

**THE CORNWALL  
PUBLIC INQUIRY**



**L'ENQUÊTE PUBLIQUE  
SUR CORNWALL**

**Public Hearing**

**Audience publique**

**Commissioner**

**The Honourable Justice /  
L'honorable juge  
G. Normand Glaude**

**Commissaire**

**VOLUME 26**

**Held at :**

Hearings Room  
709 Cotton Mill Street  
Cornwall, Ontario  
K6H 7K7

Wednesday, May 3, 2006

**Tenue à:**

Salle des audiences  
709, rue de la Fabrique  
Cornwall, Ontario  
K6H 7K7

Mercredi, le 3 mai 2006

**Appearances/Comparutions**

Ms. Christine Morris	Commission Counsel
Ms. Louise Mongeon	Registrar
Ms. Reena Lalji	Cornwall Police Service Board
Mr. Neil Kozloff	Ontario Provincial Police
Actg.Det.Supt.Colleen McQuade	
Ms. G. Saccoccio Brannan,Q.C.	
Mr. Larry Fitzpatrick	
M <sup>e</sup> Claude Rouleau	Ontario Ministry of Community
Mr. Mike Lawless	and Correctional Services and
Mr. Lorenzo D. Policelli	Adult Community Corrections
Mr. Christopher Thompson	Attorney General for Ontario
Mr. Peter Chisholm	The Children's Aid Society of
	the United Counties
Mr. Allan Manson	Citizens for Community Renewal
Mr. Dallas Lee	Victims Group
Ms. Lauren Schellenberger	
Mr. William Carroll	Ontario Provincial Police
	Association
M <sup>e</sup> Claude Rouleau	Mr. Jim Bunton
Mr. Mike Lawless	
Mr. Lorenzo D. Policelli	

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1 --- Upon commencing at 10:05 a.m./

2 L'audience débute à 10h05

3 **THE REGISTRAR:** Order. All rise.

4 This hearing of the Cornwall Public Inquiry  
5 is now in session. The Honourable Mr. Justice Normand  
6 Glaude presiding.

7 Please be seated. Veuillez vous asseoir.

8 **THE COMMISSIONER:** Thank you. Good morning  
9 all.

10 **MS. MORRIS:** Good morning, Mr. Commissioner.

11 **THE COMMISSIONER:** A couple of things, or  
12 maybe the one thing.

13 I understand that we will not require  
14 tomorrow morning for testimony. Accordingly, if at all  
15 possible, I'd like to start at 10 o'clock tomorrow on the  
16 motions for the disclosure. So word will be given to those  
17 who are not here that they should be here and if not, well,  
18 I'll stay until 2:00 but I have some travelling to do  
19 tomorrow and so it would certainly assist me if we could  
20 get it done earlier in the morning.

21 So for now, those of you who are here, if  
22 you could be here for ten and we'll have a chat about  
23 disclosure and otherwise we'll see how the day runs.

24 And now, we have a new witness today.

25 **MS. MORRIS:** Yes, Mr. Commissioner. Mr. Jim

1 Bunton is here from the Ministry of Community Safety and  
2 Correctional Services.

3 **THE COMMISSIONER:** Good morning, sir.

4 **MR. BUNTON:** Good morning, Mr. Commissioner.

5 **MS. MORRIS:** He will be speaking to staffing  
6 and training this morning.

7 **THE COMMISSIONER:** M'hm, and he should be  
8 sworn in, right?

9 **JAMES BUNTON, Sworn/Assermentée:**

10 --- EXAMINATION IN-CHIEF BY/INTERROGATOIRE EN-CHEF PAR MS.  
11 MORRIS:

12 **MS. MORRIS:** Mr. Bunton, if you'll turn to  
13 Tab 4 of the Ministry Book of Documents, please, there's  
14 your biography that appears at Tab 4?

15 Could you please describe your relevant  
16 experience to the Commission in terms of staffing and  
17 training with the Ministry?

18 **MR. BUNTON:** Yes, I will. Actually, I'll  
19 start by -- with the second paragraph, my entry into the  
20 Public Service in 1973 as a probation and aftercare  
21 officer.

22 I was in that position for about 10 years  
23 and then worked as a project development officer at one of  
24 our corporate offices before moving to the Ontario Board of  
25 Parole for seven years in 1987. I remained with the Board

1 for some time and moved back to my present place of  
2 employment which is at Bell Cairn Staff Development Centre  
3 where I was a Staff Development Officer for several years  
4 until recently when I was given the position of Acting  
5 Manager of Adult Community Correction Staff Development,  
6 and then more recently was awarded that position on a  
7 permanent basis, the Manager of Adult Community Correction  
8 Staff Development.

9 I would also like to mention that I actually  
10 had about four years -- four summers of experience starting  
11 in 1969 way back in 1969 when I was a university student  
12 and I worked as a probation officer and aftercare officer  
13 at that time. I forgot to include that in this document.

14 **MS. MORRIS:** Okay.

15 **MR. BUNTON:** And then, finally, I've also  
16 had experience working with other community corrections  
17 members by way of the OACC and I was President of the  
18 Probation Officers Association of Ontario for a couple of  
19 years.

20 **MS. MORRIS:** The OACC being the Ontario  
21 Association of Corrections and Criminology?

22 **MR. BUNTON:** That's correct.

23 **MS. MORRIS:** Thank you, sir.

24 **MR. BUNTON:** Thank you.

25 **MS. MORRIS:** I understand you'll be speaking

1 to Part 9 of the overview this morning, titled "Training  
2 and Recruitment"?

3 MR. BUNTON: That's correct.

4 MS. MORRIS: To start things off, I  
5 understand that you'd like to briefly take us through  
6 pertinent staffing and training events appearing in blue  
7 boxes on the Ministry timeline chart which has been filed  
8 as Exhibit 35?

9 MR. BUNTON: That's correct. And just to  
10 clarify some of the discussion that my colleagues -- or  
11 reiterate some of the discussion that my colleagues have  
12 had the last couple of days, I'm going to be talking  
13 primarily from the point of 1952 on, which was, I will  
14 suggest, a significant turn of events in probation  
15 services. At that time, as has been noted, probation  
16 services was under the auspices of the Attorney General and  
17 then moved to Correctional Services in 1972. Prior to that  
18 move to Correctional Services there were a couple of events  
19 associated with the appointment of the director and the  
20 appointment of further staff development officers at the  
21 corporate office.

22 I'd also like to restate that all adults and  
23 all children who at that time were adults were -- included  
24 16 and 17 year olds and children who were under 16 -- all  
25 people on probation were under one ministry, and that

1 remained the case for a few more years until 1977 when  
2 children under 16 were assigned to the Ministry of  
3 Community and Social Services.

4 So what I'll be speaking to at that point, I  
5 won't be able to speak to the issue of community and social  
6 services training, but I will be speaking to the training  
7 that was provided to adults, so-called adults, adult  
8 probation officers we call them and then, further, when  
9 these Phase II young offenders are brought back to this  
10 ministry in 1984 with a YOA I will be speaking to their  
11 training and right up until last year when the children --  
12 the Ministry of Children and Youth Services took  
13 responsibility for young offenders and my responsibility  
14 for young offender training.

15 So I just wanted to clarify that I will be  
16 speaking to different groups at different times. And  
17 within that discussion there will be those events noted by  
18 the blue boxes that are on the right side of the chart.

19 **MS. MORRIS:** Thank you.

20 So starting first, then, with 9.1 of the  
21 overview "Staffing", I understand you'll be speaking to  
22 1952 onward?

23 **MR. BUNTON:** That's correct.

24 **MS. MORRIS:** And you noted that 1952 is a  
25 significant year. Why is that?

1                   **MR. BUNTON:** It was a significant year. You  
2                   may recall that Ms. Hughes mentioned the other day that  
3                   prior to this time there had been various probation  
4                   officers appointed under various acts, the *Probation Act*,  
5                   the *Family Courts Act*. I believe there were some probation  
6                   officers who were actually working for the Children's Aid  
7                   and, depending on the location and the court they had  
8                   different duties, different ways of being appointed. I  
9                   just wanted to note that, in fact, this group of people had  
10                  attempted to organize themselves prior to 1952 by way of  
11                  what was then called the "Association of Probation Officers  
12                  of Ontario" and later became the Probation Officers  
13                  Association of Ontario.

14                                 But in 1952 there were a few probation  
15                                 officers, as I've mentioned, but this was the year that  
16                                 Daniel F. Coughlan was appointed as Director of Probation  
17                                 Services and any discussion of probation services in  
18                                 Ontario is not complete without considering Mr. Coughlan's  
19                                 influence on this service. Some, including himself, I  
20                                 believe, called him the father of probation, but it did  
21                                 mark a significant turn of events in probation service in  
22                                 the province.

23   And I want to note that it's reported that  
24   he agreed to accept this appointment on two conditions.  
25   First of all, he would pretty much have control of who the

1           probation officers were in Ontario and; further, that they  
2           would be given reasonable salaries to perform their duties.  
3           We'll see, as I go on, how these two conditions impacted on  
4           probation services and exams and salary and so on.

5                        So Mr. Coughlan was appointed and he was  
6           able to appoint a couple of corporate people that would be  
7           of interest to this inquiry, the Staff Development Officer  
8           and the Inspector of Probation Services. During that time  
9           there was a handbook developed for probation officers, and  
10          I'd like to clarify that I'm going to be talking about two  
11          major documents, the first being the handbook -- sorry --  
12          the second being the handbook which I've just mentioned  
13          which was intended to complement the memoranda of probation  
14          services which the director had been issuing from time to  
15          time over those several years.

16                       **THE COMMISSIONER:** M'hm.

17                       **MS. MORRIS:** The handbook is found at Tab 30  
18          of the documents.

19                       Sir, I understand that the handbook came out  
20          in 1964?

21                       **MR. BUNTON:** That's my understanding, yes,  
22          and it was written by William R. Outerbridge who is the  
23          Staff Development Officer that I mentioned earlier who had  
24          been appointed to the central office.

25                       I won't be speaking to the handbook directly

1       except to note that it was there to support the directives  
2       that had been issued by the director. I just want to draw  
3       your attention to those three phases of the development of  
4       Probation Services which are referred to in the handbook.

5               They are on our submission, page 34, and I  
6       believe it's in the forward to the handbook -- the first  
7       page of the forward to the handbook as well.

8               So going back to 1952 when Mr. Coughlan was  
9       appointed, he outlined the three phases, the setting up of  
10      an organizational structure with centralization of control  
11      and the development of uniformity of practice. So as I  
12      mentioned, there were different ways that probation  
13      officers had been appointed in the province; different  
14      methods of operating and his first job was to consolidate  
15      the service in the province.

16              And then there was a gradual shift towards  
17      decentralization while maintaining uniformity of practice,  
18      and it's during this time that the supervisor of probation  
19      training and some of the training notes were developed.

20              And then the third phase which coincided  
21      with the issuing of this handbook was an efficient balance  
22      between central and decentralization and stress on the  
23      concepts which underlie practice.

24              So these were the beginnings of the  
25      expectations in clarification of the roles that probation

1 officers should perform and somewhere towards training them  
2 to do that role.

3 It's also interesting to note at this time,  
4 I think, that other people were looking at the role of  
5 probation and trying to define what it should be and what a  
6 probation officer should be doing. And the handbook quoted  
7 the Archambault Report which was an examination of  
8 Correctional Services and it clarified that it was a  
9 twofold job. Over the years people have talked about the  
10 two hats of the probation officer; the one hat being the  
11 use of legal authority for the protection of the  
12 probationer and the second hat being that educational,  
13 therapeutic and rehabilitative objectives that probation  
14 officers are also supposed to accomplish. It noted that  
15 where possible the legal obligations if they had been met  
16 could be not set aside but deemphasized in favour of  
17 rehabilitation.

18 When it comes to looking at what are some of  
19 the skills that probation officers were expected to have in  
20 those days, the handbook outlined the proficient blending  
21 of these skills; sensitivity to the feelings of people; a  
22 knowledge of the art of human relations and social case  
23 work and counselling; a knowledge of the community  
24 resources, of places where they could refer probationers  
25 for further assistance and skill in assisting them to

1 accept the legal obligations that have been imposed on them  
2 by the court.

3 And it's interesting to note -- and I  
4 believe this is called -- the medical model is called  
5 "triage" but there was a note that there may be some people  
6 who can't be helped and one should consider carefully -- a  
7 probation officer should consider whether that was a place  
8 to devote their time when, in fact, there was no way of  
9 assisting them. There were those that didn't need our help  
10 and, in fact, more recent research has shown that  
11 intervening with people who don't need help can have a  
12 negative effect rather than a positive effect. And POs  
13 were encouraged to devote their efforts to those that could  
14 benefit from the probation -- the counselling side of the  
15 probation supervision.

16 So as you will see, the service -- it was  
17 mentioned earlier this week, the service increased quite  
18 quickly in numbers. By 1970 there were 250 probation  
19 officers. Again, my understanding is that they had all  
20 been appointed by or verified or accepted by the director  
21 himself.

22 Mr. Coughlan died just a few years ago, and  
23 prior to that one of the area managers had a meeting with  
24 him and wrote an article in one of our ministry  
25 newspapers. Mr. Coughlan remembered that he was looking

1 for educated people who had a concern for others. When I  
2 joined the service it was obvious that there were a number  
3 of people who had religious backgrounds, who were from the  
4 clergy. He acknowledged that he'd looked there as one  
5 place that suitable people could be found because many  
6 already had degrees and they obviously or presumably had  
7 the skills of working with people.

8 He looked for honesty, integrity, an ability  
9 to listen with empathy, willingness to learn and a genuine  
10 concern for those under their care. Some knowledge of the  
11 social sciences was also helpful. But we were starting  
12 with people who wanted to work with people and then give  
13 them the skills from there to do it effectively.

14 He saw the goal of probation when he became  
15 director, and throughout his tenure, as a way of cutting  
16 down on the number of people who would go to prison and  
17 helping families remain intact.

18 And I just wanted to mention that at some  
19 point it was -- probation officers were also assigned by  
20 the family courts to do some marriage counselling as part  
21 of their role. That's no longer the case.

22 The final word to new POs today and I think  
23 it's important again to restate his influence and the  
24 influence of the clergy and he ends by saying, "And don't  
25 forget your prayers if you're in the habit". He found that

1 a useful way of responding to a difficult situation and  
2 there was that undercurrent that was part of the service  
3 that was offered, at least certainly in the early years,  
4 and was still apparent to me when I joined in 1973.

5 MS. MORRIS: Sir, I understand that you'll  
6 be talking about staffing today, in terms of requirements  
7 for new hirees, later on this morning.

8 MR. BUNTON: Yes, I will.

9 MS. MORRIS: Okay.

10 MR. BUNTON: I will just talk a bit more  
11 about ---

12 MS. MORRIS: Okay.

13 MR. BUNTON: --- talk a bit more about the  
14 training in the early years and then speak to the staffing  
15 today, if that's ---

16 MS. MORRIS: Yes.

17 MR. BUNTON: --- acceptable. Thank you.

18 MS. MORRIS: All right. So, 9.2 "Training"  
19 then.

20 MR. BUNTON: Yes. As we mentioned earlier,  
21 there was a staff development officer appointed. There was  
22 the handbook created for probation officers. Just, without  
23 belabouring the point, I'd like to say again that, it noted  
24 that keeping abreast of the rehabilitative changes that are  
25 occurring as a relationship progresses; those kinds of

1 things are probably the most difficult part of the job, but  
2 at the same time, the most expected. So much of the staff  
3 development program was devoted and I believe that's a  
4 typo. It should say that, "Much of the staff development  
5 program is devoted to helping the officer develop his  
6 skills in these areas."

7 MS. MORRIS: So that's at the top of page 36

8 ---

9 MR. BUNTON: That's right.

10 MS. MORRIS: --- the second line. Instead  
11 of "developed", the first word should be "devoted".

12 MR. BUNTON: I believe that's how the quote  
13 should read.

14 THE COMMISSIONER: Page 35?

15 MR. BUNTON: Thirty-six (36), Mr.  
16 Commissioner.

17 MS. MORRIS: Thank you.

18 MR. BUNTON: Having provided these  
19 guidelines, much of the training -- most of the training  
20 remained with the area supervisor as they were called in  
21 those days. There's been reference over the last couple of  
22 days to area managers. In those days they were called  
23 supervisors.

24 The director directed that the area manager:

25 "...shall teach every new probation

1                   officer assigned to his area the basic  
2                   fundamentals of the work and ensure.."  
3           that they attend the appropriate training and seminars and  
4           so on, presumably locally, so that their skills will be  
5           developed, but I haven't been able to find any record of  
6           formal training courses that were proscribed for probation  
7           officers or any regular centralized training events that  
8           were offered. It's my impression that the training was  
9           done at the local level. And:

10                   "The supervising Probation Officer  
11                   shall spend at least one day every  
12                   month with each officer.."

13                   And it talks about the development of the  
14           supervisor/officer relationship and the outcome will be the  
15           development of the casework skills of the probation  
16           officer.

17                   Just reading this, I'm struck by the  
18           constant reference to "he" and "his skills" and so on, but  
19           that was -- the majority of the probation officers in those  
20           days -- the vast majority were men. Some women were hired  
21           to work with the few women probation clients that there  
22           were. I've uncovered some old photographs and they're  
23           clearly a male-dominated profession at that time.

24                   Just a further note is that if any adverse  
25           matters concerning the personnel that the area supervisor

1 was supervising came to his attention, it was expected that  
2 he would report them forthwith to the director and that  
3 they should also be responsible for supervising the  
4 promotional exams.

5 So just to summarize that part, there was  
6 acknowledgement that training was important, that we had  
7 people with an interest in working with people and who had  
8 some skills. But it was important to further develop those  
9 skills. The development of those skills was left with the  
10 area supervisor in the local offices.

11 **MS. MORRIS:** All right.

12 Then 9.3 "Promotional Exams".

13 **MR. BUNTON:** I mentioned earlier that Mr.  
14 Coughlan wanted to achieve a relatively good salary for  
15 probation officers and he felt that it was important that  
16 there be something that other people who were making the  
17 decisions about salary could look to and decide if that was  
18 merited. He established the promotional exams which are  
19 still today known as the barrier exams.

20 Probation officers who had been on the job  
21 for six months were allowed to try the exams and if they  
22 were successful in the exams they were immediately promoted  
23 to PO-2, sorry, probation officer 2, the second level of  
24 probation officer. Unlike today, which I will speak about  
25 later, where it includes at least two years on the job

1 before people can achieve that status.

2 So he established those exams and they were  
3 law, administration and social work. And the social work  
4 exam was written by an eminent university professor, as  
5 stated here. These were written exams at the time and the  
6 director remained actively involved in decisions about who  
7 might or might not pass. I just want to restate that these  
8 were written exams and spoke to -- gave the probation  
9 officer an opportunity to demonstrate their knowledge about  
10 the law and some of the administrative processes and some  
11 of the social work principles -- gave them an opportunity  
12 to write that. But the actual demonstration of those  
13 skills was still left for the area supervisor to determine  
14 if they had met those goals.

15 Later on today, I will be talking about how  
16 we try and establish whether people have met those goals  
17 while they are at the training. And the exams have moved  
18 from written to more practical, more demonstrative.

19 As you'll see here, Mr. Coughlan said, "It's  
20 a reasonably stiff exam but if we want to keep up our  
21 standards and the salary, then we have to have reasonably  
22 stiff exams as well." And further, "In 1964, a Bachelor of  
23 Arts degree was adopted as a minimum education." And that  
24 still is the minimum requirement for probation officers  
25 today.

1 I mentioned that when, in 1972, probation  
2 services was transferred to the Ministry of Correctional  
3 Services, that Ministry -- this Ministry that I'm talking  
4 about -- was already responsible for institutions and they  
5 had already established their own staff training branch at  
6 an actual staff training location, referred to as the  
7 farmhouse and had identified a number of people who were  
8 working full time on staff training.

9 Training for probation and parole officers  
10 was not quite as formalized at that time. It was included  
11 in a corporate office called Community Program Support  
12 Services who did oversee the training of new probation  
13 officers when they arrived on the scene. There were some  
14 people who were assigned to work in staff training full  
15 time but it's the commitment that we've made today to staff  
16 training was not there back in 1972.

17 I'm sorry, I lost my place.

18 **THE COMMISSIONER:** On page 37, I believe.

19 **MS. MORRIS:** Yes.

20 **MR. BUNTON:** Thank you, Mr. Commissioner.

21 There was additional professional  
22 development training -- professional development for more  
23 experienced POs was being offered. But these tended to be  
24 ad hoc based on local interest, trainer expertise. The big  
25 picture that we've tried to develop today was still

1 developing in those days.

2 At the same time, area managers, formerly  
3 called area supervisors were feeling that they were not  
4 able to spend as much time as was expected of them, in  
5 helping staff to grow in the role. And other commitments  
6 that they had took them away from that one-on-one training  
7 which was envisioned by Mr. Coughlan. I have included one  
8 comment from one area manager was that she felt that she  
9 had to look for more experienced people to offset her  
10 inability to provide the training once they came on the  
11 job.

12 Another response was that some people in the  
13 larger areas that were able to develop local staff  
14 development committees took an interest in complementing  
15 the training that was being delivered by staff training.  
16 They contributed to local staff training for their POs  
17 based on indicated interest and so on.

18 By 1987, there were about 540 POs and maybe  
19 10 staff trainers assigned to the Community Corrections  
20 side of the Ministry.

21 **MS. MORRIS:** So the basic training provided,  
22 as of the early '80s, was two weeks?

23 **MR. BUNTON:** That's correct and thank you, I  
24 should speak to that more clearly.

25 They had the imaginative names of Week A and

1 Week B and in fact there were two weeks of compulsory  
2 training, expected training for probation officers. I say  
3 expected, because sometimes area managers would not send  
4 staff to training until they were sure that they were going  
5 to be keeping them on as probation officers. So sometimes  
6 they came later on, after they had been working with people  
7 for sometime.

8 We provided the training and it was up to  
9 the area managers to tell us who needed the training and to  
10 send them to us.

11 **MS. MORRIS:** So is it fair to say, sir, that  
12 in that era the focus really was on the barrier exams?

13 **MR. BUNTON:** It is fair to say that.

14 **MS. MORRIS:** In terms of training?

15 **MR. BUNTON:** Week A and Week B had a  
16 striking similarity to the law, administration and social  
17 work exam curriculum; so there was that connection for  
18 sure.

19 In 1998 -- sorry, 1988, the manager who had  
20 been appointed at that time should be credited with trying  
21 to take a broader look at training and a more planned and a  
22 more standardized approach to training at the same time.  
23 And she noted that her first priority was entry-level  
24 employees and not that everybody else wasn't important, but  
25 with limited funding and resources, staff trainers were

1           only able to do so much. It's still the case today, in  
2           fact. You can't ignore the entry-level employees. We have  
3           to get people off to a good start and make sure that they  
4           have the skills. And then if there's opportunity,  
5           resources and so on, then we will provide professional  
6           development for those employees who have been on the job  
7           for awhile. And third, unfortunately, we do have to  
8           prioritize.

9                           Then there is the management development  
10           training, which we have more recently been able to address  
11           as well.

12                          And, as I say, she should be commended for starting to  
13           look at the broader picture. At the bottom of page 37 it's  
14           noted that not only were we looking to increase their  
15           inter-personal skills, but there should also be an  
16           awareness of societal issues such as child abuse, family  
17           violence. I think you will see later that we have been  
18           able to respond to those issues more effectively and more  
19           recently.

20                           **MS. MORRIS:** Nine point four (9.4), then,  
21           under "Other Factors Affecting Training". You've noted two  
22           items there; firstly the Bell Cairn Staff Development  
23           Centre. Could you tell us about how that started up,  
24           please?

25                           **MR. BUNTON:** Yes, I will. And I'll just

1 take one small step back to clarify that. The  
2 institutional staff training grants which I mentioned  
3 earlier existed right from 1972. And I should have  
4 mentioned that at a point in the late '80s I'm going to  
5 say, I can't be exact, the Community Corrections Staff  
6 Training Branch was established and they eventually  
7 amalgamated under one director. They were in two different  
8 locations, however.

9 And the Bell Cairn Staff Development Centre  
10 is significant for a number of things; but first of all,  
11 housing both those former branches in the same place. But  
12 it represented a commitment by the Ministry to staff  
13 training. We often say that employees are our most  
14 valuable resource and Bell Cairn is a way of demonstrating  
15 that, that a commitment has been made to training and to  
16 helping people grow in their roles and get the skills that  
17 are required to do good work.

18 And I'll just say a bit more about Bell  
19 Cairn today later on as well.

20 **MS. MORRIS:** Okay. And then under "Review  
21 of Staff Training and Recruitment, 1992", I understand  
22 there's a change to be made there in the first line, "a  
23 further review". It should actually be a formal review?  
24 Is that the case, sir?

25 **MR. BUNTON:** Yes, that's correct.

1                   **THE COMMISSIONER:** And that's under "Review  
2 of Staff Training and Recruitment"?

3                   **MS. MORRIS:** Yes.

4                   **THE COMMISSIONER:** And the word is?

5                   **MR. BUNTON:** Formal review, because I'm not  
6 aware of any prior review of staff training.

7                   **MS. MORRIS:** As opposed to further review.

8                   **MR. BUNTON:** And this was done as it says  
9 there: "To ensure that the practices were current", and  
10 look at training within the Ministry and look at training  
11 in other jurisdictions and consider alternative methods of  
12 delivery. It was a bit early, but as time goes on we have  
13 different ways of delivering training; web-based training,  
14 distance learning, those kinds of things. So that was the  
15 beginning of looking at other kinds of service delivery for  
16 training.

17                   And then a more significant review was done  
18 and reported as learning for change in 1994. One of the  
19 significant outcomes of that training for the Ministry, not  
20 directly affecting probation officers, was the  
21 establishment of a pre-employment training program for  
22 correctional officers whereby they go through a process of  
23 recruitment and screening and they, at that time, were  
24 attending six weeks of training prior to being hired. The  
25 day they graduated from training they were given a letter

1 of employment and were sent to a position that had  
2 previously been identified for them. But it's important to  
3 remember that they were not employees until they had  
4 graduated from the training course and had gone through all  
5 the steps necessary to get there.

6 And that's still the case for correctional  
7 officers to this day. At that time we were providing  
8 training to probation officers after their employment, and  
9 that's still the case today; that probation officers are  
10 hired and then are sent to us for training after they  
11 become employees. And I'll speak to that a bit more later  
12 on. But that was a significant change for the correctional  
13 officers side of our branch.

14 And then to take another look at the  
15 training priorities with respect to those special  
16 groups mentioned there at the bottom of page 38;  
17 a couple of events not mentioned there which I  
18 will do so now, if I may, is that in 1999 year  
19 2000, was the establishment of the probation and  
20 parole service delivery model which was mentioned  
21 earlier this week by Ms. Hughes.

22 And the hiring of the, what we call the  
23 probation 165, the 165 probation officers in 2001, both of  
24 which had a significant impact on training not only in  
25 workload as you would imagine from 165 new POs, but it also

1 clarified that we had to develop a training program that  
2 was meeting the needs of this new group of POs and  
3 addressing some of the issues that had been mentioned  
4 above.

5 **MS. MORRIS:** Sir, under 9.6, "Pre-Employment  
6 Proposal"; I understand that this training concept was not  
7 adopted but that significant change came despite that?

8 **MR. BUNTON:** That's true. A very extensive  
9 study was done by two of our Ministry staff over an  
10 extended period of time and it was a recommendation that  
11 probation officers be provided a recruitment, screening and  
12 training program similar to what was already in place for  
13 correctional officers in that they would be trained first  
14 and then hired afterwards. And there were several things  
15 that even today make that operationally difficult to  
16 achieve. And, as I mentioned earlier, probation officers  
17 are still hired first and trained afterwards.

18 One significant change, however, was that  
19 the training was increased from the aforementioned week A,  
20 week B initially, to six weeks of training and, more  
21 recently -- not that long afterwards, actually, and to  
22 today -- eight weeks of training for probation officers  
23 before they are able to move on to the PO-2 level.

24 I think this might be an appropriate time to  
25 speak to some of the -- a bit more about hiring. Today, if

1 I may?

2 MS. MORRIS: Yes, with respect to staffing  
3 today?

4 MR. BUNTON: Yes.

5 MS. MORRIS: Thank you.

6 MR. BUNTON: There is no centralized  
7 screening recruitment process in place. Some of the larger  
8 areas, such as Toronto, have been able to work  
9 cooperatively to establish a so-called pool of suitable  
10 candidates, but remaining of -- excuse me -- the hiring of  
11 probation officers remains with the area manager today.  
12 And, as I mentioned, they will subsequently be sent for  
13 training.

14 Most of the people who we see at training  
15 who have been hired by area managers seem to have some  
16 experience within the probation office prior to their  
17 hiring, albeit as volunteers or as students on placement or  
18 they've worked with contract agencies that are known to the  
19 probation services. And it's unusual for someone to be  
20 hired off the street, so to speak.

21 So the screening process that is -- it's not  
22 as formal as the one I mentioned for correctional officers,  
23 it's still there in an informal way where the area manager  
24 and the staff have an opportunity to work with this person  
25 and decide if they might be suitable for joining the staff.

1                   And further, it's my impression from talking  
2                   to people who come to training at Bell Cairn that most of  
3                   the jobs that are given are contract jobs. Sometimes for  
4                   very short periods of time, like three or six months, which  
5                   allows the area manager to terminate the contract if the  
6                   person proves to be unsuitable while they're in the  
7                   position. And, for the most part, it's my opinion that  
8                   that job is being done very well by the area managers.  
9                   They are finding suitable people.

10                   I would like to comment that, unlike years  
11                   ago, the people who come to us now are mostly women. They  
12                   do have significant education, at least a BA; many with  
13                   Master's degrees and a significant amount of experience as  
14                   students or volunteers or working in other agencies before  
15                   they're being hired as probation officers.

16                   **MS. MORRIS:** I understand that there is  
17                   further comment about specific competencies, page 59 of the  
18                   overview?

19                   **MR. BUNTON:** That's right.

20                   **MS. MORRIS:** You see a third paragraph.

21                   **MR. BUNTON:** Yes, and that's contained in  
22                   our summary of our submission. I'm going to speak to the  
23                   rigorous training that they go through. There is the CPIC  
24                   check and I believe that -- again, I had to contact my  
25                   colleagues and go from memory. But that's been in place

1 for many years, some felt as early as 1974 but possibly a  
2 bit later.

3 **MS. MORRIS:** In terms of full privileges of  
4 the position being attained, as it's noted here, you are  
5 indicating that currently probation officers need to be on  
6 the job for two years before they can attain the PO-2  
7 level?

8 **MR. BUNTON:** That's correct. For the most  
9 part their duties don't change. It's most significant in  
10 it opens up some salary increases to them.

11 **MS. MORRIS:** So, then at 9.7, "Training  
12 Today".

13 **MR. BUNTON:** Okay.

14 I don't mean to make this sound like a  
15 commercial for Bell Cairn Staff Development Center, but it  
16 does represent a significant commitment by the Ministry to  
17 provide training. You'll see there that we offer over 100  
18 different courses for Ministry staff. We have about 30,000  
19 participant days, as we call them, per year. And there are  
20 approximately 30, what we call senior staff development  
21 officers, delivering training to all people within the  
22 Ministry and some people outside the Ministry as well.

23 We have a Memorandum of Understanding with  
24 the newly created Ministry of Children and Youth Services  
25 and provide similar services to them. It is a 72-bed

1 residential facility and it's a place where people can  
2 come, live and learn and develop skills in the different  
3 jobs that they do for the Ministry.

4 **MS. MORRIS:** So did you have documents you  
5 wanted to refer to?

6 **MR. BUNTON:** Yes.

7 Just further talking about training today  
8 I'd just like to spend a couple of minutes on the  
9 training that probation and parole officers go  
10 through currently. And it's available at Tab 44,  
11 I believe.

12 **MS. MORRIS:** That is the "Probation and  
13 Parole Officer Basic Training Program - Sample Course  
14 Outline"?

15 **MR. BUNTON:** That's right.

16 Since the pre-employment proposal which was  
17 not adopted but, when we changed our training to six, then  
18 eight weeks, we tried different combinations of delivering  
19 this training. A couple of groups came to us on the first  
20 day of their employment and stayed for six weeks and got  
21 their training and then moved on to accept the caseload.  
22 We've tried one-plus-five, we've tried three-plus-two-plus-  
23 one; we've landed on this model that we're calling two-by-  
24 four currently, where the eight weeks are delivered in four  
25 two-week sessions.

1                   And the weeks one and two currently offered  
2                   to POs on a monthly basis so that after they've been hired  
3                   they can attend for basic training within a reasonable  
4                   length of time; we actually prefer them to have a little  
5                   bit of work in the office before they come to us so that  
6                   they have some understanding of the job and the  
7                   expectations of the court and so on.

8                   So they get that first couple of weeks  
9                   within a few weeks of being hired, and we have scheduled in  
10                  significant breaks between the two-week offerings so that  
11                  they come to Bell Cairn, they take the course, they learn  
12                  certain skills, go back to the office and there's an  
13                  expectation that they will apply those skills and enhance  
14                  those skills and then come back to us and get a bit more  
15                  training and go back for a period of six or eight weeks,  
16                  and so on.

17                  So the actual training is delivered -- the  
18                  eight weeks of training is delivered over a period of about  
19                  a year. And I'll talk a bit more about some of the things  
20                  they must do to pass the training. So that's delivered  
21                  within a year but they still require the two years of  
22                  service before they have completed all the requirements for  
23                  them to be promoted to PL2.

24                  **MS. MORRIS:** And sir, this basic training  
25                  program document "Sample Course Outline" at Tab 44, I

1 understand it lists in the first two pages the different  
2 training topics, and it's followed by a more complete  
3 overview for each topic.

4 **MR. BUNTON:** That's correct.

5 And I won't speak to each of those topics  
6 unless that would be helpful, but one will find, I think,  
7 when reading that that it is an extensive course that is  
8 based on sound theoretical knowledge about what works with  
9 probationers. But at the same time we're never happy,  
10 we're always looking to improve it, make sure we're  
11 connecting with the most recent changes in policy; that any  
12 new theory that's available or any new issues that have  
13 arisen in the community are being properly addressed. So  
14 it's an ongoing process of keeping that up to date.

15 **MS. MORRIS:** Sir, I understand that the  
16 documents found at Tab 18 of the Book of Documents entitled  
17 "A Core Program's Overview" also provide the description of  
18 the training provided?

19 **MR. BUNTON:** That's correct.

20 Just to clarify that, back to Tab 44,  
21 there's eight weeks of basic training and there is a  
22 reference to professional development courses on the second  
23 page of Tab 44. And there's a reference to core programs  
24 training which connects to the probation and parole service  
25 delivery model that was mentioned previously by my

1 colleague.

2           These are training programs designed to help  
3 probation officers work with the different clients and the  
4 different streams that they've been put in that we were  
5 talking about Monday, I believe. So those are the courses  
6 we offer to probation officers to work with offenders.

7           The Tab 18 is a description of the programs  
8 that are available to offenders that the trained POs are  
9 able to deliver to offenders. This includes our  
10 institutions as well, by the way, but these are done in-  
11 house by probation officers sometimes as extra work. I  
12 know in the Ottawa area they recently assigned someone to  
13 work full time in delivering programs, core programs to  
14 offenders, and this is an outline of some of those things  
15 that are available.

16           **MS. MORRIS:** Sir, do you have anything  
17 further to add in terms of training?

18           **MR. BUNTON:** Only by way of summary, that I  
19 hope I've been able to demonstrate that over the last 50,  
20 60 years that there has been a development of training as  
21 time goes on and as the service has increased and as the  
22 expectations and the skills required for the job have  
23 increased.

24           We have tried to respond by providing  
25 adequate training -- more than adequate training for

1           probation officers and to help them achieve those goals  
2           that still remain to assist people in making a positive  
3           adjustment and to remain in the community. And as a result  
4           of that, we're going to be contributing to the Ministry's  
5           goal of reducing recidivism.

6                       **MS. MORRIS:** Thank you, sir.

7                       **MR. BUNTON:** Thank you.

8                       **MR. MANSON:** That concludes the examination  
9           in-chief, Mr. Commissioner.

10                      **THE COMMISSIONER:** All right. Thank you.

11                      So Mr. Manson, do you have any questions of  
12           this witness?

13                      **MR. MANSON:** I have no questions, Mr.  
14           Commissioner.

15                      **THE COMMISSIONER:** Thank you.

16                      Mr. Lee?

17                      **MR. LEE:** Just a couple, Mr. Commissioner.

18           **--- CROSS-EXAMINATION BY/CONTRE-INTERROGATOIRE PAR MR. LEE:**

19                      **MR. LEE:** Good morning, Mr. Bunton.

20                      **MR. BUNTON:** Good morning.

21                      **MR. LEE:** My name is Dallas Lee. I am  
22           counsel for the Victims Group.

23                      **MR. BUNTON:** Yes, sir.

24                      **MR. LEE:** When Ms. Hughes was here the other  
25           day I asked her a couple of questions and she put you on

1 the spot a bit and said that you may be able to help me  
2 with the questions.

3 **MR. BUNTON:** I remember that, yes.

4 **MR. LEE:** Specifically, I was asking her  
5 about the conflict of interest policy. For your reference,  
6 this is found at page 42 of the outline. So the outline  
7 tells us that the government first defined conflict of  
8 interest in 1984 and then there was a directive issued in  
9 1986 and then a more formal policy directive in 1989.

10 Now, my question is whether or not there was  
11 training provided with respect to avoiding conflict at that  
12 time?

13 **MR. BUNTON:** The answer is "yes". It was  
14 included in the training that was provided. There was not  
15 a formal course to address the conflict of interest.  
16 Within the -- I'm trying to connect the time. At that time  
17 it would be the Week A, Week B process and it would be part  
18 of our administrative training whereby people would be  
19 directed to be aware of all of the policies, and particular  
20 reference would have been made to ones like that where  
21 clearly the need to remember the goals of the conflict of  
22 interest policy have to be met, that people shouldn't be  
23 doing things that are not in keeping with that policy. My  
24 recollection, and in fact I was training at that time, I  
25 was in the classroom at the time and my recollection was

1           that was one of the things that we stopped and made  
2           particular note of.

3                       **MR. LEE:**    Would that training have been for  
4           new hires?

5                       **MR. BUNTON:**  New hires, as I described them  
6           at that time, some of them were not -- some of them have  
7           been on the job longer than others.  I would say, though, I  
8           feel confident in saying that when probation officers were  
9           hired by the area manager there would be some one-on-one  
10          training.  It would be assigned to a senior officer in the  
11          office, and even though they're not getting the formal  
12          training from us at Bell Cairn, there is that ongoing  
13          training that was being provided, to an extent, in the  
14          office, and clearly that would be one of the issues that  
15          would be important and would be discussed.  I feel  
16          confident in saying that.

17                      **MR. LEE:**    Are you aware of whether or not  
18          there would have been training, whether strict formal  
19          training or at least some kind of training for more senior  
20          employees when these policies came out?

21                      **MR. BUNTON:**  Not usually.  When policies are  
22          issued people are advised to read them and to speak to  
23          their manager if there is any areas that they're not clear  
24          of, areas of concern.  Sometimes when there's a larger  
25          initiative we will become involved and do what I call a

1 blitz of the province where everybody is trained in a  
2 certain topic. We're involved in one of those right now.  
3 Issuing of a policy or a restatement of a policy would not  
4 usually lead to that kind of formal training.

5 **MR. LEE:** I understand.

6 Thank you. Those are my questions.

7 **MR. BUNTON:** Okay. Thank you.

8 **THE COMMISSIONER:** Thank you.

9 Mr. Chisholm?

10 **MR. CHISHOLM:** No questions, Mr.

11 Commissioner.

12 **THE COMMISSIONER:** Thank you.

13 Probations and Corrections -- no, no, hang  
14 on. Mr. Thompson?

15 **MR. THOMPSON:** No questions.

16 **THE COMMISSIONER:** Thank you.

17 No one here for Mr. Leduc. Cornwall Police?

18 **MS. REENA:** No questions.

19 **THE COMMISSIONER:** Thank you.

20 OPP?

21 **MR. KOZLOFF:** No questions.

22 **THE COMMISSIONER:** Thank you.

23 Mr. Carroll for OPPA?

24 **MR. CARROLL:** No questions. Thank you.

25 **THE COMMISSIONER:** Thank you.

1 Mr. Rouleau?

2 **MR. ROULEAU:** We have no questions.

3 **THE COMMISSIONER:** All right.

4 So here ends the day, I take it. So could  
5 you speak with Mr. Engelmann and Monsieur Dumais with  
6 respect to how we will proceed tomorrow morning at 10  
7 o'clock?

8 Thank you.

9 **THE REGISTRAR:** Order; all rise. Veuillez  
10 vous lever.

11 The hearing is now adjourned. L'audience  
12 est ajournée.

13 --- Upon adjourning at 11:00 a.m./

14 L'audience est ajournée 11h00

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C E R T I F I C A T I O N

I, Sean Prouse a certified court reporter in the Province of Ontario, hereby certify the foregoing pages to be an accurate transcription of my notes/records to the best of my skill and ability, and I so swear.

Je, Sean Prouse, un sténographe officiel dans la province de l'Ontario, certifie que les pages ci-hautes sont une transcription conforme de mes notes/enregistrements au meilleur de mes capacités, et je le jure.



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Sean Prouse, CVR-CM