorities (La Commission. (2017, May 2). Commission d'enquête sur les relations entre les Autochtones et certains services publics.

<https://www.cerp.gouv.qc.ca/index.php?id=3>)

Commission québécoise des libérations conditionnelles:

Established in 1978, the mission of the Commission québécoise des libérations conditionnelles (the Board) is to: As an integral part of the criminal justice system, the Board renders its decisions independently and impartially, in accordance with the responsibilities and powers set out in the Act respecting the Québec correctional system.

It has jurisdiction over three measures: temporary absences to prepare for parole, parole and temporary absences for family visits. Its mission is to contribute to the protection of society by promoting the gradual and safe reintegration of offenders into the community, while respecting the rights of offenders and victims, as well as the decisions of the courts.

The Board's role in the justice system.

The thousands of decisions rendered each year by the Board are guided by the need to strike the fairest possible balance between two essential criteria: the assessment of the risk posed by each offender it encounters in court, and the offender's real ability to successfully reintegrate into society.

https://www.cqlc.gouv.qc.ca/fileadmin/Documents/CQLC_PADD_2023-2028.pdf

Rehabilitation request:

Formerly called a pardon.

Closed cases:

« Charges filed in 2016 or a previous year and brought to a judicial conclusion in 2016. »
(FNQLHSSC, 2019a, p. 27)

Cases opened:

« Charges filed in 2016 but not concluded during the same year. » (FNQLHSSC, 2019a, p. 27)

Halfway house:

An organization that provides a home-away-from-home in a community for individuals in the justice system who are in the process of integrating or reintegrating into society, and who are undergoing a gradual release process. Residents may have been referred directly by the court in an attempt to stabilize a problematic situation, or may have come from prison.

Halfway houses enable individuals to meet their basic needs (accommodation, food, etc.); they can then pursue their social reintegration efforts, including job search and personal development. They offer programs that vary from one resource to another: substance abuse, sexual delinquency, anger management, etc. ([Maison | Association des services de réhabilitation sociale du Québec \(asrsq.ca\)](http://MaisonAssociationdesServicesdeRehabilitationSocialeduQuebec.asrsq.ca))

Social and community reintegration:

A set of interventions designed to ensure that offenders live in a socially acceptable manner, in compliance with the law, through activities and programs designed to support their progress, get to know them better, consolidate a relationship of trust, involve their family and social network, and offer services adapted to their needs. Social reintegration, which remains the best way of protecting society in the long term, is also combined with certain control interventions to ensure compliance with the conditions imposed on offenders. (FNILMAC, 2015, p.55)

Société immobilière du RCAAQ:

« The Société immobilière du Regroupement des centres d'amitié autochtones du Québec (SIRCAAQ) builds, acquires, promotes, develops or realizes social housing projects for Indigenous populations in Quebec cities in order to contribute to their well-being.” (Web Site of [SIRCAAQ | RCAAQ](http://SIRCAAQ.RCAAQ))

Collective trauma:

Effects of residential schools that had colonial policies and practices aimed at eliminating Indigenous identity or assimilating Indigenous peoples. Also included are injustices and forms of oppression imposed by the federal government. The consequences of this trauma include lower school enrolment rates than for non-Indigenous people, sustained prevalences of alcohol and drug dependency, alarming rates of suicide and domestic violence, and marked poverty, including homelessness, to name but a few.