

Correctional Service Canada

Performance Report

For the period ending March 31, 1999

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Improved Reporting to Parliament Pilot Document

The Estimates of the Government of Canada are structured in several parts. Beginning with an overview of total government spending in Part I, the documents become increasingly more specific. Part II outlines spending according to departments, agencies and programs and contains the proposed wording of the conditions governing spending which Parliament will be asked to approve.

The *Report on Plans and Priorities* provides additional detail on each department and its programs primarily in terms of more strategically oriented planning and results information with a focus on outcomes.

The *Departmental Performance Report* provides a focus on results-based accountability by reporting on accomplishments achieved against the performance expectations and results commitments as set out in the spring *Report on Plans and Priorities*.

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Foreword

On April 24, 1997, the House of Commons passed a motion dividing on a pilot basis what was known as the annual *Part III of the Estimates* document for each department or agency into two documents, a *Report on Plans and Priorities* and a *Departmental Performance Report*.

This initiative is intended to fulfil the government's commitments to improve the expenditure management information provided to Parliament. This involves sharpening the focus on results, increasing the transparency of information and modernizing its preparation.

This year, the Fall Performance Package is comprised of 82 Departmental Performance Reports and the government's report *Managing for Results* - Volumes 1 and 2.

This *Departmental Performance Report*, covering the period ending March 31, 1999, provides a focus on results-based accountability by reporting on accomplishments achieved against the performance expectations and results commitments as set out in the department's pilot *Report on Plans and Priorities* for 1998-99. The key result commitments for all departments and agencies are also included in Volume 2 of *Managing for Results*.

Results-based management emphasizes specifying expected program results, developing meaningful indicators to demonstrate performance, perfecting the capacity to generate information and reporting on achievements in a balanced manner. Accounting and managing for results involve sustained work across government.

The government continues to refine and develop both managing for and reporting of results. The refinement comes from acquired experience as users make their information needs more precisely known. The performance reports and their use will continue to be monitored to make sure that they respond to Parliament's ongoing and evolving needs.

This report is accessible electronically from the Treasury Board Secretariat Internet site: http://www.tbs-sct.gc.ca/tb/key.html

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Correctional Service of Canada



Departmental Performance Report

For the period ending March 31, 1999

Lawrence MacAulay Solicitor General

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SECTION I: THE MESSAGES Minister's Message

As Solicitor General of Canada, I am committed to ensuring that Canadians live in a safe and secure society. Public safety is at the heart of the Government's mandate and it is the mission of my Ministry.

Within the Ministry, we have identified a number of portfolio priorities to advance public safety. These include combating organized crime, encouraging citizen engagement and improving the sharing of criminal justice information. But most importantly for the Correctional Service of Canada, public safety means effective corrections.

Effective corrections is about distinguishing between offenders who need to be separated from society from those who can be safely managed in the community. It recognizes that every offender comes from the community and nearly all will return there, so public safety is best-served by their gradual release under appropriate supervision. And effective corrections means providing the best programs in the world, to help offenders become productive and law-abiding citizens.

The past year has been a particularly important one for the Correctional Service.

CSC has advanced corrections in several crucial areas, in collaboration with other partners. The current review of the Corrections and Conditional Release Act (CCRA) has provided an opportunity to involve Canadians in the business of corrections and has given them a voice in building safer communities. Canada's Drug Strategy is being supported by institution and community-based programs that provide treatment, training and supervision for the seven out of ten offenders with alcohol and drug problems. Gathering Strength, Canada's Action Plan for Aboriginal peoples, is being complemented by innovative approaches in Aboriginal corrections. And CSC remains a world leader in the field of international corrections, while expanding its partnerships with provincial, territorial and community representatives at home.

As the Correctional Service enters the new millenium, I have no doubt that it will continue to play a key role in Canada's criminal justice system. This is in large part due to the professionalism and personal commitment of CSC staff to making Canada a safer place to live.

The Honourable Lawrence MacAulay, M.P. Solicitor General of Canada

Commissioner's Message

Achieving public safety through effective corrections is at the heart of the Correctional Service of Canada's mandate. The Corrections and Conditional Release Act (CCRA) - which provides our legislative foundation -- is first and foremost about the protection of Canadians. As a result, public safety is paramount in everything that we do.

From a national perspective, it means that CSC contributes to the Government's ongoing effort to build safer communities. And I'm pleased to note that CSC is helping to realize this goal, because statistics show that more than nine out of ten offenders are successfully completing their parole without re-offending.

I am very proud of our record, because it means that we are getting better at the business of effective corrections. Indeed, the Auditor General recently complimented CSC's performance in a speech to the International Forum on Public Sector Reform. But we cannot afford to grow complacent. Canada continues to have one of the highest incarceration rates among developed countries, at 129 per 100,000. Behind this figure hides an even more serious problem -- an Aboriginal incarceration rate almost six times the national average. Aboriginal people represent only 3% of Canada's population but account for 16% of all incarcerated federal offenders. That's why CSC has established healing lodges and aboriginal-specific programs and why it is actively pursuing initiatives with First Nations. This approach has led to the negotiation of agreements under sections 81 and 84 of the CCRA, to enable Aboriginal communities to have a greater role in the care and supervision of Aboriginal offenders.

The problem of women offenders is another area requiring special attention. I'm pleased to report that the Service has made major progress in establishing a more equitable and appropriate correctional regime for women, through the recently-announced Intensive Intervention Strategy. Over the next two years, this strategy will result in "high needs" women offenders being transferred from units in men's institutions to specially re-designed regional women's facilities, and the closure of the Prison for Women.

The Service has long believed that it is important to exchange our knowledge and experience with other correctional systems around the world. We have much to offer to our international colleagues because we share so many concerns. For example, how can we intervene more effectively with offenders to reduce the chances of reoffending; recruit and retain quality staff; and deal effectively with the truly dangerous offenders. And equally important, how can we make better-use of alternatives to incarceration for those offenders who can be safely managed in the community.

Those of us who work in corrections believe that people can change for the better. If Canadians accept this to be true, then they will also recognize the vital contribution CSC makes to public safety. Our challenge is to make Canadians more aware of our work, in order that they have a better understanding of our role and greater confidence in Canada's criminal justice system.

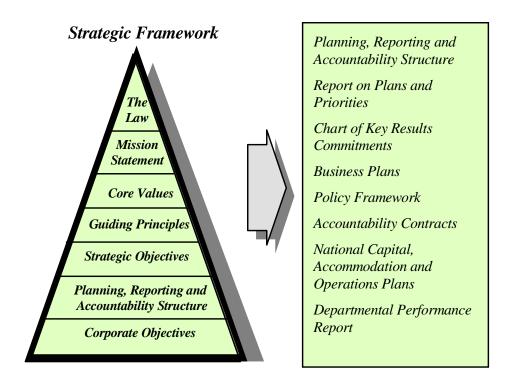
more successful will be our effort.	Ultimately, the more that we can engage Canadians in the business of corrections, the more successful will be our efforts at re-integration. Every Canadian can share in that success, because it means a safer and more secure society.						
Ole Ingstrup							

Below is the **Chart of Key Results Commitments (CKRC)**. The primary function of this chart is to communicate to Canadians the results of CSC's commitments. The CKRC is also found in *Managing for Results: Volume* 2, the President of the Treasury Board's Annual Report to Parliament at http://www.tbs-sct.gc.ca.

Chart of Key Results Commitments Safer Homes, Safer Communities through Effective Corrections						
To provide Canadians with:	To be demonstrated by:	Achievements Reported On Pages:				
A contribution to the protection of society by actively encouraging and assisting offenders to become law- abiding citizens	 Assessments of the potential for individual offenders to reintegrate Programs that address criminal behaviour Quality preparation of offenders for release Reintegration of offenders as law-abiding citizens 	57-58, 70-71 58-63, 67, 70-71 58, 63-64, 67 57-58, 65-70, 71-72				
Reasonable, safe, secure and humane control of offenders	 Secure custody of offenders, using the least restrictive level of incarceration Care that ensures health, safety and security of offenders Extensive use of community-based corrections Effective population management 	39-46, 50-51 29-38 45, 84-86 39-55, 79-80				
Respect for the rule of law in corrections	Compliance with the law, policy and procedure	77-79, 85-87				
A Correctional Service which is an active partner in the criminal justice system	 Leadership in Canadian and international corrections Effective public consultation and participation Communication and sharing of correctional results with other jurisdictions and the public A Service that is open and accountable for the principles and results as stated by the Solicitor General 	74-76 76, 80-81, 84-85 77-78, 83 77-78, 80-83, 85-87				

SECTION II: DEPARTMENTAL OVERVIEW

Illustrated below is the relationship between the components of CSC's Strategic Framework and some of the resulting products.



Mandate, Roles and Responsibilities

The Correctional Service of Canada, referred to in this document as the Service or CSC, is an integral part of the Canadian criminal justice system. This system has a number of closely related components, including: enabling legislation and related regulations, the body of criminal law, law enforcement agencies, the judiciary, and correctional services. Jurisdiction over these components is shared among all levels of government.

The Service is a federal agency of the Department of the Solicitor General. It also includes the Royal Canadian Mounted Police (RCMP), the National Parole Board (NPB), the Canadian Security Intelligence Service (CSIS), the Office of the Correctional Investigator (OCI), the Department Secretariat, the RCMP Public Complaints Commission and the RCMP External Review Committee.

The Service is responsible for offenders sentenced¹ to imprisonment for two years or more.

¹ Glossary, p. 114

Program Mandate

The constitutional and legislative framework that guides the Service is set out by: the *Constitution Act 1982* and the *Corrections and Conditional Release Act* (CCRA).

Mission Statement

The Correctional Service of Canada, as part of the criminal justice system and respecting the rule of law, contributes to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control.

The Correctional Service of Canada's Mission document emphasizes the responsibility for the protection of society that the Service shares with the other agencies of the Ministry of the Solicitor General. It outlines the fundamental goals and direction of the Service. It provides an enduring vision of the ways in which CSC, as the agency responsible for federal corrections in Canada, contributes to the maintenance of a just, safe and peaceful society. Particularly, it supports our legislative mandate in the *Corrections and Conditional Release Act*. The Mission reflects CSC's obligations to respect the rule of law in everything it does, defines the goals of the Service and its approach to both the management of the organization and the management of offenders. It also provides a basis upon which the Service is held accountable.

The document contains "Core Values" which state the abiding ideals in carrying out the Mission:

- ➤ Core Value 1: We respect the dignity of individuals, the rights of all members of society, and the potential for human growth and development.
- ➤ Core Value 2: We recognize that the offender has the potential to live as a law-abiding citizen.
- ➤ Core Value 3: We believe that our strength and our major resource in achieving our objectives is our staff and that human relationships are the cornerstone of our endeavor.
- ➤ Core Value 4: We believe that the sharing of ideas, knowledge, values and experience, nationally and internationally, is essential to the achievement of our Mission.
- ➤ Core Value 5: We believe in managing the Service with openness and integrity and we are accountable to the Solicitor General.

Other components of the document are the "Guiding Principles" which state the key assumptions which serve to direct staff in their daily work, and the "Strategic Objectives", which articulate the goals that are deemed essential in achieving our Mission.

CSC's Mission document in its entirety can be accessed through the Service's Internet Site at http://www.csc-scc.gc.ca.

Operating Environment

A key challenge for CSC is to prepare offenders to return to the community as lawabiding citizens, consistent with the overall criminal justice priorities to reduce the need for institutional correctional interventions and to ensure public safety. CSC faces a wide range of evolving environmental conditions in addressing this challenge.

The current and emerging challenges for CSC include the following - a shift in demographics, increased urbanization and population diversity; the economy, fiscal restraint, and income disparity; social and health conditions; and technological change. These factors shape the priorities that CSC must address in the new millennium.

The Canadian population is aging, and is becoming increasingly diverse ethnically, culturally, racially and religiously, and the Aboriginal birthrate is growing rapidly. Poverty and homelessness are on the rise and social support, family and employment Health care¹ issues, in particular with respect to the structures are changing. interrelationship between infectious disease and drug usage, as well as the ailments of the elderly, pose significant concerns. The continued development of gender-equitable correctional interventions for women offenders also presents a complex challenge. Rapid technological changes present challenges and opportunities for both information management and operations.

Aboriginal peoples, dealing with the compounded effects of cultural alienation, poverty, unemployment, substance abuse, violence and family dysfunction are increasingly and disproportionately represented in the criminal justice system. If there are no significant changes in their circumstances, their over-representation in the correctional system is likely to escalate.

¹ Glossary, p. 114

The key environmental forces currently impacting on CSC's business lines are listed below.

Demographic changes	population growth and diversity, increasing urbanization, increased Aboriginal birth rate
Economic and Social Conditions	unstable and changing world economy, income disparity, eroding social safety net
Health	escalating costs, provincial restructuring, access to medical and psychiatric services, spread of infectious diseases, aging population
Federal Priorities	economic prosperity, public safety, crime prevention, strengthening Aboriginal communities, social union agreements
Provincial Priorities	fiscal responsibility, health care, education, integration of services, social union agreements
Technological Change	rapid change, information management, cost and vulnerability, Year 2000 (Y2K)
Public Perception	fear of crime, support for victims' rights, credibility of government; influence on public perception by the USA's crime situation
Changing Face of Crime	Sentencing practices, growing concerns, types and rates of crime (e.g. organized, youth crime, gangs, white collar, and elder abuse)

These challenges are monitored and formally reviewed on an annual basis by CSC in order to identify possible impacts on its programs and to facilitate proactive planning. As part of this process, CSC reviews and refines its key plans, priorities and strategies.

Context

There are opportunities to advance corrections in several crucial areas, in collaboration with several broad-based government priorities, namely the Public Safety Agenda, the Canadian Drug Strategy and Aboriginal Peoples commitments. CSC has already commenced work in these and other important areas. From the perspective of the broad government agenda, CSC can provide critical support to a number of key priorities and continue to make significant contributions to improve the quality of life for Canadians.

The following chart highlights some key priorities in which CSC is either leading or participating.

Canadian Criminal Justice Issues / Initiatives	NPB	RCMP	Sol. Gen.	CSC	Justice	Other Fed. Dept.	Prov./ Terr.
Corrections and Conditional Release Act Review	•		•	•	•		
Federal Offender Reintegration	•		•	*			
Corrections Population Growth	*	*	*	•	*	*	*
Restorative Justice	*	*	*	•	*		*
Alternatives to Incarceration	*	*	•	•	*		*
Youth Justice		*	•	*	*		*
Crime Prevention	•	•	•	•	*	*	
Organized Crime	•	•	•	•	*	*	*
Aboriginal Justice / National Aboriginal Agenda	•	•	•	•	•	•	•
Victims' Rights and Needs	•	•	•	•	•		•
Family Violence		•	*	•	*	*	•
Long Term Offenders	•	•	*	•			•
Public Education	•	*	•	•	•		
Circles of Support	•	*	•	•			•
Community Chaplaincy Program				•			•
Community Notification Agreements		•	•	•			•
Community-based Policing Support	•	•		•			•
Sentencing and Corrections Review	•	•	•	•	•	•	•
HIV / AIDS Strategy	•	•	•	•		•	
DNA Data Banking		*	•	•	•		
Canadian Public Safety Information Network (CPSIN)	•	•	•	•	•		•
Security-related Information Sharing		*	*	•			
Canadian Drug Strategy		•	*	•		•	
Criminal Justice Diversity Network	•	*	♦	*	*	*	*
Cooperation on Information Technology Enhancements	•	•	•	•	•		•

The entrenchment of support for community corrections is of crucial importance. Recent Ministry reports indicate a reduction of 500 fewer offenders in federal institutions than a year ago and proportionately more in the community under supervision. They also note an increase of 7.1% in the rate of day parole¹, full parole¹ and statutory releases¹. Ninety percent of supervision periods completed within the year were completed without further offense, and ninety five percent without re-offending in a violent manner. For the majority of offenders, community-based sanctions and gradual release to the community, with supervision and support, constitute the best means to contribute to rehabilitation and safe reintegration, and are an effective strategy for enhancing public safety in the longer term.

¹ Glossary, p 114

CSC now proposes a four-pronged approach to advance corrections:

- 1. Citizen Engagement It is important to encourage communities to assume greater responsibility and play a more active role in corrections. The impact of such a strategy could be significantly augmented through the establishment of collaborative partnerships and networks amongst all the key players in the criminal justice system governments, police, courts, corrections, community organizations and communities. For these efforts to be truly effective, CSC will continue to encourage and foster a concerted and complementary action with a broad range of players federal, provincial, territorial and municipal governments and departments, and service providers in social service, counseling, education, literacy, substance abuse, victim support and voluntary organizations perhaps through the creation of a networking initiative with national, regional and local partnership development.
- 2. Community Correctional Infrastructure Development Programs that involve communities and volunteers in their design and delivery have proven to be successful in safely reintegrating offenders in the community. This is largely because of the community ownership. As well, they are multi-disciplinary and flexible, they provide a continuum of support, and build on existing programs and services. There is a significant need to strengthen the capacity and resources of communities to play a more active role in the development and delivery of community-based correctional programs and facilities, and to assume greater responsibility and accountability for the operations of the criminal justice system. The public's interest in being involved in government reform and the interest in personal and community safety issues at the local community level provides an opportunity for CSC to encourage increased citizen participation in the delivery of services and programs for offenders.
- 3. Aboriginal Corrections Aboriginal offenders are a significant concern in CSC. Justice inquiries across the country have concluded that Aboriginal people have been ill served by the Canadian justice system, and over the past decade there have been concerted efforts initiated by the federal government to make the system more responsive to the needs and aspirations of Aboriginal peoples. Aboriginal peoples constitute only 3% of the Canadian population but 16% of all incarcerated federal offenders. Without substantial intervention, these numbers are expected to rise over the short to mid term, until such time as the effects of strategies targeted at Aboriginal crime start to show progress. CSC has assumed a lead in this area, with the establishment of healing lodges and the deployment of Elders and native liaison officers in its institutions.

The CCRA provisions under Sections 81 and 84 offer opportunities to develop custodial facilities, and strengthen community corrections infrastructures in Aboriginal communities. Such community-based approaches are critical to successful reintegration. There is also a need for additional correctional healing lodges. Adequate resources are required to implement initiatives in a meaningful

and equitable fashion. CSC plans to complement the reintegration efforts with strengthened programming, Aboriginal employment, and inter-sectoral partnerships.

4. Public Education - Many Canadians have very little or no knowledge about the criminal justice system and express increasing dissatisfaction with police, courts, corrections and parole. CSC has been involved in communications and citizen engagement activities with non-governmental organizations active in criminal justice. However, there is also an urgent need to engage the public at large in 'grass roots' activities to share information about correctional issues and concerns, in order to build understanding of and support for conditional release¹ as an effective strategy to enhance community safety. Consultation on emerging correctional issues, problem definition, new or viable policy direction, implementation and evaluation is also important. CSC is responding to the need to educate the general public. The expected outcome is a general public better informed of CSC's Mandate, Mission, accomplishments and challenges.

The growing concern of transnational crime resulted in a need for international approaches. At the 1998 'Beyond Prisons' International Conference in Kingston, CSC was asked to facilitate the establishment of a body in the form of an international institute or association for correctional services to provide a venue to ensure leadership and development in corrections at a global level. As well, the 1999 CSC International Indigenous Symposium on Corrections generated considerable international interest in facilitating the development of indigenous approaches in justice. CSC could play a leading role in this area.

Objectives

As outlined in Part III of the 1998/99 Main Estimates (Report on Plans and Priorities) ¹ the program objective of the Service as stated in the CCRA, is:

To contribute to the maintenance of a just, peaceful and safe society by:

- (a) the care and custody of inmates;
- (b) the provision of programs that contribute to the rehabilitation of offenders and to their successful reintegration into the community;
- (c) the preparation of inmates for release;
- (d) parole, statutory supervision and long-term of offenders; and
- (e) maintaining a program of public education about the operations of the Service.

Strategic Priorities

The following table provides an overview of CSC's corporate priorities by business line and links them to the results that CSC hopes to achieve. Some of the priorities cut across business lines and therefore appear under more than one heading in the table. CSC will continue to refine the framework for enhancing program effectiveness and accountability. This links to the approved 1999-2000 Report on Plans and Priorities (RPP).

¹ Glossary, p. 114

Summary of 1999-2000 Report on Plans and Priorities

Pri	orities by Business Line	Outcomes
	RE	
•	Healthy Environment	 Comprehensive health care strategy to address the physical and mental health needs of offenders Comprehensive, integrated strategy to address the issues of infectious disease and drug interdiction and drug and alcohol interventions Safe and healthy environment for staff and inmates
•	Maximum Security and Special Needs Women Offenders	Care and accommodations aligned with the distinct requirements of special needs women offenders
CU	<u>ISTODY</u>	
•	Safe and Secure Institutions	 Offenders confined at the least restrictive security level required Double bunking significantly reduced Decrease in violent incidents Improved sense of safety for staff, offenders and visitors
•	Maximum Security and Special Needs Women Offenders	Programs, services and accommodations better aligned to differential needs of women offenders
RE	INTEGRATION	
•	Safe Reintegration	 Timely, culturally and gender appropriate risk assessments and interventions identified Availability of and participation in accredited programs designed to facilitate safe reintegration Timely and comprehensive culturally and gender appropriate case preparation for gradual release Reduced need for institutional correctional intervention
•	Aboriginal Offenders	 Culturally appropriate programming Increased participation in safe release programs Increased utilization of Sections 81 and 84 of the Corrections and Conditional Release Act regarding alternatives to incarceration and parole supervision
CC	ORPORATE SERVICES	
•	Organizational Capacity	 Increased learning and development opportunities for staff Greater representation of employment equity target groups in management position and of Aboriginal employees throughout the organization Competent workforce and qualified feeder group for promotion
•	Mission and Mandate	 Compliance with law and policy, and incorporating human rights and restorative justice principles Integrated information management systems Measurable progress on all corporate objectives
•	Partnerships and Consultations	 Increased partnership, consultation and information sharing with external criminal justice system partners, communities and volunteers Increased co-operation and collaboration at the international level
•	Communications	Increase in quality and quantity of communications and media coverage Increased understanding and support of CSC's work

Summary of Results by Business Line: Public Safety & Effective Corrections

The following is a summary of CSC's results in achieving public safety and effective corrections as it relates to the *1999-2000 Report on Plans and Priorities* (previous table). For additional performance information regarding the results, please refer to Section III Departmental Performance.

Care

Results

- The 1998-99 suicide rate of 12.1 suicides per 10,000 is in line with an eight year average rate of 11.2 per 10,000. (p. 35)
- Total staff injuries decreased by 307 or 17.8%. (p.37)
- ➤ Evaluation Framework and Progress Report on National AIDS Strategy was approved. (p.29)
- ➤ Preliminary evaluation of Phase I National Methadone Maintenance Treatment (MMT) was conducted. (p.29)
- Evaluation of Tuberculosis Prevention and Control Program was conducted. (p.31)
- Self-Injury Review was conducted.(p.32)
- ➤ Pilot Study of the Peer Support Program for Women Offenders was conducted. (p.33)
- Research on managing older offenders was conducted. (p.35)
- Evaluation of the Voluntary Investing in a Viable Affective Life (VIVA) was conducted. (p.36)
- Research on attempted suicide by Federal offenders is being conducted. (p.36)
- Evaluation of the Employee Assistance Program was conducted. (p.37)

Custody

Results

- ➤ Offenders housed in facilities with a different security classification than the offender's security classification increased from 7.9% to 9.6%. (p.42)
- ➤ Inmates required to share cell space have been reduced from 30.7% to 25.7%. (p.44)
- ➤ 4 out of the 5 regions have a reduction in the percentage of offenders in double bunking. (p.45)
- Increase in voluntary segregation and a decrease in involuntary segregation. (p.47)
- Escapes from minimum institutions are reflective of a ten-year average, 106 escapes versus an average of 121.7, declining from 10.3 escapees per 100 offenders 1989-90 to 3.9 escapees per 100 offenders in 1998-99. (p.50)
- Institutional murders are reflective of a ten-year average, 6 murders versus an average of 4.6. (p.51)

- Community incidents for fiscal year 98/99 are below the seven-year average. (p.51)
- Research study on gang membership is currently being undertaken. (p.55)
- ► Gang Management Database is implemented at the institutions. (p.55)

Reintegration

Results

- There were approximately 400 fewer admissions due to revocations without offence. (p.65)
- ➤ Offenders incarcerated past their day parole eligibility date and prior to their full parole eligibility date has decreased from 1,821 (74.2%) to 1,774 (73.2%). Of these, 210 or 0.12% and 214 or 0.12% respectively had previously been released and reincarcerated.(p.65)
- ➤ Offenders incarcerated past their full parole eligibility date and prior to their statutory release date has decreased from 5,644 (59.0%) to 5,619 (58.0%). Of these, 2379 or 42.2% and 2348 or 41.8% respectively had previously been released and reincarcerated.(p.65)
- Aboriginal offenders incarcerated past their day parole eligibility date and prior to their full parole eligibility date decreased from 322 (87.3%) to 331 (87.6%). Of these, 34 or 10.6% and 38 or 11.5% respectively had previously been released and reincarcerated.(p.68)
- Aboriginal offenders incarcerated past their full parole eligibility date and prior to their statutory release date decreased from 1,020 (74.9%) to 1,021 (72.6%). Of these, 374 or 36.7% and 368 or 36.0% respectively had previously been released and reincarcerated. (p.68)
- Aboriginal offenders who reached warrant expiry without revocation and without additional offences increased to 51% from 46.4%. (p.69)
- Aboriginal offenders who reached their warrant expiry date without revocation of their conditional release status increased to 41.2% from 40.0%. (p.69)
- ➤ Aboriginal offenders who reached warrant expiry with revocation for breach of conditions decreased to 79.3% from 82.3%. (p.69)
- Women offenders incarcerated past their day parole eligibility date and prior to their full parole eligibility date increased from 40 (42.1%) to 47 (44.8%). Of these, 4 or 10% and 6 or 12.1% respectively had previously been released and re-incarcerated. (p.71)
- Women offenders incarcerated past their full parole eligibility date and prior to their statutory release date remained constant at 108. Of these, 53 or 49.1% and 62 or 57.4% respectively had previously been released and re-incarcerated. (p.71)

- Women offenders reaching warrant expiry who have had at least one supervision period increased from 138 to 160. (p.72)
- The number of women offenders reaching warrant expiry date without revocation increased by 5.4%. (p.72)
- ➤ Offender Intake Assessment process was given a "Best Practice" award by the American Correctional Association in 1998. (p.57)
- International accreditation for the following programs were granted: Intensive program for persistently violent (non-sexual) offenders, Cognitive Skills, Anger and Emotions Management, Offender Substance Abuse Pre-release Program (OSAPP) and CHOICES, a substance abuse community program. (p.57 to 59)
- ➤ An offender employability evaluation scale was implemented. (p.57)
- ➤ The Custody Rating Scale was re-calibrated. (p.57)
- ➤ A security reclassification scale for male offenders was implemented. (p.57)
- Research on sex offender treatment was conducted. (p.57)
- Corrections Research Forum '99, "In Support of Good Corrections: Research to Practice" was held. (p.58)
- The second Aboriginal Research Meeting was held. (p.58)
- There were 4,500 subscribers in 60 countries to the publication <u>FORUM on Corrections Research</u>. (p.58)
- Research on Living Skills Programs was conducted. (p.59)
- Research on sex offenders was conducted. (p.60)
- National Core Sex Offender Program was developed. (p.61)
- ➤ High Intensity Substance Abuse Program was created. (p.61)
- > Standardised High Intensity Family Violence Program was completed. (p.61)
- Violence Prevention Program was implemented. (p.61)
- ➤ The Role of Community Correctional Centres (CCCs) was reviewed. (p.62)
- ➤ Program Workload Study was conducted. (p.62)
- Integrated Community Programs Framework Strategy was developed. (p.62)
- ➤ Operation Bypass was fully implemented. (p.63)
- ▶ Development of Reports of Automated Data Applied to Reintegration (RADAR).(p.64)
- Three agreements using Section 81 of the CCRA were signed. (p.69)
- ➤ An information booklet on the execution of Sections 81 and 84 of the CCRA was published. (p.70)

Corporate Services

Results

- Memorandum of Understanding and Memorandum of Agreement with the Province of New Brunswick were signed. (p.74)
- Exchange of Services Agreements with Manitoba, Alberta and the Northwest Territories were renewed. (p.74)
- Exchange of Services Agreement with the new Territory of Nunavut was effected. (p.75)
- International Memoranda of Understandings with the United Kingdom, Benin and Bermuda were signed. (p.75)
- ➤ Memorandum of Understanding with the Office of the Correctional Investigator to be signed Fall 1999. (p.77)
- Policy Review is on-going. (p.78)
- ➤ Portfolio-wide Ministry Communications Strategy was implemented. (p.81)
- ➤ Audit Report on Informatics Inventory was completed. (p.81)
- ➤ Audit Report on Acquisition Cards was completed. (p.81)
- Systems Development Review of Release 5 of Offender Management System (OMS) was conducted. (p.82)
- ➤ Audit on Victim Notification was conducted. (p.82)
- Canada Public Safety Information Network (CPSIN) was developed. (p.83)
- ➤ Information Management/Information technology Governance Committee was initiated. (p.83)
- Framework Paper on Restorative Justice was completed. (p.84)
- National Steering Committee on Restorative Justice and Dispute Resolution was established. (p.84)
- Reports on Human Rights and Community Corrections was published. (p.85)
- National Steering Committee on Human Rights was established. (p.86)
- Employment Equity (EE) Program Audit was conducted. (p.87)
- Employment Systems Review (ESR) was conducted. (p.87)

Consolidated Reporting

- ➤ In response to the Year 2000 Readiness, testing and certification of all Government-Wide Mission Critical systems and applications; and testing, re-mediation, and implementation of Embedded Systems considered to be Government-Wide Mission Critical systems was completed. (p.88)
- ➤ Operational contingency plans for Year 2000 Readiness have been completed for both institutional and community sites as well as regional and national headquarters. (p.88)

- ➤ In preparation of the Government-Wide Financial Information System (FIS) initiative a new, Y2K compliant, integrated financial and material management system was implemented throughout the Service. (p.89)
- Capacity building in response to the Sustainable Development Strategy (SDS) was continued. (p.89)
- > CSC's preparation for the review of the <u>Corrections and Conditional Release Act</u> (CCRA) was completed. (p.91)

Results of Collective Horizontal Initiatives

The key challenge for CSC is to contribute to public safety and effective corrections. The Service faces a wide range of evolving environmental conditions in addressing this challenge. In order for CSC to meet these challenges, it needs to establish partnerships. These partnerships fall within three categories: external to CSC but internal to government; external to government; and international. The outcome of these partnerships are horizontal initiatives with collective results, shared by all the parties. The table below outlines the results of those partnerships.

A = Customers External to CSC, Internal to Government (e.g. Provincial/Territorial Governments, Health Canada, Auditor General, Standing Committees, National Parole Board, etc.)

B = Customers External to Government (e.g. volunteer sector, interest groups, Aboriginal organizations, academia, individual experts, etc.)

C = **International CSC Customers** (Memorandum of Understanding partners, American Correctional Association, international government expertise, etc.)

P= Page number

Results of Collective Horizontal Initiatives by Business Line	A	В	С	P
CARE				
Partner in the Canadian Strategy on HIV and AIDS.	•			29
Consultation with Health Canada in conducting a needs analysis for CSC's Health Information Systems (HIS).	٠			30
Consultation with Health Canada in the enhancement of the manual monitoring system for infectious diseases.	•			30
Reciprocal membership on Health Canada's Federal/Provincial/Territorial Advisory Committee on HIV/AIDS.	•			30
Participant on Manitoba's ad hoc provincial HIV/AIDS strategy committee.	•			30
Expanding the membership of the National Infectious Disease Steering Committee.	•			30
Inviting national Aids service organizations and international colleagues to participate on HIV/AIDS working committees.		•	•	30
Established a CSC and Occupational Health and Safety Agency committee for tuberculosis.	•			31
Health Canada evaluated CSC's Tuberculosis Prevention and Control Program.	•			31
Collaboration with Health Canada in developing a comprehensive tuberculosis tracking system.	•			31
Collaboration with Health Canada to ensure CSC policies for tuberculosis are in compliance with the guidelines.	•			31
Bi-annual meetings of psychologists and other mental health service providers in support of the Mental Health Strategy for Women Offenders were held.		•		32
Participated on a federal-provincial planning committee for intensive forensic mental health unit.	•			33
Established an internship program for psychology interns with University of Alberta.		•		33

Results of Collective Horizontal Initiatives by Business Line	A	В	C	P
CSC/ Health Canada Joint Project for CSC to gain access to Aboriginal addictions treatment mechanisms is on-going.	•	٠		33
Established a cost Recovery Program with Human Resources Development Canada regarding workers' compensation for injuries and illnesses.	•			38
CUSTODY				
Consultation and citizen engagement with respect to community based new accommodations.		•		45
Security Task Force was completed, linked to initiatives being undertaken in Great Britain, and includes members from other countries, women's and Aboriginal groups.		•	•	47
Participated on an Interdepartmental Working Group regarding the National Drug Strategy.	•			53
Participated in the development of Canada's Enhanced Drug Strategy.	•			53
Provided input into the development of the Memorandum to Cabinet on the Domestic Drug Strategy.	•			53
REINTEGRATION Collaboration with the Federal/Provincial/ Territorial Heads of Corrections in creating a five-volume compendium on effective correctional programming and best	•			57
practices.				
Discussion with Canadian academics took place at the Corrections Research Forum '99, "In Support of Good Corrections: Research to Practice.		•		58
Initiated research projects as a result of the second Aboriginal Research Meeting.		•		58
Review and consultation of the National Core Sex Offender Program by an International Accreditation Panel.			*	61
Best practices were shared with American Correctional Association's publication on Best Practices in Corrections for Substance Abuse Treatment.			•	61
Standardised High Intensity Family Violence Program Manual was reviewed by international experts and an Accreditation Panel.			•	61
Three programs areas were reviewed by International Experts Panels (cognitive skills, substance abuse and sexual offenders).			٠	63
Three agreements using Section 81 of the CCRA were signed.		•		69
Three potential agreements (at the legal analysis stage) under Section 81 were initiated.		•		69
An additional twelve agreements for negotiation stage under Section 81 were identified.		•		69
CORPORATE SERVICES	1		ı	
Memorandum of Understanding and Memorandum of Agreement with the Province of New Brunswick were signed.	•			74

Results of Collective Horizontal Initiatives by Business Line	A	В	С	P
Exchange of Services Agreements with Manitoba, Alberta and the Northwest Territories was renewed.	•			74
Currently planning correctional services and establishing mutually beneficial arrangements with Nunavut.	•			75
Bi-annual federal and provincial Heads of Corrections meetings were held.	•			75
Memorandum of Agreement with the U.K. on four projects was signed.			•	75
Memoranda of Agreements with Benin and Bermuda were signed.			•	75
China expressed an interest in learning from CSC in the areas of legislative framework, Mission, organizational structure and program philosophy.			•	75
A Canada-Lithuania corrections project is underway with funding from and in partnership with CIDA. The Council of Europe asked CSC to become an official observer to the Nord-Balt Prison Project.			•	75
Biannual meetings with the International Roundtable for Correctional Excellence were held.			•	76
Commissioner's Forum was held.	•	•		76
Negotiation of a Memorandum of Understanding with the Office of the Correctional Investigator was initiated.	•			77
Participated with other Ministry Agencies in the development and implementation of a portfolio-wide Ministry Communications Strategy.	•			81
Participated in the Solicitor General's Integrated Justice Information initiative.	•			83
National Steering Committee on Restorative Justice and Dispute Resolution was established.	•	•		84
National Steering Committee on Human Rights was established.	•	•		86
Participant on Financial Information Strategy (FIS) Interdepartmental Working Groups.	•			89
Provided full support and assistance to the Parliamentary Sub-Committee conducting the review of the Corrections and Conditional Release Act.	•			91

Financial Performance Summary

The total actual spending for fiscal year 1998/99 was \$1,255 M. This is an increase of \$85M or 1.1% from last fiscal year. The greatest portion of actual spending went to the business line of Custody with 42% of the actual spending and the least going to the business line Corporate Services at 11%.

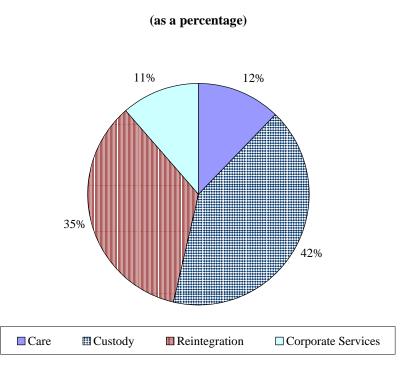
From an historical perspective, actual spending has changed from fiscal year 1996/97 to fiscal year 1998/99 as follows: Decreases in Care (1.4%) and Custody (5.0%); and increases in Reintegration (5.8%) and Corporate Service (0.6%). The decrease in Custody and increase in Reintegration are largely explained by the renewed focus on the safe reintegration of offenders.

Actual Spending 1998-99 by Business Line

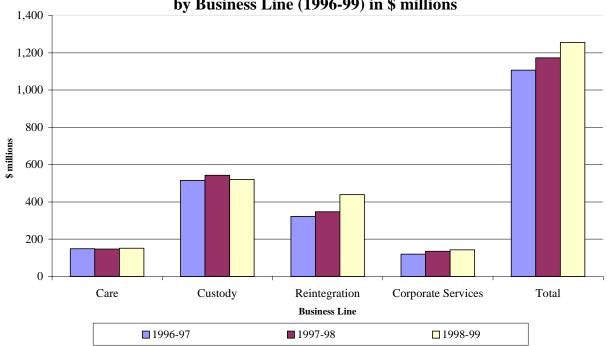
(\$ millions)

Care: 152 Custody: 521 Reintegration: 439 Corporate Services: 143

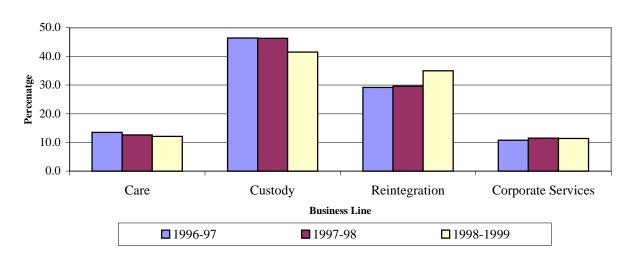
Total: 1,255



Historical Comparison of Actual Spending by Business Line (1996-99) in \$ millions



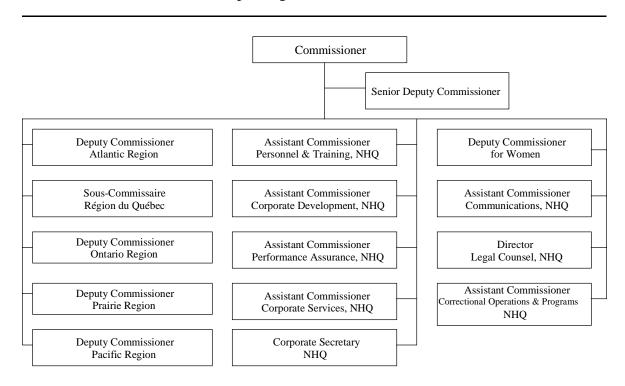
Historical Comparison of Actual Spending by Business Line (1996-99) as a percentage



Departmental Organization

CSC is part of the Ministry of the Solicitor General. The Commissioner of Corrections is the Senior Executive Officer of CSC, accountable to the Solicitor General of Canada. The Commissioner is assisted by a Senior Deputy Commissioner, a Deputy Commissioner for Women, five Regional Deputy Commissioners, five Assistant Commissioners, a Corporate Secretary and a Senior Counsel.

Correctional Service of Canada National Organization Reporting to the Commissioner



Business Line Relationship to Organizational Structure / Accountability				
Organizational	Business Lines			
Structure / Accountability	Care	Custody	Reintegration	Corporate Services
Communications and Consultation Sector				✓
Corporate Development Sector		✓	✓	✓
Corporate Secretary				✓
Corporate Services Sector	V	V		V
Correctional Operations and Programs Sector	~	~	✓	✓
Performance Assurance Sector	✓	V	V	V
Personnel and Training Sector	✓	V	V	V
Women Sector	V	V	V	/
Five Regions	✓	V	/	V

Map of Correctional Service of Canada's Regions*



^{*} Map based prior to the new Territory of Nunavut, which falls under the Ontario Region. Newfoundland and Labrador fall under the Atlantic Region.

SECTION III: DEPARTMENTAL PERFORMANCE

Performance information found in this Section is structured and consistent with CSC's Performance, Reporting and Accountability Structure (**PRAS**)¹ as approved by Treasury Board. The Service is currently revising the PRAS. The next Departmental Performance Report will be structured on the new approved PRAS. Performance information contained in this Section refers to the Chart of Key Results Commitments (CKRC) found on page 5.

To complement the PRAS document and respond to changes and environmental challenges, the following Corporate Objectives were established for 1998/99 to 2000/01.

- 1. Implement security standards and practices that will provide a safe environment for staff / offender interaction and for reintegration efforts.
- 2. Substantially increase the number of offenders safely and effectively reintegrated at or soon after eligibility.
- 3. Significantly increase the number of aboriginal offenders safely and successfully reintegrated.
- 4. Develop and implement correctionally appropriate strategies for the care and custody of women offenders with maximum security and/or special needs.
- 5. Foster an environment that contributes to the physical and psychological health of offenders, staff and the general public and the protection of the environment.
- 6. Implement human resource strategies that promote a continuous learning environment and ensure the development of CSC's workforce.
- 7. Expand partnerships and promote consultations as a means to achieve our objectives more effectively and influence the development of, and public support for, criminal justice policy.
- 8. Enhance understanding of CSC's role in protecting the public through effective reintegration.
- 9. Pursue our Mission and Mandate with excellence.

¹Glossary p. 114

As part of our commitment to results-based management and the Government-wide initiative for Improved Reporting to Parliament (IPR), Corporate Objectives are reviewed annually and reported in the **accountability contracts**¹ of senior managers. Results are incorporated into the Departmental Performance Report by Business Line.

Financial Information

Correctional Service Canada – CSC (\$ dollars)

	Amounts
Planned Spending (1998-99)	1,188,487,000
Total Authorities (1998-99)	1,288,011,822
1998-99 Actuals	1,254,513,241

¹ Glossary, p. 114

BUSINESS LINE: CARE *

Objective:* To meet the physical and mental health needs of offenders in accordance with all legal requirements.

Description:* Provision of services related to the needs of the offender population including the provision of physical and mental health care as well as food, clothing and institutional services to offenders.

CSC Mission

Core Value 1 - We respect the dignity of individuals, the rights of all members of society, and the potential for human growth and development.

Excerpt from the Speech from the Throne

One of our goals as a country must be to continue providing all our citizens with access to the highest possible quality of health care and the other tools they will need to enjoy healthy lives as we move into the 21st century.

Business Line Resource Inputs

Human Resources Actual FTEs utilized **1,216** (**9.6%** of total FTEs)

Financial Resources -

Planned Spending (Estimates Part III) \$ 164,904,000 Total Authorities \$ 153,686,000 1998-99 Actual Spending \$ 152,207,697

PERFORMANCE ACCOMPLISHMENTS

The focus of this business line is on the offender, which is reflective of CSC's Mission. Appropriate care of offenders is an integral component of the reintegration effort, as is safe, secure and humane custody.

Numerous accomplishments have been attained. These accomplishments include CSC's National HIV/AIDS Program as a partner of the Canadian Strategy on HIV/AIDS, the harm reduction approach to hepatitis B and C, a collaborative approach with Health Canada in managing Tuberculosis, the focus on the mental health needs of women offenders, an Aboriginal approach in meeting the 'Care' needs of Aboriginal offenders, and research and study of offender suicide and self-injuries. It should be noted that CSC operates in a dynamic operating environment. Hence, emerging issues such as aging offenders have created new challenges.

* The Business Lines, Objectives and Descriptions found in this Section are taken from the PRAS.

¹ Glossary, p. 114

The second component of this business line is the health and welfare of employees because of the working environment and human relationship between offenders and employees. The accomplishments in the areas of the Employee Assistance Program (EAP) and Return to Work Program (RTW) are in recognition of this reality.

DETECT AND CONTROL INFECTIOUS DISEASES.

Key Results Commitments

• Care that ensures health, safety and security of offenders.

The focus with respect to the detection and control of infectious diseases has been HIV/AIDS, hepatitis B and C, and tuberculosis. In response to this challenge, a National HIV/AIDS Program has been implemented, which includes a strong inter-jurisdictional component. A hepatitis B and C harm reduction approach has been implemented. CSC's close collaboration with Health Canada is instrumental in risk-managing tuberculosis.

NATIONAL HIV / AIDS PROGRAM

Research has shown that the rate of HIV/AIDS among offenders is significantly greater than in the Canadian population at-large. Work is ongoing at the national and regional levels to further reduce the spread of HIV/AIDS in CSCs institutions. The results of these efforts are outlined below.

Evaluation Framework and Progress Report on National AIDS Strategy

As a partner in this Government-wide initiative, an accountability framework was approved with respect to CSC's commitments under the new Canadian Strategy on HIV and AIDS (CSHA). CSC will also conduct parallel activities and evaluation.

Prevention and Education

Major accomplishments include:

- A preliminary evaluation of Phase I National Methadone¹ Maintenance Treatment Program (MMT) was conducted. Initial findings, based on a small sample size, indicate an improvement in recidivism rates for inmates enrolled in this Program. To further build on this research, a more detailed evaluation will be conducted in fiscal year 1999-2000.
- ➤ On the issue of offender HIV testing, an anonymous testing pilot project has been initiated with an evaluation to follow. The result of the analysis will determine whether or not to implement anonymous testing on a national level.
- ➤ Implementation of the National Peer Education and Counseling (PEC) Program for HIV/AIDS, which has also been adopted to include specific elements for women offenders.

¹ Glossary, p. 114

Care, Treatment and Support

Major accomplishments include:

- A framework to examine standards of care, treatment and support for offenders living with HIV/AIDS has been initiated.
- ➤ Care options for offenders living with HIV/AIDS, in particular palliative care, chronic care and alternative therapies were examined. An analysis of the information is currently being conducted, including examining the feasibility of starting a pilot project.

Monitoring

Monitoring is essential in the risk management of infectious diseases. To ensure an effective monitoring system is in place, *consultation with Health Canada has resulted in:*

- Needs analysis of the Health Information System (HIS).
- Enhancement of the manual monitoring system for infectious diseases.

Collaboration

The challenge of HIV/AIDS cuts across many jurisdictions. In order for CSC to better position itself in responding to this challenge, it has *expanded its collaborative activities*, *namely*:

- ➤ Reciprocal membership on Health Canada's Federal/Provincial/Territorial Advisory Committee on HIV/AIDS.
- ➤ Participating in Manitoba's ad hoc committee to develop a provincial strategy on HIV/AIDS in provincial facilities.
- Expanding the membership of the National Infectious Disease Steering Committee to include the Chair of the Provincial Medical Officers of Health.
- ➤ Inviting national Aids service organizations (ASO) and international colleagues to participate on working committees.

HEPATITIS B and C: HARM REDUCTION

Offenders are at an increased risk for Hepatitis B and C due to their participation in high-risk activities. The prevalence of Hepatitis B in correctional facilities is about 3%. Two recent sero-prevalence studies in CSC facilities indicate the prevalence of Hepatitis C is about one-third of the incarcerated population. The costs associated with Hepatitis C will also continue to be high due to the high prevalence of offenders with the virus and the expensive drug treatments.

Major accomplishments include:

- A high level of staff and offender participation in the hepatitis B immunization program, which has been in place since 1989. This non-mandatory program is free of charge for all staff and federal offenders.
- ➤ All Hepatitis C infected inmates will be offered Hepatitis A immunization in accordance with the Canadian Immunization Guidelines (1998) by the fall of 1999.
- ➤ Condoms, dental dams, water-soluble lubricant, and bleach have been introduced into CSC facilities.
- Approval of a policy framework making drug treatment available for Hepatitis C positive offenders meeting specific treatment criteria.

TUBERCULOSIS (TB)

The institutional environmental factors that increase the risk of TB transmission are: limited air exchange, a large number of people living in a confined space and the presence of individuals at high risk for TB.

Major accomplishments include:

- ➤ CSC and the Occupational Health and Safety Agency have formed a committee of regional representatives to facilitate the provision of a comprehensive Tuberculosis Prevention and Control Program in all CSC facilities. Health Canada performed an evaluation of this program, with positive results.
- > CSC in collaboration with Health Canada has developed a comprehensive TB tracking system for both offenders and staff.
- > CSC will continue to closely collaborate with Health Canada to ensure that its policies for TB control are in compliance with the appropriate guidelines.
- ➤ Isolation rooms with negative pressure airflow have been established in a number of institutions. These rooms are to house offenders during the infectious stage of their TB illness.
- All staff working in the facilities have their TB status assessed prior to employment, annually, and post-exposure to an identified case of TB.

IDENTIFY AND ADDRESS THE PHYSICAL AND MENTAL HEALTH NEEDS OF OFFENDERS.

Key Results Commitments

• Care that ensures health, safety and security of offenders.

The priorities for fiscal year 1998/99 in meeting the physical and mental needs of offenders were women and Aboriginal offenders. These two groups of offenders create unique challenges, which are different from the general offender population. The issue of aging offenders was also examined, since this age group is on the rise. Lastly, an overview of accomplishments with respect to suicide prevention is provided.

WOMEN OFFENDERS

In meeting the needs of women requiring mental health intervention, a comprehensive strategy has been developed and implementation is on going. Implementation of the Strategy, although well underway, is expected to take several years for the full development of the programs and services. Constant innovation and evaluation will be required, as well as collaboration with provincial and community agencies and resources.

Mental Health Strategy for Women Offenders

The strategy provides a framework for the development of all mental health services whether women offenders are at a regular regional facility, a maximum-security unit or in the community. Implementation is supported by biannual meetings of psychologists and other mental health service providers who share best practices, innovative treatment approaches, and program ideas to ensure high standards. *The strategy includes:*

- ➤ Description of the full range of mental health issues and problems, and the intervention and programming required by legislation and policy to address these issues.
- ➤ Description of the continuum of mental health care from assessment and intervention to community care and the inter-connected nature of all programs and services in support of mental well being for women offenders.
- > Identification of the need to address criminal recidivism.

Implementation of the Strategy is currently underway. *Major accomplishments achieved during fiscal year 1998/99:*

- ➤ A National Implementation Committee for the Mental Health Strategy for Women Offenders, comprised of CSC representatives and community experts, was established. The Committee is undertaking implementation of various aspects of the Strategy. It will provide oversight, leadership and operational support. This will include the development of a multi-year training strategy and the development of various mental health programs and services.
- A Self-Injury Review of the high incidence of self-injury occurring at the Regional Psychiatric Center (Prairie) was conducted. A key recommendation was the establishment of a Clinical Advisory Council, which is to review the recommendations and assess actions taken.

Dialectical Behavior Therapy (DBT)

CSC has implemented DBT in women's facilities and provided orientation training for Wardens and further training/consultation for mental health and front-line staff. DBT is currently the only psychosocial treatment that has demonstrated efficacy in treating Borderline Personality Disorder (BPD), which has been diagnosed in many of the women who exhibit persistent and severe assaultive and self-abusive behaviors. DBT is a systematic cognitive-behavioral approach to working with individuals who meet criteria for BPD. DBT emphasizes teaching and reinforcing adaptive behaviors. Individuals are

taught how to manage emotional trauma; interpersonal effectiveness, distress tolerance/reality acceptance skills, emotion regulation, and mindfulness skills are taught.

Peer Support Team (PST) Program

The PST began in the Prison for Women in the early 1990's. The program consists of intensive training for women to enable them to provide appropriate support to their peers in times of crisis or need. The program paradigm emphasizes intervention that is holistic, women-centered, and client-driven. Moreover, its design and function support the development of autonomy and self-esteem in its participants. Two regions (Quebec and Ontario) established the program in early 1998. In the Atlantic region the program has been operational since January 1999. Data collection for a complete national evaluation report on the PST program will be shortly finalized.

Results of a Pilot Study of the Peer Support Program for Women Offenders

The PST at the Edmonton Institution for Women (EIWF) has been in place since late 1996. The study, which provides an overview and preliminary evaluation of the PST program, was conducted at EIWF. Overall, staff and offenders rated the PST very positively in terms of both process and outcome. The findings suggest that the program's activities are linked to its goals in a valid and logical way, and it appears to have its own place and function at EIWF. Importantly, the program meets key principles of the women's mental health continuum, particularly: access, women-centredness, and client participation.

Intensive Forensic Mental Health Unit

CSC participated on a combined federal and provincial planning committee, led by the Centre for Addiction and Mental Health in Toronto, examining the development of an intensive forensic mental health unit for women offenders. The participants showed interest and as a result are in the early stages of a dialogue.

Internship Program for Psychology Interns

The partnership of the Edmonton Institution with the Psychology Department of the University of Alberta has led to the exploration of research interests in a number of areas by Psychology Interns. Program evaluations conducted by the interns have been completed on the Family Wellness and Parenting Program as well as on the individual Relaxation and Stress Reduction Program.

ABORIGINAL OFFENDERS

In meeting with the specific needs of Aboriginal offenders several accomplishments were achieved. A CSC/Health Canada Joint Project was initiated regarding the provision of services to released Aboriginal offenders, distribution of new program curricula, implementation of a mother/child program, and Elders involvement.

CSC/Health Canada Joint Project

The two departments have been exploring the opportunities for joint ventures for the benefit of Aboriginal offenders access to Aboriginal residential addictions treatment centres and the community addictions' worker network, both of which are funded by Health Canada. Health Canada, through a National Native Alcohol and Drug Abuse Program (NNADAP), supports 52 Aboriginal addictions residential centres and over 800 Aboriginal community addiction workers.

CSC is seeking opportunities for Aboriginal-specific reintegration, accommodations, aftercare support and community programs for federal Aboriginal offenders. To assist in this endeavor, Health Canada has been soliciting support from its regional offices for the establishment of five pilot projects for Health Canada/CSC joint projects for the provision of services to released Aboriginal offenders.

New Aboriginal Program Curricula

Two new program curricula were distributed. The first is a self-help manual for individuals or groups of individuals (material from the manual is also being used to support other Aboriginal offender treatment initiatives). The second is a parenting curriculum, used to address the trans-generational parenting deficits identified by the Royal Commission on Aboriginal Peoples as one of the consequences, for some people, of the residential school experience.

Mother/Child Program

Okimaw Ohci Healing Lodge is the first Women's institution to pilot this program. The result of this program is that it permits children to live on site with their mothers on a full-time basis. The mothers are completely responsible for their children and have taken Parenting, First-Aid and CPR courses as mandatory requirements. Residents and staff all take an active part in raising the children, thus creating a strong family feeling at the Lodge. This is a major milestone in the Canadian correctional system.

Elder Involvement

Elder involvement is the cornerstone of Okimaw Ohci Healing Lodge. The Elders provide teachings and guidance to help the women on their healing journeys. The native way of life, culture and spirituality are taught. Through their actions and teachings, the Elders remind staff and residents alike of the need for kindness and respect.

The Mother/Child Program and Elder Involvement aim at preparing women offenders in becoming law-abiding citizens.

AGING OFFENDERS

The offender population is growing older, as is the Canadian population in general. As of 1998, the offender population over 50 years old was about 12% of the institutional population and 20% of the community population. The current trend indicates that the number of older offenders in the institutions is growing at a much faster rate than that of younger offenders. The period between 1993 and 1998 saw a growth of approximately 10% of older offenders with sentences of three years or more. The anticipated impact of this is higher health care costs because needs will be disproportionate to their numbers (geriatric inmates cost up to three times more to maintain); need for specialized care (e.g. dialysis); need for routine assistance in everyday activities (e.g. hygiene and mobility); palliative and chronic units; and strategies for release to community care.

To deal with these challenges, a National Working Group has been established to identify the issues related to aging in institutions in order to ensure a strategic direction in managing this group of offenders.

Research on Managing Older Offenders: Where Do We Stand?

A study was conducted to gain a better understanding of aging offender issues. The study provided a comprehensive profile of the older offenders in institutions and community settings; analyzed the offender needs, risk, and the combined risk and needs of older and younger offenders in the community settings; and included a discussion on the critical needs of older offenders as revealed by our own data, which were consistent with established findings in research on older offenders. The result of this study indicates that the population of older offenders is growing at a much faster rate than that of younger offenders. Information gained from this research is utilized in making decisions regarding accommodation and future health care services.

SUICIDES

Figures for self-inflicted deaths for fiscal year 1998-99 are reflective of the average over the last eight years as illustrated in the table below. To assist in dealing with this issue, draft guidelines were developed for the implementation of the Peer Support Program. Furthermore, an evaluation and a research study were conducted.

Number and rate of inmate suicides between 1991-92 and 1998-99										
Fiscal Year	Number	Rate per 10,000								
1991-92	16	14.1								
1992-93	11	9.1								
1993-94	24	18.5								
1994-95	14	10								
1995-96	17	12.1								
1996-97	10	7.1								
1997-98	9	6.2								
1998-99	16	12.1								
Average	14.6	11.2								

1997-1998 Retrospective Report on Inmate Suicides

This is CSC's sixth review of inmate suicides. It presents an overview of all self-inflicted deaths in federal custody for the fiscal year 1997/98 and discusses trends since 1991/92. Boards of Investigation studying these incidents generally commended security and health care staff for quick and efficient intervention during these crises. For the most part, policies and procedures were respected and effective communication among staff was noted. However, there is an ongoing need to assess the adequacy of inmate housing in terms of the risk it presents for suicidal inmates. The study shows that additional staff training on suicide prevention would be beneficial. Also, it suggests that suicide

prevention programs (e.g. peer support) in all CSC facilities would be an effective approach to suicide prevention.

Evaluation of the Voluntary Investing in a Viable Affective Life (VIVA) Program

VIVA was created in 1996 to promote mental health and help prevent suicide. Services offered through VIVA are individual meetings, group therapy sessions, peer counsellor training and thematic workshops for inmates. Due to numerous factors, the evaluation can not precisely establish the potential benefits of the interventions. However, it could be stated that VIVA reached its target population: offenders who are in the highest suicide risk group at the start of the program. The evaluation process revealed how various institutional services had made their contribution, and recommended refining and improving the Program.

Status: The recommendations are currently being reviewed at the local and national levels.

Research on Attempted Suicide by Federal Offenders

This research is divided into two parts. Part one focused on identifying characteristics possessed by offenders when they were admitted to the federal correctional system that could be used to differentiate those who later attempted suicide from those who did not. Part two consists of an empirical examination of characteristics, at intake as well as concurrent to the act, which differentiated offenders who committed suicide from those who may attempt. The findings from this research are due in early fall. Knowledge gained from this research will be used in the development of a protocol to assess suicide risk.

PROMOTE THE HEALTH AND SAFETY OF OFFENDERS AND STAFF.

Key Results Commitments

• Care that ensures health, safety and security of offenders.

In fiscal year 1998/99, the Service provided a range of services and programs, and conducted an evaluation of its Employee Assistance Program (EAP).

EMPLOYEE ASSISTANCE PROGRAM (EAP)

The EAP is a confidential and voluntary service supported by management and the unions. The Program is available to all CSC personnel in strict confidentiality, and provides the following help: a listening ear, information, referrals, follow up, promotion of well being and quality of life programs. CSC adopted the Peer Referral model and established retainer contracts with private firms.

This fiscal year, the Program had a utilization rate of 30%, an increase of nearly 6% from last fiscal year. By comparison, the Treasury Board Secretariat has reported that the global EAP utilization rate was 9.6% and 11.0% in 1995/96 and 1996/97, respectively.

The unique correctional environment in which CSC staff operates can in part, explain the difference between CSC's and Treasury Board's global utilization rate. Also, the rate suggests that the EAP is well known among employees. It should be noted that the EAP is used for both personal and work related reasons.

	Utilization of the EAP 1996/97 – 1998/99 (%)												
Year	Work Family Substance Mental/Physical Finances Information Utilization												
	Related	Related	Abuse	Health	&Legal		Rate						
1996/97	37	22	6	20	6	9	23.7						
1997/98	36	20	4	24	5	11	23.9						
1998/99	33	25	4	22	5	22	30.0						

Evaluation of the Employee Assistance Program (EAP)

The evaluation found a high level of commitment to the program by management, staff and the Union of the Solicitor General Employees (USGE). The results of the evaluation represented a strong endorsement of the program and its peer referral system. The evaluation identified a number of areas for improvement such as program promotion, national management/coordination function, program structure, EAP training, service delivery and reporting requirements. The positive findings of this evaluation regarding the satisfaction of the EAP validate the findings of the "All Staff Survey 1997". The survey indicated that over 80% of the respondents would recommend the EAP to a coworker and almost 90% indicated that they were satisfied with the help they had received through the Program.

Status: Action plans are currently under development.

STAFF INJURIES AND ILLNESSES

Based on a six-year average the following was noted for 1998/99:

- a) Total occurrences for 1998 decreased by 307 or 17.8%.
- b) Three out of the four categories decreased.
- c) Disabling injuries increased by 62 or 13.1%. The majority involved Correctional Officers (CXs). Of those CX disabling injuries, the majority involved muscle sprains and strains.

	Staff Injuries 1993 - 1998												
Year	Total	Disab		Dea	ths	Minor in	njuries*	Other ha	Other hazardous				
		inju	ries					occurr	rences				
	#	#	%	#	%	#	%	#	%				
1993	1820	466	25.60	0	0.00	1117	61.37	237	13.02				
1994	1860	454	24.41	0	0.00	1215	65.32	191	10.27				
1995	1702	425	24.97	0	0.00	991	58.23	286	16.80				
1996	1778	451	25.37	0	0.00	1185	66.65	142	7.99				
1997	1772	501	28.27	1	0.06	1096	61.85	174	9.82				
1998	1417	534	37.69	0	0.00	777	54.83	106	7.48				
Total	10349	2831	27.36	1	0.00	6381	61.66	1136	10.98				

* employment injury or an occupational disease for which medical treatment is provided and excludes a disabling injury

As of April 1, 1998, CSC has been responsible for all workers' compensation costs for new injuries and illnesses occurring on or after that date. For fiscal year 1998/99, costs were \$356,142. CSC received \$354,000 from Human Resources Development Canada to cover the costs based on an average of the past three years experience rating. The Cost Recovery Program has increased managerial accountability in the area of work-related injuries and illnesses.

CSC has undertaken initiatives to further strengthen its Occupational, Safety and Health (OSH) Program, including: a revised communications strategy; standardized terms of reference for OSH committees at all levels; standardized national training program for OSH Committee members and managers/supervisors; and dedication of national and regional resources in the area.

An interim instruction was developed, focusing on the management of significant exposure to body and blood fluids. The document provides for medical response to these types of exposures but also confirms the financial support of CSC in paying for prophylaxis medication for affected employees.

Return to Work Program (RTW)

The RTW Program has been in place since September 1996. The program focuses on facilitating the reintegration of injured or ill employees to the workplace in a timely, safe and cooperative fashion. A survey is planned for fall of 1999 to provide feedback from all levels of employees. An evaluation will follow to assess the effectiveness of the Program. CSC is seen as a leader in the arena of disability management and has been approached by many federal government departments to offer training and information sessions.

BUSINESS LINE: CUSTODY

Objective: To provide reasonable, safe, secure and humane control of offenders.

Description: Provision of services relating to the supervision, control and sentence administration of offenders as well as the construction and maintenance of facilities to house offenders.

CSC Mission:

Core Value 1 - We respect the dignity of individuals, the rights of all members of society, and the potential for human growth and development.

Excerpt from the Speech from the Throne

The Government is committed to ensuring that Canada remains a place where Canadians feel secure in their homes and on the streets of their communities.

Business Line Resource Inputs

Human Resources Actual FTEs utilized **5,840** (**45.8%** of total FTEs)

Financial Resources -

Planned Spending (Estimates Part III) \$ 563,584,000 *Total Authorities* \$ 528,059,001 **1998-99 Actual Spending** \$ **521,103,323**

PERFORMANCE ACCOMPLISHMENTS

The focus of this business line is on the provision of reasonable, safe, secure and humane control to the offender population and in doing so, ensuring public safety. One of the key challenges faced by CSC in recent years was a growing offender population. In the last three years, however, the incarcerated population has been decreasing, attributable to fewer admissions and greater numbers of releases.

OFFENDERS ARE MAINTAINED IN THE APPROPRIATE LEVEL OF SECURITY CONSISTENT WITH THE LEAST RESTRICTIVE MEASURES REQUIRED FOR THE PROTECTION OF THE PUBLIC, STAFF MEMBERS AND OFFENDERS.

Key Results Commitments

- Effective population management.
- Secure custody of offenders, using the least restrictive level of incarceration.

CSC's efforts are to ensure the accommodation of a diverse offender population at the appropriately safe, yet least restrictive, level of security, and to facilitate successful reintegration into the community. Initiatives to reintegrate low risk, non-violent

offenders as soon as possible leave a greater proportion of high risk, violent offenders in CSC custody.

OFFENDER POPULATION

The overall institutional population fell by over 250 inmates, from 13,428 to 13,131 (2%). The community population increased by almost 400 offenders, from 8,592 in April 1998 to 8,996 offenders in March 1999 (4.4%).

Offender Population as of March 31, 1999*									
	Total	Men	Women	Aboriginals ²					
Institutions ¹	13,131	12,776	355	2,222					
Community	8,996	8,525	471	958					

¹Note: Federal inmates under provincial jurisdiction are not included.

There was a modest decrease during the fiscal year in the number of offenders in custody between day parole eligibility date and full parole eligibility date, and between full parole eligibility date and statutory release date. This suggests offenders are being released closer to their eligibility dates than in previous years.

The Aboriginal offender population continues to be over-represented in corrections. It is expected to increase, particularly in the Prairie region, due to higher incarceration rates coupled with a birth rate that is greater than the Canadian average. The proportion of Aboriginal offenders in both institutions and in the community rose by 1% (to 17% and 11%, respectively).

The women offender population also increased in both the institutions and the community in 1998-99. It increased by 18.6% in the institutions and 23.6% in the community.

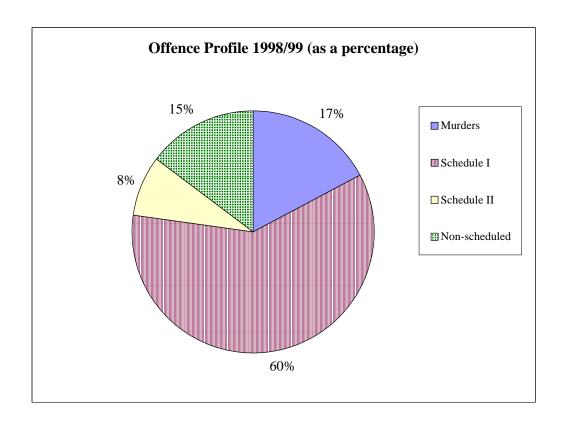
Offenders incarcerated for sex-related offences constitute approximately 17% of the total population, and decreased by approximately 3% from 1995/96 to 1998/99.

The profile of sentence lengths of the incarcerated population has remained stable in the last year. Approximately 30% of the population are serving a sentence of four years or less and 35% are serving 10 years to life.

The CCRA identifies certain specific offences in two schedules attached to the Act. Schedule I offences are those of a violent nature, including crimes against persons. Murders are not included in the schedule but stand alone. Schedule II offences are serious drug offences. The offence profile for fiscal year 1998/99, as a percentage, is illustrated in the following table. The majority of offences being Schedule I with the least being Schedule II.

²Aboriginal offenders are included in the statistics for Men and for Women.

¹ Glossary, p. 114



The offence profile for Aboriginal offenders remains largely unchanged as well. Eighty four per cent (84%) of Aboriginal offenders are convicted of offences under Schedule I of the CCRA and/or murder, 37% are serving four years or less and 24% are serving more than ten years or life.

Sixty six per cent of incarcerated women are serving sentences for offences falling under Schedule I of the CCRA and/or murder. Of the incarcerated women, 49% are serving sentences of four years or less and 22% are serving from 10 years to life.

OFFENDERS ARE MAINTAINED IN THE APPROPRIATE LEVEL OF SECURITY CONSISTENT WITH THE LEAST RESTRICTIVE MEASURES REQUIRED FOR THE PROTECTION OF THE PUBLIC, STAFF MEMBERS AND OFFENDERS.

Key Results Commitments

- Effective population management.
- Secure custody of offenders, using the least restrictive level of incarceration.

DYNAMIC SECURITY

Dynamic Security is defined as all processes, techniques and tools, used by CSC staff, to ensure the safe control and custody of the offender population.

Inmate Classification

CSC is required by law to employ the least restrictive method of incarceration that ensures the safety of the offender, staff and the general public. To this end, offenders should be housed in institutions with a comparable security classification¹ to the offender's security classification. A low rate of offenders housed in institutions where the classification differs from their own classification is a measure of success.

The offender classification tool, called the *Custody Rating Scale*, was modified in fiscal year 1998/99 to better reflect the initial placement of offenders in the lowest possible security level. In January 1999, a Security Reclassification Tool was implemented. It is an actuarial-based tool considering variable factors as an offender progresses through the sentence and is used at regular intervals or prior to a major transfer or release decision.

Offender Security Classification Vs Institutional Security Classification – Regional*

- > The percentage of offenders housed in facilities with a different security classification from the offender's security classification has increased from 7.9% to 9.6% from August 1998 to May 1999. A majority of this rate represents offenders housed at higher classifications. Even if the success rate is nearly 90%, there are acceptable reasons to explain the 10% difference (recent security reclassification, program completion, inmates' preference to remain at a higher security level institution due to proximity of visitors, etc.).
- > The rates of offenders housed in institutions with security classifications different from the offender's security classification have increased slightly in each of the regions.

Oi	ffender S	Security (Classific	ation Vs	Institut	ional Se	curity C	lassifica	tion - R	egional ((%)	
Atlantic Quebec Ontario Prairies Pacific National												
	Aug 98	May 99	Aug 98	May 99	Aug 98	May 99	Aug 98	May 99	Aug 98	May 99	Aug 98	May 99
Offender Class.= Facility Class.	90.0	81.7	91.8	91.3	94.9	94.3	88.3	85.3	93.9	90.9	91.9	89.8
Offender Class.> Facility Class.	2.7	4.0	1.8	1.9	0.7	0.6	0.9	1.4	0.7	1.3	1.3	1.5
Offender Class.< Facility Class.	7.1	13.3	6.3	6.7	4.2	5.1	10.3	11.4	4.9	7.6	6.6	8.1

Offender Security Classification vs. Institutional Security Classification – Women*

> As women offenders are incarcerated in multi-level institutions for the most part, the rate of appropriate placement is higher than that of the general population. The one exception would be the maximum level women offenders who are housed in special wings at medium level male institutions.

¹ Glossary, p. 114

Offender Security Classification vs. Institutional Security Classification – Women (%)											
	Aug 98	Nov 98	Jan 99	Feb 99	Apr 99	May 99					
Women Offender Class.= Facility Class.	96.4	96.3	93.8	94.4	93.9	95.0					
Women Offender Class.> Facility Class.	2.2	1.9	2.6	3.5	3.5	2.7					
Women Offender Class.< Facility Class.	0.0	0.5	0.0	0.4	0.0	0.0					

Offender Security Classification Vs. Institutional Security Classification – Aboriginal*

➤ The Aboriginal rates are very similar to the non-Aboriginal rates.

Offender Security Classification vs. Institutional Security Classification – Aboriginal (%)											
	Aug 98	Nov 98	Jan 99	Feb 99	Apr 99	May 99					
Aboriginal Offender Class.= Facility Class.	92.8	91.0	91.4	91.2	90.6	90.2					
Aboriginal Offender Class.> Facility Class.	1.1	1.5	1.5	1.8	1.4	1.7					
Aboriginal Offender Class.< Facility Class.	5.7	7.1	6.5	6.4	6.6	6.8					

^{*} The data presented only includes federal offenders with a current status of incarceration and who are currently housed in federal institutions. Reception and treatment facilities are excluded. Offenders who are within 90 days of their admission are not included.

OFFENDERS ARE MAINTAINED IN THE APPROPRIATE LEVEL OF SECURITY CONSISTENT WITH THE LEAST RESTRICTIVE MEASURES REQUIRED FOR THE PROTECTION OF THE PUBLIC, STAFF MEMBERS AND OFFENDERS.

Kev Results Commitments

• Secure custody of offenders, using the least restrictive level of incarceration.

CAPACITY

The rated capacity is the approved number of beds. Although numerous variations at the different security levels can be noted, no major change to the rated capacity from the previous year needs to be highlighted except the increased capacity of 100 beds at the Regional Psychiatric Centre in Saskatoon. The table below indicates the rated capacity as of March 31, 1999.

	Rated Capacity as of March 31, 1999											
Capacity	Capacity National Maximum Medium Minimum Mental Reception Health											
Men	13,363	2,101	7,703	2,272	762	525						
Women	388	60	289 33 6									

ACCOMMODATION OF OFFENDERS IS REASONABLE, SAFE, SECURE AND HUMANE.

Key Results Commitments

• Secure custody of offenders, using the least restrictive level of incarceration.

CSC ensures that medium and long term accommodation plans, strategies and standards are consistent with reintegration objectives and research findings, and that housing needs of Aboriginal offenders continue to be addressed. Offenders sharing a cell can increase the level of risk in an institution. A decreasing percentage of offenders in double occupancy is a measure of success.

ACCOMMODATION

The accommodation of offenders has been of particular concern over the last ten years or more, during which time inmates have been required to share cells. In doing so and because of limited resources, CSC has had to postpone its objective of reducing its reliance on double-bunking as a permanent accommodation measure.

DOUBLE OCCUPANCY RATE

This includes both men and women housed in cells designed for one inmate but accommodating two inmates (double-bunking) and cells designed for two inmates and housing two inmates (shared accommodation) as of the end of the fiscal year.

During the last year, the percentage of inmates required to share cell space has been reduced from 30.7% to 25.7%.

ACCOMMODATION OF OFFENDERS IS REASONABLE, SAFE, SECURE AND HUMANE.

Key Results Commitments

- Secure custody of offenders, using the least restrictive level of incarceration.
- Effective population management.

Regional Breakdown

Four out of the five regions have shown a reduction in the percentage of offenders in double occupancy from February 1998 to April 1999. The increase in the Atlantic Region is mostly due to the construction of shared accommodation.

	Double Occupancy Rate – Regional (%)*											
Atla	ntic	tic Quebec Ontario Prairies Pacific M				National						
Feb 98	Apr 99	Feb 98	Apr 99	Feb 98	Apr 99	Feb 98	Apr 99	Feb 98	Apr 99	Feb 98	Apr 99	
12.3	20.8	17.7	16.7	29.9	18.0	29.4	26.6	21.6	15.2	23.7	19.8	

^{*}The data includes all offenders who have an occupied bed status in a federal institution whose cell contains at least one other occupied bed. Reception facilities are excluded but facilities with reception units are included.

National Breakdown

- Women offenders have increased their double occupancy rate due to the fact that women facility requirements are based on statistical information dating back to 1989 and there has been a constant increase in women incarcerated throughout the 1990s. Planned increased capacity will alleviate this problem.
- The double occupancy rate for aboriginal offenders has been decreasing at a similar rate to that for non-Aboriginal offenders.

AUDIT ON THE PRE-OPENING OF FENBROOK INSTITUTION

Pre-opening audits designed to assess an institution's preparedness to accept offenders are now required for all new CSC institutions.

Fenbrook Institution successfully met requirements and has commenced accepting offenders.

ACCOMMODATION OF OFFENDERS IS REASONABLE, SAFE, SECURE AND HUMANE.

Key Results Commitments

Extensive use of community-based corrections.

COMMUNITY BASED NEW ACCOMMODATIONS¹

CSC's increased efforts towards offenders' safe reintegration, combined with the recent fluctuation of the offender population, may result in a different distribution between community and institutional populations.

As part of CSC's reintegration strategy, it is important to increase the number of community-based residential beds. The Service is doing so by seeking citizen advice regarding location of sites and by expansion / relocation of CSC and non-government community-based residential facilities. This year's new contracted facilities are Maison Décision and Booth House Community Residential Facility.

¹ Glossary, p. 114

ACCOMMODATION OF OFFENDERS IS REASONABLE, SAFE, SECURE AND HUMANE.

Key Results Commitments

- Secure custody of offenders, using the least restrictive level of incarceration.
- Effective population management.

HIRING OF 1000 CORRECTIONAL OFFICERS (CXs)

In April 1998, Treasury Board approved the hiring of 1000 additional full-time indeterminate Correctional Officers over a three-year period to enhance the overall effectiveness of the Service. These additional resources were approved in order to improve security control and support measures and will require resourcing of \$40.5 million per year. Support measures are used to increase interaction between Correctional Officer and offenders in order to anticipate and prevent incidents. In addition, officers play a key role in reintegration activities by effectively managing and assisting offenders in reintegrating themselves as law-abiding citizens. The implementation plan and evaluation frame-work are currently being developed, prior to being submitted to CSC Executive Committee this fall.

CONTROL OF OFFENDERS IS CONSISTENT WITH THE RISK THEY PRESENT TO THEMSELVES, OTHER OFFENDERS, STAFF AND THE PUBLIC.

Key Results Commitments

• Effective population management.

SECURITY TASK FORCE

The Task Force was established to examine state-of-the-art prison environments that optimize staff/inmate interaction and safe reintegration. The Task Force will focus on the following:

- ➤ Review of current security policies and practices in order to determine future requirements for development.
- Assessment of the effectiveness of CSC strategies for managing gang leaders and members in CSC institutions, including the evolution of Aboriginal youth gangs.
- Examination of the inmate sub-culture and the correctional officer culture to determine how more positive inter-relationships between inmates and staff can be achieved.
- ➤ Proposal of training for Correctional Supervisors and improvements in recruiting, career management and training for Correctional Officers.
- Review of ways and means of improving the management of information, particularly the reporting of and reaction to serious incidents.

The work of the Security Task Force is specifically linked to initiatives being undertaken in Great Britain and includes members from other countries, women and Aboriginal groups. The Task Force Report is expected in fiscal year 1999-2000.

The primary focus is to ultimately implement security standards and practices that will provide a safe environment for staff/offender interaction and for reintegration efforts. CSC is addressing the significant problems of infectious disease and drug addiction from both a health and security perspective. This challenge is complicated by the fact that a significant number of inmates have been and may continue to be associated with criminal The activities and influence of the members of gangs and criminal organizations pose a serious threat to the safe, secure, orderly and efficient management of institutional operations and to the reintegration mandate.

ADMINISTRATIVE SEGREGATION¹

Administrative segregation is an interim population management measure. It is intended to segregate inmates who must be kept from associating with other inmates in the general population, for safety and security reasons. It is considered only after all other options have been considered inappropriate. The placement is reviewed continually with the view to returning the inmate to the general population of the current institution, or until transfer arrangements to another institution can be made. There are two types of administrative segregation: voluntary segregation¹ is a means to provide protection to individuals, and involuntary segregation provides protection to others and to the institution, or allows for investigations to be completed.

CSC has created a senior position in each region to monitor the administrative segregation review process. This will ensure compliance with the law, well-trained institutional staff and reintegration of segregated inmates at the earliest time into a less restrictive institutional population.

As shown in the table below, while involuntary segregation has decreased slightly this fiscal year from the last, voluntary segregation has increased.

	Administrative Segregation 1997/98 – 1998/99*											
Voluntary Involuntary												
	Atl	Que	Ont	Pra	Pac	Nat	Atl Que Ont Pra Pac N					Nat
1997/98	229	769	630	421	262	2,311	531	1,683	1,268	1,053	963	5,498
1998/99	302	302 826 681 505 206 2,520 544 1,748 1,329 1,131 670 5,422										

^{*} Segregation cases active at some time during the year.

During 1998-99, the Segregation Program was piloted, in accordance with the Segregation Task Force recommendations, to implement and evaluate new approaches to motivate and prepare offenders for safe return to the general population.

¹ Glossary, p. 114

AUDITS

Selected audits are conducted using the internal audit approach of Her Majesty's Prison Service in Great Britain. The approach is focussed on compliance and accountability, with the performance of the operational units rated against standards. The process provides a compliance assessment of aspects of responsibility centres' activities, based on pre-determined standards. The combined ratings provide for a total compliance score that facilitates comparisons.

Audit on Segregation

In keeping with the findings of the Task Force on Segregation, the audit report on Segregation was the fourth in a series of segregation audits conducted over the last few years. The audit was limited to two institutions in each region and included an examination of procedures at select facilities for women.

Status: The results indicated an overall high rating of compliance.

Audit on the Special Handling Units (SHU)

The purpose of the Special Handling Unit (SHU) is to create an environment in which dangerous inmates are motivated and assisted to behave in a responsible manner to facilitate their integration in a maximum-security institution. A dangerous offender is one whose behavior causes serious harm or death or seriously jeopardizes the safety of others. This determination can be based on a single significant behavior, or on a series of violent behaviors.

The audit on the Special Handling Unit, assessing both the efficiency and effectiveness of the Unit and regular reporting on compliance to related policies, was completed in May 1998. The audit had 4 recommendations:

- 1) The policy on the involuntary transfer process should be modified to include identification of all alternatives explored, and an explanation stating why the transfer to the SHU is the only reasonable alternative available.
- 2) All institutions should be reminded that inmates are to be advised (in writing) of their right to legal counsel.
- 3) The National Review Committee (NRC) and SHU should ensure that decisions are recorded in the OMS and in the minutes of NRC meetings for all cases with a SHU status, in order to ensure the continuity of the case review and the respect of timeframes regarding follow-up reviews by the SHU and resulting decisions by the NRC.
- 4) NRC and the SHU should ensure that the quality of documentation be improved with respect to providing the reason for the inmate's transfer to the SHU, and ensure that the decisions taken are carefully explained and show the status of the inmate with respect to the SHU. Inmates are advised that NRC decisions can be grieved directly to the third level.

Status: All corrective measures have been implemented.

Audit on the Interception Of Communications

The audit assessed the effectiveness of systems in place to monitor inmate's communications (written, telephone or in person in the visiting area) and was completed in March 1999. The audit was conducted at a sample of institutions in all five regions.

The audit had 3 significant recommendations:

- 1) Amend "Visitor Application Form" to include a warning to visitors that their oral, visual or telecommunications with inmates may be intercepted.
- 2) Amend the Standard Operating Practice to establish a limit on the initial and subsequent periods of interceptions to encourage a review of the case.
- 3) Ensure that all institutions make a private telephone (not hooked into the interception system) available for inmate-privileged telephone conversations.

Status: Of the three recommendations, recommendation #1 has been implemented. For the remaining recommendations, policy is presently in draft form awaiting approval.

Audit on Search and Seizures

The audit examined the overall search program in place at institutional facilities to ensure that policy and procedures are in place and are maintained in accordance with Sections 47-67 of the Corrections and Conditional Release Regulations (CCRR) and Sections 43-59 of its regulations. The audit had 5 recommendations:

- 1) Regions should ensure that all institutional search plans are reviewed to ensure that all types of searches are being conducted on a routine basis and include indication when specialized equipment and/or means are used to conduct each type of search.
- 2) Consideration should be given to the use of one national form to document all searches, and that each institution ensure monthly monitoring of compliance with the institution's search plan and corrective action where deficiencies are noted.
- 3) The Standard Operating Practice relating to searches should take into consideration the discrepancy with respect to disciplinary charges.
- 4) Form "Request and Authorization for Search" should be modified to ensure that visitors are advised of their right to legal counsel.
- 5) Training should be provided to staff at all levels involved in the authorization and/or conduct of routine and non-routine searches, and institutions should ensure ongoing monitoring and corrective action with respect to all types of searches.

Status: Action plans are currently under development.

INVESTIGATIONS

National

In 1998-99, there were 23 national investigations convened to examine serious incidents in institutional facilities (14) and in the community (9). In the institutions, investigators examined six murders, two forcible confinements, one major disturbance, two escapes, two incidents of death (overdose/suicide), and one exceptional search. In the community, eight murders and one forcible confinement were investigated. While it was found that staff responded to incidents with professionalism and that supervision of inmates and conditionally released offenders was adequate, the issue of identifying and not sharing critical information was a common finding.

Among compliance issues were findings that have emerged in previous investigations, such as personal portable alarms not being worn, inmate movement and monitoring not

properly executed, and the nature and frequency of contact with offenders not in accordance with standards. Lessons are nevertheless learned from investigations and results are widely distributed so operations can become more effective.

Regional

Of the 209 incidents that prompted regional investigations in the 1998 calendar year, 172 investigations were completed in the institutions and 37 investigations were completed in the community. Among those completed in the institutions, 14 involved suicides, 36 deaths by natural causes, 43 major assaults on offenders and eight major assaults on staff. Among those completed in the community, 10 involved deaths by natural causes, one suicide and the remainder involved new criminal charges, either laid or pending, on supervision cases.

CONTROL OF OFFENDERS IS CONSISTENT WITH THE RISK THEY PRESENT TO THEMSELVES, OTHER OFFENDERS, STAFF AND THE PUBLIC.

Key Results Commitments

- Effective population management.
- Secure custody of offenders, using the least restrictive level of incarceration.

SECURITY INCIDENTS

Institutional Incidents-National

In general terms, the number of institutional security incidents decreased in the last fiscal year. CSC will continue to monitor closely those that are of a particular concern to public safety and effective corrections as is indicated in the table below:

- The number of escapees from minimum institutions increased by 37.7% from the last fiscal year. There were 106 escapees but this total was still below the ten-year average which stands at 121.7. There were 82 escapes, involving 106 inmates. Of the 106 escapees, 16 escapes involved two inmates from the same institution at the same time, two escapes involved three inmates from the same institution at the same time and one escape involved five inmates from the same institution at the same time. As of March 31, 1999, 99 of the 106 inmates had been recaptured: 81 were recaptured within one month of their escape. To date, 105 of the 106 inmates have been recaptured and of these, 28 inmates committed new offences while illegally at large. Six inmates are facing charges of a violent nature: four are facing robbery charges, while one of the remaining two is facing an armed robbery charge and the other a kidnapping charge.
- ➤ The number of escapees from medium institutions increased by one, but is still below average for the past 10 years. There were 4 escapes involving 5 inmates. Of the 5 escapees, 4 were recaptured the day of the escape and the other was recaptured within a month of the escape. Three of the escapees committed new offences while illegally at large.

➤ The number of institutional murders rose by 4 this year: it is still about average for the past 10 years.

	Ins	titutior	nal Inci	dents-l	Vationa	l (1989	-99)				
Incidents	Ave		Totals								
	1989-99	98 -	98 - 97 - 96 - 95 - 94 - 93 - 92 - 91 - 90 - 89 -								
		99	98	97	96	95	94	93	92	91	90
Murders	4.6	6	2	5	2	7	6	6	4	6	2
Escapees(min.)*	121.7	106	66	47	51	99	203	191	188	142	124
Escapes(med.)	6.2	4	3	2	5	12	5	5	6	11	9
Escapes	1.2	1	1	5	1	0	0	0	0	3	1
(max/multi-level)											

The data is based on absolute numbers and does not take into account the fact that the population in minimum security institutions has steadily increased over the past 10 years from 1,201 inmates in 1989-90 to 2,350 in 1998-99. As a result, the rate of escapees per 100 offenders has decreased from 10.3 in 1989-90 to 3.9 in 1998-99.

Community Incidents-National

In general terms, the number of security incidents in the community decreased in the last fiscal year. As more reintegration initiatives are implemented through CSC's partnership with community stakeholders, there will be a positive impact on offenders reaching warrant expiry date without re-offending.

- As indicated in the table below, the figures for fiscal year 1998/99 with respect to murder and manslaughter, attempted murder and manslaughter, armed robbery, and sexual assaults are below the seven year average.
- ➤ The number of inmates being released on day parole, full parole and statutory release increased by 7.1% since last year.

	Community Incidents-National											
Incidents Average Totals												
	1992-99	1992-99 1998-99 1997-98 1996-97 1995-96 1994-95 1993-94 1992-93										
Murder & manslaughter	11.4	7	9	10	15	16	16	21				
Attempted Murder & manslaughter	10.8	6	9	7	15	13	9	17				
Armed Robbery	87.8	70	80	91	71	113	102	88				
Sexual Assaults	34.7	32	23	31	22	49	43	43				

CONTROL OF OFFENDERS IS CONSISTENT WITH THE RISK THEY PRESENT TO THEMSELVES, OTHER OFFENDERS, STAFF AND THE PUBLIC.

Kev Results Commitments

• Effective population management.

USE OF FORCE

The aim of the Service's policy on the use of force is to assist and encourage offenders to the extent possible, and to control only to the extent necessary. Staff is to employ only as much force as is necessary to gain control of the offender(s). Every reasonable step must be taken to explore and assess alternatives to the use or an escalating in the use of force. It must always be proportional to the risks and circumstances.

There has been a decrease in all instances where force had to be used last year, except in the use of chemical agents, and a slight increase in the use of warning shots. The increase in these two areas may be attributable to the fact that they are primarily used to control uncooperative and aggressive inmates to reduce the possibility of injury to staff and inmates.

Use of Force 1997/98 – 1998/99												
Reg	Chemical Agent		Other		Physical Restraint		Restraint Equipment		Warning Shot		Total	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Atl	37	31	6	7	83	62	52	40	2	4	180	144
Que	44	69	4	5	66	69	41	53	15	18	170	214
Ont	42	30	5	7	66	101	79	51	2	0	194	189
Pra	20	27	13	5	71	68	43	63	0	0	147	163
Pac	4	4	5	7	75	55	143	104	1	0	228	170
Nat	147	161	33	31	361	355	358	311	20	22	919	880

NATIONAL DRUG STRATEGY

Drug trafficking and drug use generate significant physical, psychological, social and economic harm to individuals and to society. Within the correctional context they impact on CSC's ability to provide safe, healthy, drug-free institutions, on the success of reintegration initiatives and on our ability to protect the public.

At the same time, CSC is faced with an increase in infectious diseases that is directly related to drug use, both prior to and during incarceration. There is now a greater possibility of acquiring these diseases while incarcerated and of spreading them to staff, visitors, and the community at large.

CSC initiated a review of its Drug Strategy to integrate drug interdiction, treatment and health care initiatives under a harm reduction model. An Interdepartmental Working Group met and identified a number of options, opportunities and barriers which need to be addressed to enhance CSC's contribution to the protection of the public. Extensive collaboration with communities, criminal justice partners, staff and offenders will be essential to develop strategies that work.

CSC's Executive Committee will review a framework for integration of prevention/control initiatives, treatment programming and health services. Key to this framework will be alignment of CSC's strategies with the goals and principles of Canada's Domestic Drug Strategy. Executive Committee approval for consultations is pending. CSC was also a participant in developing Canada's Enhanced Drug Strategy.

CSC is fully supportive of the harm reduction goal, which is the fundamental thrust of Canada's Domestic Drug Strategy, and has provided input into the development of the Memorandum to Cabinet on the Domestic Drug Strategy.

URINALYSIS PROGRAM

The Urinalysis Program was introduced in 1992, with passage of the Correctional and Conditional Release Act (CCRA). It provides vital information to staff as to the positive rate, the type of substances found and the ratio of substances in every positive sample.

On a monthly basis, CSC randomly tests 5% of its population. During fiscal year 1998-99, a total of 52,346 urine samples were taken from offenders. There were 11,871 urine samples taken in institutions and 40,475 urine samples taken from offenders on conditional release.

Samples Tested Positive 1997/98 – 1998/99*														
	Institutional Random Samples (%)							Community Samples (%)						
	Atl	Que	Ont	Pra	Pac	Nat	Atl	Que	Ont	Pra	Pac	Nat		
1997/98	17.3	15.3	14.6	9.4	13.5	13.7	17.8	14.6	19.4	16.2	21.9	18.1		
1998/99	21.0	13.4	15.8	7.5	10.9	12.8	18.0	13.7	20.1	14.3	21.4	17.2		

^{*} More than one drug type may be found in a positive sample.

Drug Types Found in Positive Samples

The Service has been monitoring the type and proportion of substances found in positive urine samples since the implementation of the Urinalysis Program. In the past, and even now, there is a concern that offenders would move from softer drugs to harder drugs. The main argument is the average clearance time for hard drugs such as cocaine and heroin versus soft drugs such as marijuana and hashish. That is, 48-72 hours for the hard drugs compared to 7 to 21days for the soft drugs. So far, this concern has not been validated.

In fiscal year 1998-99, THC¹ (marijuana/hashish) was found in 67% of positive samples, while Opiates¹ were found in 15.9% and Benzodiazepines¹ were found in 8.5% of the positive samples in CSC institutions. Of the offenders on conditional release, 50% of positive samples contained THC (marijuana/hashish), 26% contained Opiates and Cocaine was found in 21% of the positive samples.

Other than a small increase in opiate use that is consistent with societal trends and abuse of prescribed medication, we have not seen a significant increase from soft drugs to hard drugs in order to circumvent urinalysis testing. In fact, consumption patterns have not changed since 1993. Marijuana, hashish and prescribed drugs remain the substance of choice, likely because of their price and availability. However, as the influence of the Asian gang is felt across the country and the cost of opiate drugs goes down, an increase in opiate use can be expected, especially in the larger urban areas.

Drug Seizures - Drug Types Seized

During the last fiscal year, there were 1,557 drug seizures reported in federal institutions across the country. Alcohol was seized in 40% of the cases while THC was seized in another 27%. The other most common drug types found were Opiates (6%) and Cocaine (2%). Drug paraphernalia was reported found in 24% of seizures. (More than one drug type or material found may be reported in a seizure).

Evaluation of the Urinalysis Program (UAP)

The evaluation was conducted to comply with a requirement of the 1993 Evaluation Framework and to inform Senior Management on whether the program was meeting its objectives. The review recommendations focused on random sampling, frequency of testing, UAP mandate, program management, case management, electronic observation, section 66 (1)(e) of the CCRR, application consistency, training, forms management, accountability and responsibility, liability insurance, financial authority and program assessments.

Status: Recommendations are currently under review.

ORGANIZED CRIME AND GANGS

During 1998-99, CSC continued to monitor the relationship between criminal affiliation and incidents involving drugs and violence and improve the management of gang-related activities in its institutions.

The number of offenders within CSC that are associates or members of criminal organisations continues to fluctuate around 1,400. Currently there are 1,442; a decrease of 30 since April 1999, and ending a slow rise in numbers over the past two years. 8.1% of the institutional population and 4.7% of the community population have been identified. This represents a rise in institutional percentage (6.9% in April), attributed in part to the increase in Aboriginal Gangs in the Prairie Region, and a decrease in parole percentages (5.1% in April), despite an increase in numbers of gang members on parole.

¹ Glossary, p. 114

Currently there are 48 separate gangs or gang types in the institutions and 43 in the community. This represents no change for institutions but an increase of 24 gang types for the community. Some of these organizations were established in the community, but have a presence within our institutions. Others were formed within our institutions. Bikers, Aboriginal and Street Gangs are the most prevalent in institutions with Traditional Organised Crime, Bikers and Aboriginal Gangs being the largest groups in the community. This represents a totally new make-up of gangs under supervision. Traditional Organised Crime has replaced the Bikers as number one and Aboriginal Gangs have replaced Street Gangs as number three.

Major accomplishments include:

- > CSC undertook a research study on gang membership. This study will be completed in fiscal year 1999-2000. This information will be used to develop a *Disaffiliation Strategy* and intervention strategies for the various groups.
- ➤ A gang management database has been established and is being used by all institutions across the country. It will be expanded to include parole offices in 1999/2000.

BUSINESS LINE: REINTEGRATION

Objective: To actively encourage and assist offenders in becoming law-abiding citizens.

Description: Provision of a range of services and programs, in institutions and community offices, designed to promote the reintegration of offenders, including: case management; psychological and chaplaincy services; residential services; academic and vocational training; employment and occupational development; personal development programs; and other programs designed to address specific cultural, social, spiritual and personal needs.

CSC Mission:

Core Value 1 - We respect the dignity of individuals, the rights of all members of society, and the potential for human growth and development.

Core Value 2 - We recognize that the offender has the potential to live as a law-abiding citizen.

Core Value 4 - We believe that the sharing of ideas, knowledge, values and experience, nationally and internationally, is essential to the achievement of our Mission.

Excerpt from the Speech from the Throne

The Government will help protect the right of all Canadians to feel safe in their communities by working with other governments, the private sector and voluntary groups.

Business Line Resource Inputs

Human Resources Actual FTEs utilized **4,031** (**31.6%** of total FTEs)

Financial Resources -

Planned Spending (Estimates Part III) \$ 357,039,000 *Total Authorities* \$ 453,154,432 **1998-99 Actual Spending** \$ **438,995,838**

PERFORMANCE ACCOMPLISHMENTS *

*For further information on conditional release decisions, please refer to the National Parole Board Web Site at http://www.npb-cnlc.gc.ca

KEY CRIMINOGENIC FACTORS AND INTERVENTION STRATEGIES ARE IDENTIFIED IN INTAKE ASSESSMENTS.

The majority of citizens sentenced to incarceration in federal institutions will return to society at some point in time. Many can safely do so before the end of their sentences. Determining the factors that contributed to a person committing crimes and assigning

appropriate correctional interventions to address those factors is a primary function of the Correctional Service.

In fiscal year 1998/99, 4400 newly sentenced men and 230 women were received in CSC intake units. In February 1999, CSC introduced the completion of sentence-wide Correctional Plans for each offender at the intake stage, a major step forward in ensuring the identification of intervention strategies to be used before and after conditional release, and supporting preparation of offenders for conditional release.

CORRECTIONAL INTERVENTIONS ADDRESS KEY CRIMINOGENIC FACTORS.

Key Results Commitments

- Assessment of the potential for individual offenders to reintegrate.
- Reintegration of offenders as law-abiding citizens.

CSC'S RESEARCH CAPACITY

The primary focus of research is to create a knowledge base about what works to promote safe reintegration (i.e., classification, programming, community supervision). It also led to operational efficiencies.

Major accomplishments include:

- ➤ The research-based Offender Intake Assessment process was given a "Best Practice" award by the American Correctional Association in 1998.
- ➤ The design and development of an intensive program for persistently violent (non-sexual) offenders was successfully piloted. It is expected that persistently violent offenders must demonstrate acquisition and application of skills for successful program completion. Of special note, a manual for the program has been published, and an international panel of experts accredited this research-based, treatment program.
- ➤ An offender employability evaluation scale was developed and implemented.
- ➤ The Custody Rating Scale, a security level placement tool, was re-calibrated to better fit the offender population.
- A security reclassification scale for male offenders was tested and implemented nationally.
- ➤ Focused research on over 1,000 sex offender treatment completions between 1993/94 and 1996/97 yielded positive results on recidivism reduction through effective programming.
- ➤ In collaboration with the Federal/Provincial/ Territorial Heads of Corrections, research activity began on creating a five-volume compendium on effective correctional programming and best practices across all jurisdictions in Canada.

- ➤ Corrections Research Forum '99, *In Support of Good Corrections: Research to Practice*, brought CSC and Canadian academics together to discuss more ways to achieve effective corrections.
- ➤ The second Aboriginal Research Meeting initiated five research projects in the areas of Aboriginal offender treatment programs, enhancing community reintegration capacity and a related review of Fetal Alcohol Syndrome.
- ➤ 4,500 subscribers in 60 countries to *FORUM on Corrections Research* indicate that Canada is on the right path in the area of correctional research.

For a complete title listing of 1998-99 CSC's research publications, please refer to Section VI of the report or access the comprehensive listing of full-text publications on the Service's Internet Site at http://www.csc-scc.gc.ca

CORRECTIONAL INTERVENTIONS ADDRESS KEY CRIMINOGENIC FACTORS.

Key Results Commitments

• Quality preparation of offenders for release.

The Correctional Service's strategy is to assist offenders to address factors relating to their criminal behavior and to reduce the chances of re-offending upon release, thereby contributing to public safety. Every offender has a correctional plan that defines individual programming needs and therapeutic interventions that will address these needs. The plan and the progress are reviewed regularly, to determine whether goals and objectives are being met and to identify whether the level of risk the offender poses has been diminished. The importance of continuity between institutional programming, and services offered as follow-up in the community once the offender is released, is also stressed.

CORRECTIONAL INTERVENTIONS ADDRESS KEY CRIMINOGENIC FACTORS.

Key Results Commitments

• Programs that address criminal behavior.

CORE PROGRAMS

To meet offenders' needs identified at the intake assessment stage, several core programs have been developed.

Educational Programs

As approximately 62% of offenders test below Grade 8, and 80% are lower than Grade 10, literacy education programs are offered to raise the educational level of offenders to at

least Grade 10. All literacy programs are provincially accredited and, as part of the literacy program, some institutions provide a special learning strategy class to address the needs of learning disabled offenders. Secondary and post-secondary education is also available.

Vocational Programs

These programs are designed to teach skills to offenders that are required for trades. Programs vary from one institution to another and include training in areas such as auto body repair, carpentry, general machine shop, welding, small gas engine repair and horticulture. Offenders participating in training accumulate hours towards certification by the provincial governing bodies.

Employment Programs

Employment programs are designed to create good working habits and general job success skills (punctuality, working under direction, meeting commitments, personal initiative, etc), as well as job specific skills. They include a variety of institutional maintenance, cooking, and cleaning work placements. CORCAN¹ provides employment training in a number of specialized areas including agribusiness, graphics, textiles, data processing, construction, manufacturing and industrial production.

Living Skills Programs

Programming consists of a series of six programs directed towards meeting the needs of offenders throughout their sentences and preparing them for reintegration into the community. They target thinking errors, attitudes and inadequate interpersonal skills that lead offenders to be involved in anti-social behavior. The programs are: cognitive skills, living without violence, parenting skills, anger and emotion management, leisure education and community integration.

Research indicated a reduction of 8% in the readmission rate and a 16% reduction in recidivism for offenders who completed programs in the institutions. community setting, the results were even more promising with a 39% reduction in the readmission rate and a reduction of 66% in re-convictions.

Substance Abuse Programs

Substance abuse is identified as a problem for about 70% of the offender population. The link between substance abuse and criminal behavior varies according to the severity of the substance abuse problem. The programs offered consist of a range of nationally managed alcohol and drug programs. The Offender Substance Abuse Pre-Release Program (OSAPP), or ALTO in Quebec, teaches skills to help reduce the likelihood of an offender abusing drugs or alcohol after leaving a federal institution. "Choices" is offered in the community, to provide support and expand on lessons learning during OSAPP. For Aboriginal offenders, the Aboriginal Substance Abuse Program is now well established as a core program.

¹ Glossary, p. 114

Sex Offender Treatment Programs

These treatment programs focus on identifying the nature and pattern of the offender's behavior and providing self-management and control skills that may reduce the risk of recidivism. CSC has improved its specialized sex offender assessment at the intake stage, as well as the range of treatment services provided in institutions and communities. This allows for the appropriate matching of treatment to factors such as risk, need, responsivity and motivation. Inmates may participate in high, moderate or low-intensity programs, while community programs are either structured for higher risk individuals or for maintenance/relapse prevention. Program placement must be based on the offender's risk to re-offend, treatment needs, motivation to participate in treatment and the ability of the program to meet these targets.

Research has examined how many federal sex offenders who had completed specialized treatment commit new sex crimes while on conditional release or after their sentence is completed. An early study, between 1991 and 1994, found that among all released sex offenders (with an average follow-up of 3.5 years), about 1-in-3 were convicted of a new offence and less than 1 in 10 for a new sex offence. The average rate of sexual recidivism among released federal sex offenders is considerably lower relative to other published studies (average 13%). This is about half the rate of others. However, between 1994 and 1998, among treated and released federal sex offenders (with an average follow-up of 3.5 years), about 1-in-25 were convicted of a new offence and less than 1-in-33 for a new sex offence. The average rate of sexual recidivism (3.3%) among treated and released federal sexual offenders is considerably lower relative to all released federal sex offenders. Again, about half the rate of all federal sex offenders. The success rate for sex offenders who had completed treatment and then released is among the highest in recent years.

Family Violence Programs

It is established that 20% of the offender population is at high risk for violence in the family or in other intimate relationships and a further 20% is at moderate risk. The programs target previous abusers and those at risk of becoming abusive. These programs provide information and teach specific skills to reduce the incidence of family violence among the offender population. This involves the development of educational and intervention programming in institutions and the community.

Aboriginal Programs

These programs developed in consultation with and for Aboriginals focus on parenting, substance abuse, cognitive skills training, spiritual services and liaison, and on the Balanced Lifestyles and Way of Life programs. They are offered as complements to the core programming to address the specific needs of the Aboriginal population.

Women Offenders Programs

Most programs have been specially designed for women; others have been modified to ensure that the context of women's lives is reflected in the material. The core programming has been modified to address these needs. Programs include literacy and continuous learning programs, living skills, substance abuse and survivors of abuse/trauma programs.

Ethnocultural Programs

These programs focus on promoting the meaningful participation of offenders with diverse cultural backgrounds in CSC's core programs, so that cultural or ethnic values, beliefs, learning styles and communications methods are respected and understood.

Correctional Industries Program (CORCAN)

This program, which operates both in the institutions and community, offers offenders work experience and training designed to closely replicate private and public sector work environments. CORCAN trainees are employed in the manufacturing of goods and the provision of services, which are marketed to federal, provincial and municipal governments, and non-profit organizations. CORCAN employs about 15% of the incarcerated offender population in 32 institutions across Canada.

NEW AND AMENDED PROGRAMS

Institutional

- ➤ National Core Sex Offender Program The draft content of a national core sex offender treatment program was developed and presented for consultation both internally and externally. Based upon feedback from the consultations, the draft program content and proposed standards were revised and subsequently presented for review and consultation with an International Accreditation Panel in November 1998. This panel reviewed the program content and the proposed process of implementation and provided recommendations for revision and for the development of an assessment battery. The proposed Standards for the Provision of Assessment and Treatment Services for Sex Offenders were presented to all regions for review and consultation.
- ➤ **High Intensity Substance Abuse Program** It is expected that a pilot will be ready for implementation in the fall of 1999. A community component to this program is also being developed. Best practices were shared with the American Correctional Association's publication on *Best Practices in Corrections for Substance Abuse Treatment*.
- > Standardised High Intensity Family Violence Program The work included meeting with focus groups, drafting a Program Manual, and selecting staff to develop and deliver a pilot program at Springhill Institution. A review of the Manual was completed by international experts. An Accreditation Panel will review the pilot program once completed.
- ➤ Violence Prevention Program This program is specifically directed at high-risk offenders with an established history of violent criminal behaviour. The Violence Prevention Program is the most intensive service offered by Reintegration Programs. The resource allocation and intervention strategies are based on the profiles and characteristics of the target population in an effort to meet the challenges posed by this diverse population. Program delivery is proceeding according to schedule at one site in each of the five regions and at the Special Handling Unit. Program expansion and evaluation activities are outlined for the coming year.

Community

The development of the **Integrated Community Corrections Strategy** started in fiscal 1998-1999. The strategy is a wide-ranging approach to community supervision that stresses community ownership, partnership, restorative justice principles and a greater role for volunteers and Non Governmental Organizations (NGO) in the approach to supervision of offenders returning to their communities of origin.

- There was extensive consultation on the *Integrated Community Corrections Strategy* within CSC and with community partners across the country in the spring. The report will be finalized in fiscal 1999/2000. The results of these internal and external consultations will be presented to CSC's strategic planning conference in November 1999.
- A Study Group was assembled and completed a review of the *Role of Community Correctional Centres* (CCCs)¹. The report will be submitted to CSC's Executive Committee in fiscal year 1999/00.
- ➤ A Program Workload Study was conducted in the fall/winter of 1998. The results are currently under review for submission to the Executive Committee. This study proposes program workload standards and methodologies for identifying resource requirements for the delivery of correctional programs in the institutions as well as in the community.
- The Integrated Community Programs Framework Strategy offers a number of options to meet the challenges of program delivery in the community. These options focus on ensuring that offender needs are being addressed, despite challenges posed by factors such as geography, small group sizes, availability of expertise, available resources and services, other competing priorities in the community, etc. Another recommendation to this strategy is the implementation of a Generic Relapse Prevention Model that consists, among other things, of enhancing the role of program officers by involving them in program delivery in the community.

Life Line Program

Since the fall of 1990, the male offender population serving life and indeterminate sentences in federal institutions has increased by 26%. By December 1997, 6825 men and 179 women were serving sentences of 10 years or more. As a result of a Task Force to investigate the influences of the growing numbers of long-term offenders, the Life Line Program was adopted by the Service in May 1998. It will at first target lifers and offenders serving indeterminate sentences but, once implemented, the program will be expanded to also include offenders serving ten years or more.

Lifers who have been on supervision in the community for at least five years are provided with orientation training to become "In Reach" workers. They will go back to the institutions to work with other lifers and offenders serving indeterminate sentences. There is currently "In Reach" workers at all but two CSC institutions, working in preparing targeted offenders for their eventual release.

¹ Glossary, p. 114

PROGRAM/SITE ACCREDITATION

During 1997/98, launched an important initiative to accredit CSC's correctional programs. For more than a decade, CSC has been developing research-based programs designed to reduce the likelihood of offenders committing new offences following release.

These programs are key to CSC's goal to "actively encourage and assist offenders to become law-abiding citizens". Institutions and Parole Offices across Canada now offer these programs to offenders. It is important to ensure that they are of the highest quality.

In fiscal year 1998-99, three panels of international experts were held to review cognitive skills, substance abuse and sex offender programs. They reviewed eight programs for accreditation and recommended that five be accredited. Four of the five programs accredited are core programs delivered across the Service. They also provided consultative reviews on six other programs that are under development.

An international consultation on accreditation of women offender programs with external experts and with representatives of key non-government organizations took place last fiscal year. Consensus was reached that further research and evaluation was required to support eventual accreditation. The meeting also confirmed, with some enhancements and clarifications, the continued applicability and relevance of the principles of effective programming for women offenders contained in the Women Offender Program Strategy, approved by the Executive Committee in 1994. Once revised, the principles will form the basis for program evaluation and research, as well as continued program development.

In this fiscal year, the process of site reviews for accredited programs was initiated and eight institutions were reviewed. By the end of October 1999, all institutions offering accredited programs will have been reviewed. By the end of March 2000, half of the Parole Districts Offices will have been reviewed with the balance to be completed by the end of June 2000. Preliminary results of the site reviews indicate high quality delivery with some inconsistency in documentation, supervision and involvement of non-program staff. This step will ensure that the program is delivered according to standards and supported by other components that form part of the operational regime of each particular unit.

OFFENDER CASE PREPARATION FOR COMMUNITY RELEASE ADDRESSES PUBLIC SAFETY AND THE LEAST RESTRICTIVE OPTION.

Key Results Commitments

• Quality preparation of offenders for release.

OPERATION BYPASS

Operation Bypass was designed, at the request of staff, to streamline the case management process of offenders' cases. It reduced the duplication of documentation and

improved the analysis of an offender's progress, which is used in decisions regarding programming or release. Its aim was to speed up the processes of initial assessment and planning of the offender's sentence and of preparing and presenting documents needed for decisions such as transfer to other institutions, temporary absences¹, day or full parole. The process was fully implemented as of February 1999.

This process involved 25 lead trainers and 200 on-site trainers reaching out to more than 8,000 staff nationally to verse them in new processes. This was a major undertaking and it was an opportunity for staff to affect changes in policy and the Offender Management System (OMS)¹.

Parole Officers can now assess and continually re-assess offenders' reintegration potential, which measures the offender's ability to safely reintegrate into the community. This provides an additional indicator for staff in assessing offender progress both in institutions and in the community. An evaluation of the revised process will take place in 1999-2000.

REPORTS OF AUTOMATED DATA APPLIED TO REINTEGRATION (RADAR)

RADAR utilizes the working model by staff, for staff, for the development of offender related information reports. RADAR development is driven by the needs of the clients, and is a key tool for extracting and reporting offender information from OMS. The RADAR project is maintained and coordinated on a national basis to ensure that standards and consultation among all regions are taken into account during the development of reports.

The RADAR project itself has undergone several enhancements. In particular, RADAR has been adjusted to reflect the operational changes brought about by Operation Bypass, and the key organizational focus on preparing offenders for timely and safe release. Overall, these changes have led to a more responsive product, with emphasis on issues such as Programs, Reintegration Potential and Offender Profile information. Moreover, RADAR has increased capability and upgraded the reports of several key areas that affect the offenders' reintegration such as Institutional and Community Processes and Critical Document Receipt.

Other changes to RADAR include the introduction of Offender Pictures that are linked to RADAR reports in all regions. This is significant, as many reports deal with offender issues - the inclusion of the pictures provides a visual link to the offender. The utilization of pictures from the Criminal Justice Information Library (CJIL) is the first step in codeveloping reports containing information from sources other than OMS. A similar codevelopment project is underway to prepare reports in RADAR that will be a key component of the Programs Management Information System (PMIS).

¹ Glossary, p 114

THE OFFENDER'S SAFE REINTEGRATION OCCURS AT THE MOST TIMELY MOMENT OF HIS SENTENCE.

OFFENDERS RELEASED INTO THE COMMUNITY ARE SUPPORTED AND SUPERVISED IN ACCORDANCE WITH THEIR POTENTIAL FOR SAFE REINTEGRATION.

Key Results Commitments

• Reintegration of offenders as law-abiding citizens.

The safety of the public and CSC's workers is number one priority, and remains paramount in all decisions affecting offenders. A gradual return to the community is the safest method of protecting the public. It is important to note that CSC cannot release offenders on its own. The National Parole Board (NPB) has the final say on whether or not offenders can be released on parole before their Statutory Release Date. NPB's criteria for release have not changed.

The Service constantly monitors a number of indicators (measures of efficiency and outcomes) to determine how successful its reintegration efforts are. They include; the number of offenders on conditional release, when they were released in comparison to their eligibility dates, and whether the offenders are re-incarcerated before completing their conditional release periods. The key indicator of how successful we have been in protecting society are the number of offenders who complete their conditional release without being re-incarcerated for a new offence.

REINTEGRATION RESULTS

Note: Some reintegration results are only available from August 1998 to April 1999. This is due to changes in the data capture approach.

General Offender Population

- ➤ There were approximately 400 fewer admission for revocations without offence in 1998/99 compared with 1997/98.
- The number of offenders incarcerated past their day parole eligibility date and prior to their full parole eligibility date decreased from 1,821 (74.2%) to 1,774 (73.2%), between Aug 98 and Apr 99. Of these, 210 or 0.12% and 214 or 0.12% respectively had previously been released and re-incarcerated.
- The number of offenders incarcerated past their full parole eligibility date and prior to their statutory release date decreased from 5,644 (59.0%) to 5,619 (58.0%), between Aug 98 and Apr 99. Of these, 2379 or 42.2% and 2348 or 41.8% respectively had previously been released and re-incarcerated.
- As indicated in the following table, there was an increase in the number of day parole releases but a decrease in both full parole and statutory releases from the previous year.

				Release	es – Ge	eneral	Popula	ation				
	Atlantic Quebec Ontario Prairie Pacific National									ional		
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Day Parole	327	387	730	760	560	628	697	736	301	302	2,615	2,813
Full Parole	45	28	144	96	142	133	168	95	72	45	571	397
Statutory Release	544	486	1,408	1,199	1,093	1,103	1,227	1,126	576	506	4,848	4,420

			Ou	tcomes:	Genera	d Popul	ation (%	⁄o)*				
	Atla	ntic	Que	ebec	Ont	ario	Pra	irie	Pac	eific	Nati	onal
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Reaching WED without Revocation	50.6	48.3	44.1	49.1	59.7	60.8	51.7	55.5	48.8	43.7	51.1	52.9
Reaching WED with Revocation for breach of conditions	86.7	87.1	76.9	79.3	85.5	84.4	84.2	84.2	85.7	80.6	82.9	82.8

^{*}Only those offenders who have had at least one supervision period (conditional release) prior to warrant expiry date are considered in these figures.

Outcomes: Safe reintegration of the General Population

- The number of offenders who reached warrant expiry date (WED) without revocation and without offences increased to 61.1% from 58.9% the previous year.
- As indicated in the table above, the percentage of offenders who reached their warrant expiry date (WED) without revocation of their conditional release status increased from the previous year.
- As indicated in the table above, the percentage of offenders who reached warrant expiry date (WED) with revocation for breach of conditions decreased slightly from the previous year.

CORRECTIONAL INTERVENTIONS ADDRESS KEY CRIMINOGENIC FACTORS.

OFFENDER CASE PREPARATION FOR COMMUNITY RELEASE ADDRESSES PUBLIC SAFETY AND THE LEAST RESTRICTIVE OPTION.

THE OFFENDER'S SAFE REINTEGRATION OCCURS AT THE MOST TIMELY MOMENT OF HIS SENTENCE.

OFFENDERS RELEASED INTO THE COMMUNITY ARE SUPPORTED AND SUPERVISED IN ACCORDANCE WITH THEIR POTENTIAL FOR SAFE REINTEGRATION.

Key Results Commitments

- Quality preparation of offenders for release.
- Programs that address criminal behavior.
- Reintegration of offenders as law-abiding citizens.

Aboriginal Over-Representation

A six-point strategy has been put in place to address the complex issue of the over-representation of Aboriginal peoples in federal custody. They are:

- > Strengthening of Aboriginal programming.
- ➤ Enhancing the role of Aboriginal communities in corrections.
- ➤ Increasing the proportion of Aboriginal employees.
- > Establishing inter-sector partnerships.
- > Improving communications regarding Aboriginal corrections.
- ➤ Acquiring / refocusing resources to support national and regional developments in Aboriginal corrections.

The major objective is to address the growing proportion of Aboriginal offenders remaining under incarceration. However, CSC cannot influence the rate at which the courts are convicting new offenders. As a consequence, the reduction must be accomplished by ensuring that released Aboriginal offenders do not recidivate. The initiatives flowing from the Aboriginal offender strategy are expected to result in a larger proportion of Aboriginal offenders being safely released into the community and successfully completing their conditional release.

THE OFFENDER'S SAFE REINTEGRATION OCCURS AT THE MOST TIMELY MOMENT OF HIS/HER SENTENCE.

Key Results Commitments

• Reintegration of offenders as law-abiding citizens.

Aboriginal Offender Population

New Aboriginal offender provisions have not been in place long enough to realize their full impact. Notwithstanding, there has been some encouraging indication of improvement during fiscal year 1998-99.

- The number of Aboriginal offenders incarcerated past their day parole eligibility date and prior to their full parole eligibility date has increased from 322 (87.3%) to 331 (87.6%), between Aug 98 and Apr 99. Of these, 34 or 10.6% and 38 or 11.5% respectively had previously been released and re-incarcerated.
- The number of Aboriginal offenders incarcerated past their full parole eligibility date and prior to their statutory release date increased from 1,020 (74.9%) to 1021 (72.6%), between Aug 98 and Apr 99. Of these, 374 or 36.7% and 368 or 36.0% respectively had previously been were released and re-incarcerated.
- As indicated in the table below, there was an increase in the number of day parole releases but a decrease in both full parole and statutory releases from the previous year.

				Re	leases	- Abo	riginal					
	Atlantic Quebec Ontario Prairie Pacific National											
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Day Parole	13	17	11	23	31	30	217	235	73	73	345	378
Full Parole	0	0	2	2	5	7	41	25	6	11	54	45
Statutory Release	22	39	48	55	90	92	590	544	129	118	879	848

				Outco	mes: Al	origina	l (%)*					
	Atla	ntic	Que	ebec	Ont	ario	Pra	irie	Pac	eific	Nati	onal
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Reaching WED without Revocation	46.2	28.6	29.2	35.1	35.0	43.6	41.4	42.6	39.1	39.0	40.0	41.2
Reaching WED with Revocation for breach of conditions	92.3	90.5	62.5	81.1	77.5	83.6	83.1	78.2	85.1	78.1	82.2	79.3

^{*} Only those offenders who have had at least one supervision period (conditional release) prior to warrant expiry date are considered in these figures.

Outcomes: Safe reintegration of Aboriginal Offenders

➤ The number of Aboriginal offenders reaching warrant expiry date (WED) who have had at least one supervision period (conditional release) increased in the last fiscal year, from 507 to 622.

- The number of Aboriginal offenders who reached warrant expiry date (WED) without revocation and without offences increased to 51.0% from 46.4%, the previous year.
- As indicated in the above table, the percentage of Aboriginal offenders who reached their warrant expiry date (WED) without revocation of their conditional release status increased from the previous year.
- As indicated in the above table, the percentage of Aboriginal offenders who reached warrant expiry date (WED) with revocation for breach of conditions decreased from the previous year.

OFFENDERS RELEASED INTO THE COMMUNITY ARE SUPPORTED AND SUPERVISED IN ACCORDANCE WITH THEIR POTENTIAL FOR SAFE REINTEGRATION.

SECTIONS 81 & 84 OF THE CCRA

An important element of the Service's efforts to reduce the incarceration of Aboriginal inmates is the greater involvement of Aboriginal Communities in the correctional process as was stressed by the inclusion of Sections 81 & 84 in the CCRA.

• Section 81 provisions enable the Solicitor General to enter into agreements with Aboriginal communities and organizations for the provision of correctional services for the care and custody of Aboriginal offenders. This Section provides for offenders to be transferred to Aboriginal communities at any time during their sentence, specifically from the date of sentencing to their warrant expiry date (WED), including conditional release supervision. It further provides the opportunity for Aboriginal communities to propose projects to develop Aboriginal community care and custody agreements.

Agreements under Section 81 to date

- ➤ Signature of three agreements using Section 81 of the CCRA.
 - Native Counselling Services of Alberta.
 - Prince Albert Grand Council.
 - Alexis First Nations.
- > Initiation of three potential agreements (at the legal analysis stage).
 - O-Chi-Chak-Ko-Sipi.
 - Six Nations.
 - Cowichan.
- ➤ Identification of an additional 12 agreements for negotiation stage.

- Section 84 stipulates that CSC must ensure that Aboriginal communities and organizations have an opportunity to participate in an offender's community release planning and post-release support, if an Aboriginal offender requests to be released to a specific Aboriginal Community. The community can propose a release plan for the offender's release and reintegration into their Aboriginal community.
- CSC developed and distributed nationally an information booklet on the execution of Sections 81 and 84 of the CCRA: Enhancing the Role of Aboriginal Communities in Federal Corrections.
- ➤ The Service increased Aboriginal representation at CSC and federal department forums and committees.

KEY CRIMINOGENIC FACTORS AND INTERVENTION STRATEGIES ARE IDENTIFIED IN INTAKE ASSESSMENTS.

CORRECTIONAL INTERVENTIONS ADDRESS KEY CRIMINOGENIC FACTORS.

Key Results Commitments

- Programs that address criminal behavior.
- Assessment of the potential for individual offenders to reintegrate.

WOMEN-INTENSIVE INTERVENTION STRATEGY

CSC has worked for the past two years to develop a long-term strategy to address security, programming, and *Canadian Charter of Rights and Freedoms* issues such as gender and race equity for women classified as maximum security and for those with serious mental health concerns and/or living skills deficits.

Nationwide, there are approximately 30 women classified as maximum security and approximately 35 women with serious mental health concerns and/or living skills deficits. Extensive case analysis and case planning were conducted as well as the commissioning of a number of experts' reports. As a result, the *Intensive Intervention Strategy*, was developed, which consists of:

- ➤ Modifying the existing enhanced units at the regional institutions for women classified as maximum security. These units will be called the *Secure Unit* and maximum security women will be separated from minimum and medium security women. The new Secure Units will have a 24-hour security presence and the women will only leave the unit in the company of correctional staff.
- ➤ Building a *Structured Living Environment* (SLE) house at each regional institution. The SLE will have 24-hour staff support and supervision for minimum or medium security women who require this level of intervention due to emotional or mental health concerns and/or living skills deficits.

➤ Offering special programming through a multi-disciplinary team approach in both the SLE and the Secure Unit. Additional correctional and mental health staff will be hired. Staff working in the Secure Units or the Structured Living Environment houses will receive special training, particularly in the area of mental health.

The key advantages of the Strategy are that it will offer fair and equitable treatment to incarcerated women and facilitate the preparation of maximum security women for eventual safe release closer to their community, as the majority are serving sentences under six years.

Once the Strategy has been implemented, both the Prison for Women and the co-located units where the maximum - security women are currently being accommodated will be closed. It is anticipated the full implementation will take about two years.

THE OFFENDER'S SAFE REINTEGRATION OCCURS AT THE MOST TIMELY MOMENT OF HIS/HER SENTENCE.

Key Results Commitments

• Reintegration of offenders as law-abiding citizens.

Women Offender Population

- The number of women offenders incarcerated past their day parole eligibility date and prior to their full parole eligibility date increased from 40 (42.1%) to 47 (44.8%), between Aug 98 and Apr 99. Of these, 4 or 10.0% and 6 or 12.1% respectively had previously been released and re-incarcerated.
- ➤ The number of women offenders incarcerated past their full parole eligibility date and prior to their statutory release date remained constant at 108 for both August '98 and April '99. Of these, 53 or 49.1% and 62 or 57.4% respectively had previously been released and re-incarcerated.
- As indicated in the table below, there was an increase in the number of day parole, full parole and statutory releases from the previous year.

				F	Release	es - Wo	men					
	Atla	ntic	Que	ebec	Ont	ario	Pra	airie	Pac	ific	Nat	ional
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Day Parole	16	25	29	31	51	66	40	45	6	9	142	176
Full Parole	2	3	5	2	14	15	6	4	7	11	34	35
Statutory Release	11	13	15	13	26	39	25	20	5	3	82	88

				Outco	mes: V	Vomer	n (%)*					
	Atla	ntic	Que	ebec	Ont	ario	Pra	irie	Pac	cific	Nati	onal
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Reaching WED without	66.7	40.0	71.9	70.0	71.0	82.9	51.6	66.7	25.0	50.0	65.2	70.6
Revocation												
Reaching WED with Revocation for breach of conditions	77.8	86.7	93.8	90.0	96.8	92.9	80.6	86.7	100.0	100.0	91.3	90.6

^{*} Only those offenders who have had at least one supervision period (conditional release) prior to warrant expiry date are considered in these figures.

Outcomes: Safe reintegration of Women Offenders

- ➤ The number of women offenders reaching warrant expiry who have had at least one supervision period (conditional release) increased in the last fiscal year, from 138 to 160.
- ➤ The number of women offenders who reached warrant expiry date (WED) without revocation and without offences increased to 74.4% from 69.6%, the previous year.
- As indicated in the table above, the percentage of women offenders who reached their warrant expiry date (WED) without revocation of their conditional release status increased from the previous year.
- As indicated in the table above, the percentage of women offenders who reached warrant expiry date (WED) with revocation for breach of conditions decreased from the previous year.

BUSINESS LINE: CORPORATE SERVICES

Objective: To ensure that corporate policies and services exist to govern the programs and activities of the Service and that these are consistent with its stated Mission.

Description: Provision of corporate services such as strategic planning, corporate policy, research, communications, program evaluation, audit, legal services and executive services as well as management services of Personnel, Finance and Administration to ensure that allocated resources are properly utilized, support management decision making, enhanced managerial accountability and operational control.

CSC Mission

Core Value 3 - We believe that our strength and our major resource in achieving our objectives are our staff and that human relationships are the cornerstone of our endeavour.

Core Value 4 - We believe that the sharing of ideas, knowledge, values and experience, nationally and internationally, is essential to the achievement of our Mission.

Core Value 5 - We believe in managing the Service with openness and integrity and we are accountable to the Solicitor General.

Excerpt from the Speech from the Throne

Canada is served well by its public service, and the effort and dedication it exhibits in meeting the needs of citizens and in building partnerships among governments and other sectors of society. The Government will continue to renew the Public Service of Canada to ensure its members have the skills and dedication to continue serving Canadians well.

Business Line Resource Inputs

Human Resources Actual FTEs utilized **1,655** (**13.0** % of total FTEs)

Financial Resources -

Planned Spending (Estimates Part III) \$ 102,960,000 *Total Authorities* \$ 153,112,389 **1998-99 Actual Spending** \$ **142,206,383**

PERFORMANCE ACCOMPLISHMENTS

The focus of this business line is on planning and management of the CSC activities and resources in an effective, efficient and focused manner.

In fiscal year 1998/99 significant accomplishments have been attained. For instance, Memoranda of Understanding and Exchange of Services Agreements were signed or renewed with provinces and correctional systems in foreign countries; audits and reviews

were conducted assessing organizational performance and renewal; human resource planning was carried out; and, CSC's policy was reviewed and furthered developed.

RELATIONSHIPS AND PARTNERSHIPS ARE EXPANDED AND STRENGTHENED TO CONTRIBUTE TO PUBLIC SAFETY.

Key Results Commitments

• Leadership in Canadian and international corrections.

The main thrust of CSC's relationships and partnerships has been in the areas of community corrections and community reintegration programs; federal/provincial/territorial agreements and initiatives that maximize the effectiveness and efficiency of correctional systems; and international partnerships, in order to expand the sharing of knowledge and experience in such areas as reintegration and supervision.

FEDERAL, PROVINCIAL AND TERRITORIAL INITIATIVES

In recent years, there has been growing awareness among federal, provincial and territorial governments of the need to create more efficient and effective correctional systems. This means optimizing the use of resources, developing joint strategies to address common challenges, working together in the area of community corrections and communicating to the public with a single voice on the mission of corrections and its contribution to public safety. The focus is on correctional programs, sharing of resources and curricula, as well as the improvement of the conditional release process.

Major accomplishments include:

A Memorandum of Understanding (MOU) and a Memorandum of Agreement (MOA) were signed with the Province of New Brunswick, to enhance correctional services through a broad range of joint activities. These include cooperative ventures in training, offender assessment, correctional programs, information technology and community development. The agreement will enable both governments to harmonize their correctional programming, better meet the needs of offenders and target resources in a way that will have a positive impact, such as building strong community involvement.

Since the inception of the Canada/New Brunswick Initiative, there have been considerable gains in the management of New Brunswick's offender population. Fiscal year 1998-1999 yielded a significant increase in the number of provincial offenders granted conditional release (the average number of provincial offenders supervised in New Brunswick increased from 10 to 45). As well, New Brunswick offenders have benefited from increased programming and treatment resources. The streamlined case management/assessment process has enabled earlier entry into institutional programs, for both provincial as well as federal offenders housed in the same facilities. In addition, 92% of the provincial sex offenders admitted are now receiving treatment, previously unavailable in the provincial correctional system.

- ➤ CSC has established strong networks with other federal departments and with other provinces. For example, the Service has completed the negotiation and development of renewed Exchange of Services Agreements with Manitoba, Alberta and the Northwest Territories.
- ➤ On April 1, 1999, the new Territory of Nunavut was created from the eastern portion of the Northwest Territories. CSC and Nunavut officials are currently planning correctional services in Nunavut and establishing mutually beneficial arrangements. An Exchange of Services Agreement for the custody, temporary detention, programming and community supervision of offenders was signed on March 30, 1999. The Service will continue to maintain a relationship with Nunavut in order to address the needs of Nunavut offenders.

HEADS OF CORRECTIONS

The bi-annual federal and provincial Heads of Corrections meetings were planned and organized. This forum contributes to the sharing of knowledge, ideas and experience as well as the establishment of co-ordinated approaches to correctional issues and concerns such as the over representation of Aboriginals in the criminal justice system.

INTERNATIONAL INITIATIVES

The Service, in support of the government-wide mandate contributing to global governance and the promotion of Canadian values - respect for human rights, democracy and the rule of law - continued to expand its international corrections network to exchange information on correctional systems and to increase awareness of Canadian and international principles on the safe and humane treatment of offenders. The Service is working with other countries in criminal justice reform, moving beyond punishment and incarceration to the development and implementation of policies and programs that actively assist offenders in becoming law-abiding citizens for the greater longer-term protection of society.

Major accomplishments include:

- <u>United Kingdom</u>: A Memorandum of Understanding (MOU) was signed with Her Majesty's Prison Service (HMPS). Four projects are currently under development: a compliance oriented audit program based on the HMPS model; professional development of managers; development of an offender program/intervention in cases of violent and disruptive inmates; and information sharing regarding the use of technology and the application of innovations to enhance institutional security.
- ➤ <u>Benin and Bermuda</u>: MOUs were also signed with these countries to promote ongoing collaboration and information sharing. These MOUs complement the agreements already in place with the United States and the Netherlands.
- China: China expressed interest in learning from CSC, focusing on the Service's legislative framework, Mission, organizational structure and program philosophy, with emphasis on the safe reintegration of offenders, parole, the conditions of women offenders, the role of community corrections and health care. Senior CSC officials visited China as part of a delegation organized by the International Centre for Criminal Law Reform and Criminal Justice Policy. There is a strong commitment on the part of the Chinese and Canadian governments to establish a long-term collaborative partnership in the criminal justice field.

Lithuania: A three-year Canada-Lithuania Corrections Project is currently underway with funding from and in partnership with the Canadian International Development Agency (CIDA). The project focused on seven distinct areas, including the development of a probation/parole pilot project as well as advisory work related to legislative reform efforts. The Council of Europe asked CSC to become an official observer to the Nord-Balt Prison Project, a regional project for the development of the prison systems of Estonia, Latvia and Lithuania.

INTERNATIONAL ROUNDTABLE FOR CORRECTIONAL EXCELLENCE

The International Roundtable for Correctional Excellence is comprised of 10 member countries recognized as advanced in the field of corrections and meets biannually to contribute to the management of correctional organizations through the sharing of knowledge, ideas, experience and information. Seven international Task Forces were created to address issues within the areas of: professionalism; communication; special risk and needs groups; community engagement and restorative approaches; research; quality and accountability; and security (institutional and community). In October 1998 the members met for a second time to discuss the preliminary work of the seven Task Forces and to maintain the momentum behind the continual progress in international corrections. The establishment of a central Secretariat by CSC provides effective coordination of all meetings and facilitates communication and co-operation between the member countries.

RELATIONSHIPS AND PARTNERSHIPS ARE EXPANDED AND STRENGTHENED TO CONTRIBUTE TO PUBLIC SAFETY.

Key Results Commitments

• Effective public consultation and participation.

COMMISSIONER'S FORUM

In order to engage in a continuing dialogue about correctional public policy, the Commissioner has created a Forum of key opinion leaders in Canadian society. The objectives are to provide an opportunity to confer on a wide range of issues related to the management of federal corrections as well as to foster a broader understanding of corrections issues. The group is currently comprised of 23 members. It met twice during the fiscal year.

The theme for the May 1998 meeting was "Public Perceptions: Getting the Message Right". Participants deliberated on ways to engage Canadian citizens in a more realistic dialogue and on how CSC can better manage expectations. The second Commissioner's Forum, held in December 1998, reflected on the obstacles to reintegration and proposed ways to maintain effective partnerships and support from the community. During the next fiscal year, the Forum will continue to explore key correctional policy and management issues.

RELATIONSHIPS AND PARTNERSHIPS ARE EXPANDED AND STRENGTHENED TO CONTRIBUTE TO PUBLIC SAFETY.

Key Results Commitments

- Compliance with the law, policy and procedure.
- Communication and sharing of correctional results with other jurisdictions and the public.
- A Service that is open and accountable for the principles and results as stated by the Solicitor General.

The role of the Office of the Correctional Investigator (OCI), which is entrenched in the law, is to provide an independent, external review of how the Service is doing on a wide variety of issues with a particular focus on inmates' rights and privileges. The Service reviews and responds to its findings.

OFFICE OF THE CORRECTIONAL INVESTIGATOR

The Correctional Investigator (CI), appointed by Governor in Council, has the responsibility to conduct investigations into the concerns of offenders related to decisions, recommendations, acts or omissions of the Commissioner or his representatives that affect offenders either individually or as a group.

Major accomplishments include:

- The 1997-98 Annual Report is the most positive report that the CSC has received from the CI in the past decade. It indicated that significant progress has been made during the past year. The CI adds that problem areas have been acknowledged and have been, or are being, addressed. The report is evidence that both agencies have worked together to make significant progress in addressing the concerns of offenders in a meaningful and timely fashion. The report highlights significantly fewer issues than it has in previous years and does not raise any new systemic concerns.
- ➤ The 1997/98 CI Annual Report raised a total of 17 issues under 9 headings. Those issues are: Inmate Pay; Inmate Grievance Process; Case Preparation and Access to Programming; Double-bunking; Transfers; Issues arising out of Saskatchewan Penitentiary Hostage-taking; Use of Force Investigations and Follow-up; Inmate Injuries; and Inmate Suicides.
 - **Status:** The Service has completed action for the following areas: Inmate Pay, Inmate Grievance Process, Issues arising out of Saskatchewan Penitentiary Hostagetaking and Inmate Suicides. These actions have contributed to significant progress on fairness, equity and better conditions for offenders. In the remaining areas, the Service continues to work towards resolving issues of concern to inmates and the CI.
- ➤ The Memorandum of Understanding (MOU), providing a structure for interaction between the Service and the OCI during the course of investigating offender concerns, is expected to be signed by the fall of 1999.

OFFENDER COMPLAINTS AND GRIEVANCES

Offenders submitted slightly fewer complaints and grievances in 1998/99 than in 1997/98. The total volume of grievances has decreased by 865 or 4% from the last fiscal year.

•	Volume of	Grievan	ces 1997/	98 - 1998	8/99	
	Atlantic	Quebec	Ontario	Prairie	Pacific	Total
1997/98	2,647	8,083	5,799	3,339	3,656	23,526
1998/99	2,284	8,666	5,706	3,185	2,814	22,661
Difference	-363	583	-93	-154	-842	-865
%	-14%	7%	-2%	-5%	-23%	-4%

The overwhelming majority of offender grievances are related to the conditions of confinement, institutional routine, health or interaction. There were proportionally fewer grievances related to alleged violations of offenders' rights, such as use of force, involuntary transfer and placement in segregation. Whenever a complaint or a grievance is upheld, the responsible manager has to implement corrective actions within a specific timeframe or indicate exactly when corrective actions are going to be implemented.

Top Five Grievance Subjects for 1998/99	% Upheld
Staff Performance	13%
Case Preparation Activities	18%
Program Board - Offender Pay	20%
Amenities - Food and/or Diet	24%
Administration of Health Services	13%

POLICY, PERFORMANCE, ACCOUNTABILITY, STAFF TRAINING AND REPORTING FRAMEWORKS EXIST TO SUPPORT CORRECTIONAL LEARNING AND CORPORATE DEVELOPMENT, INCLUDING PUBLIC AWARENESS AND CONSULTATION AND COMMUNITY INVOLVEMENT.

Key Results Commitments

• Compliance with the law, policy and procedure.

CSC addresses this priority by reviewing policies that provide a clear operational direction in compliance with its Mission and Mandate.

POLICY REVIEW

CSC's Corporate Policy Framework was established in Commissioner's Directive (CD) and Standard Operating Practice (SOP) 200, which were promulgated in December 1997. In accordance with CD 200, all CSC policies are reviewed every two years. In addition,

the work of a number of Task Forces and working groups have included or resulted in the review, revision and development of policy.

The Task Force on Policy Review identified the need to ensure that each policy is clear, consistent with other policy and the law, and avoids duplication. Of the 136 Commissioner's Directives reviewed by the Task Force, approximately 48% of the original CD's have or will be rescinded. Information in these CD's is more appropriately placed in Standard Operating Procedures, amalgamated into other CD's or eliminated. Of those CD's that will remain, approximately 65% (46 CD's) have been completed or are currently undergoing the final approval processes, while the remaining 35% (25 CD's) are currently actively being developed. Much of the remaining work is tied to the completion of other recent initiatives.

The Security Task Force is currently reviewing all security-related policy. Two CD's and 17 SOP's have undergone extensive consultation and are currently undergoing revisions. This represents about half of the developmental work being undertaken related to security policy. The remaining policies are actively being developed.

Operation Bypass resulted in a streamlining of case management practices and policy, and the conversion of the Case Management Manual into a series of 20 SOP's that were issued in February 1999. These SOP's are undergoing extensive field consultation and will be revised, as necessary, and promulgated by the end of this fiscal year.

All Regional Instructions (RI's) have been reviewed. The number of RI's is being reduced from several hundred to less than 10 in each region. All new RI's will subsequently be approved by CSC's Executive Committee. This will ensure consistency with national policy and that issues that are national in nature are addressed through national policy.

CSC is committed to ensuring that policy remains current and effectively supports the operation and administration of the agency. The ongoing review and revision of policy is integral to meeting that commitment.

POLICY, PERFORMANCE, ACCOUNTABILITY, STAFF TRAINING AND REPORTING FRAMEWORKS EXIST TO SUPPORT CORRECTIONAL LEARNING AND CORPORATE DEVELOPMENT, INCLUDING PUBLIC AWARENESS AND CONSULTATION AND COMMUNITY INVOLVEMENT.

Kev Results Commitments

Effective population management.

The Service continued to ensure that accommodation plans, strategies and standards are consistent with reintegration objectives and research findings, and that housing needs of Aboriginal and women offenders continue to be addressed.

NATIONAL CAPITAL, ACCOMMODATION AND OPERATION PLAN (NCAOP)

Updated annually, the NCAOP addresses CSC's requirements in the areas of offender accommodation, support space, infrastructure, human resource needs, operating and maintenance requirements, community corrections, programming, capital and information technology for the next eight years.

As in the past years, the focus of the NCAOP continues to be the provision of safe and humane accommodation while keeping in mind the government's fiscal framework and the criminal justice agenda. The overall accommodation strategy continues to be the placement of inmates in the least restrictive environment possible while maintaining safe, secure and humane control.

The NCAOP, prepared in 1998 for fiscal year 1999-2000 and beyond, captured the impact of several initiatives such as: the move towards single cell occupancy as the accommodation policy across the Service; improvements in staff recruitment and training practices; increased efforts towards safe reintegration of offenders through improved case management processes; and more effective interventions with offenders. initiatives, combined with the recent fluctuation of the offender population, may result in a different distribution between community and institutional populations. The plan allows CSC to better match institutional capacity to the projected security needs of the offender population. This results in an increase in bed capacity at certain security levels and a reduction in others. The NCAOP also incorporates measures to ensure sufficient flexibility to face potential short-term population fluctuations. Finally, this plan takes into consideration the need to renovate units to better support our correctional mandate, to make them more environmentally friendly and to safeguard assets for the longer term.

POLICY, PERFORMANCE, ACCOUNTABILITY, STAFF TRAINING AND REPORTING FRAMEWORKS EXIST TO SUPPORT CORRECTIONAL LEARNING AND CORPORATE DEVELOPMENT, INCLUDING PUBLIC AWARENESS AND CONSULTATION AND COMMUNITY INVOLVEMENT.

Key Results Commitments

- Effective public consultation and participation.
- A Service that is open and accountable for the principles and results as stated by the Solicitor General.

To enhance the understanding of CSC's role in protecting the public, including promoting of government priorities and messages, the Service implemented a proactive communications strategy.

¹ Glossary, p. 114

MINISTRY COMMUNICATIONS STRATEGY

In the year under review, CSC participated with other Ministry Agencies in the development and implementation of a portfolio-wide Ministry Communications Strategy to raise public awareness about corrections and organized crime. In support of the first objective, CSC was a partner in the development of the television documentary "A Test of Justice" which was viewed by over 750,000 Canadians. The Service also distributed a special insert on corrections and conditional release to 1,200 community newspapers across Canada and organized a townhall meeting and several community forums. In the coming year, CSC will continue its efforts to raise public awareness and improve understanding of Canada's correctional system.

POLICY, PERFORMANCE, ACCOUNTABILITY, STAFF TRAINING AND REPORTING FRAMEWORKS EXIST TO SUPPORT CORRECTIONAL LEARNING AND CORPORATE DEVELOPMENT, INCLUDING PUBLIC AWARENESS AND CONSULTATION AND COMMUNITY INVOLVEMENT.

Key Results Commitments

• A Service that is open and accountable for the principles and results as stated by the Solicitor General.

INTERNAL REVIEWS AND AUDIT PLANS

CSC's performance is evaluated on an on-going basis by internal review and audit plans. The recommendations that stem from the reviews and audits result in changes to the workplans or changes to CSC policy.

Audit on Informatics Inventory

The audit assessed the adequacy of existing systems to account for and control CSC's informatics inventory. The audit was limited to the Ontario Region, with recommendations being forwarded to all regions, to ensure that corrective action was taken where required. The audit had 4 recommendations:

- 1) Develop and implement a set of procedures for conducting an inventory to ensure consistency at all sites.
- 2) Update the Asset Management Information System (AMIS) and resolve missing assets prior to the implementation of ORACLE on April 1, 1999.
- 3) Clarify the term "attractive item" and tracking procedures in the SOP on asset management.
- 4) Clearly identify asset transfer and custodial responsibilities and authorities within the asset management process in the SOP on asset management.

Status: All corrective measures are implemented except for recommendation #3. The SOP for recommendation #3 is presently being reviewed.

Audit on Acquisition Cards

The audit focused on the issuing and use of acquisition cards, as well as the monitoring of associated expenditures. The audit had 3 recommendations:

- 1) Clarify the roles and responsibilities of the National, Regional and Institutional Coordinators be clarified in the SOP on Acquisition Cards.
- 2) Clarify discount and benefit point cards in the SOP on acquisition cards.
- 3) Remind cardholders that capital equipment and attractive items purchased on acquisition cards must be inventoried according to national and local policy.

Status: All corrective measures have been implemented.

Systems Development Review of Release 5 of the Offender Management Systems (OMS)

The Systems Development Review of Release 5 of OMS examined areas such as: project management discipline; the extent to which the user consultation process was methodological and representative of the user community at large; and the effectiveness of the problem referral and user acceptance testing process. In addition to National Headquarters, the review team visited 3 regions, 12 responsibility centres and interviewed over 150 staff. Overall the report submitted 16 recommendations.

These cover the following general areas:

- > Formalizing a project discipline.
- Providing developmental and training opportunities.
- Providing cross training activities.
- > Reviewing the accountabilities.
- > Establishing minimum standards of user consultation.
- Establishing application priorities and a single problem relay system.

Status: All corrective measures are currently under consideration.

DISCLOSURE OF INFORMATION TO VICTIMS

Audit on Victim Notification

The audit examined victim notification procedures in three institutions and one parole office in each of CSC's five regions. The audit had 3 recommendations:

- 1) Create separate official victim file bank.
- 2) Develop a standardized national request form .
- 3) The Standard Operating Practices (SOP), currently under development, address the following issues: authority to disclose; confirmation of approval to disclose information; notification requirements; jurisdictional issues; responsibilities regarding young offenders housed in federal institutions; CSC's responsibility to victims upon re-admission on a new sentence; police notification; and victim identification issues.

Status: All corrective measures are in progress.

When the above audit report was released in September 1998, a senior level interdepartmental working group ended its examination of how well CSC is meeting its legislative requirements with respect to victims, and whether the Service should have a broader mandate to provide support to victims.

In response to these events, a strategy paper was developed. The paper also speaks to issues and recommendations flowing from the parliamentary committee report: *Victims'*

Rights - a Voice not a Veto and recognizes that the CCRA Review may bring about changes to the sections of the Act related to victims.

The strategy looks at the areas of delegation of authority to disclose information to victims; the need to ensure clear direction in policy documents; consistency in handling victim information; training and resource issues; and the sharing of best practices between regions. The strategy is undergoing internal review and sharing with the Federal/Provincial/Territorial Victims Working Group. If necessary, further refinements will be made once the report of the CCRA Review sub-committee is tabled in the fall of 1999.

IMPROVING THE SHARING OF CRIMINAL JUSTICE INFORMATION

The Service has actively participated in the Solicitor General's Integrated Justice Information initiative. The collaborative efforts of key partners in the federal criminal justice sphere resulted in the development of the Integrated Justice Information Action Plan for 1999 - 2004. One of the key elements of this plan will be the creation of the Canada Public Safety Information Network (CPSIN) which will form the basis for a modern, national information network linking the various sources of information to the appropriate criminal justice practitioner. CSC's contribution to this initiative will focus on the modernization of the current federal offender management and conditional release system, and provide more effective and efficient offender information sharing to the criminal justice community nationally.

POLICY, PERFORMANCE, ACCOUNTABILITY, STAFF TRAINING AND REPORTING FRAMEWORKS EXIST TO SUPPORT CORRECTIONAL LEARNING AND CORPORATE DEVELOPMENT, INCLUDING PUBLIC AWARENESS AND CONSULTATION AND COMMUNITY INVOLVEMENT.

Key Results Commitments

• Communication and sharing of correctional results with other jurisdictions snd the public

INFORMATION MANAGEMENT / INFORMATION TECHNOLOGY (IM/IT) GOVERNANCE

CSC is cognizant of the reliance of Information Technology to support CSC business. The implementation of the IM/IT Governance Committee structure with related principles, policies and frameworks is an example of this realization. The expected result is better use of IM/IT systems in support of the Service's business lines.

POLICY, PERFORMANCE, ACCOUNTABILITY, STAFF TRAINING AND REPORTING FRAMEWORKS EXIST TO SUPPORT CORRECTIONAL LEARNING AND CORPORATE DEVELOPMENT, INCLUDING PUBLIC AWARENESS AND CONSULTATION AND COMMUNITY INVOLVEMENT.

Key Results Commitments

- Extensive use of community-based corrections.
- Effective public consultation and participation.

In support of its Mission and Mandate, CSC fully respects the rights of individuals (offenders, staff, victims and the public) by incorporating restorative justice and dispute resolution principles.

RESTORATIVE JUSTICE AND DISPUTE RESOLUTION

Restorative justice, supporting public safety, and reducing offender recidivism, recognizing the importance of community corrections, and respect for victims' concerns are areas that have been developed as a new way of looking at crime and conflict. Rather than viewing crime as only a violation of the law, restorative justice advances the understanding that crime is a violation of relationships and affects people. As such, the focus shifts to understanding and repairing the harm caused by crime as much as possible. To that end, restorative justice has developed mainly by exploring ways to make this possible. Similarly, other types of conflict, including staff conflicts, are being looked at in new more restorative ways, with an emphasis on informal and less formal conflict resolution. Key developments have been victim-offender mediation, alternative dispute resolution, family group conferencing and Aboriginal Justice approaches.

Major accomplishments include:

- ➤ Development and advancement of CSC's Restorative Justice Strategy, as identified in the *Framework Paper on Restorative Justice*.
- ➤ Creation of a National Steering Committee on Restorative Justice and Dispute Resolution.
- Active participation in inter-governmental and community partnerships to advance restorative justice and dispute resolution

Anticipated 1999/2000 Directions:

- Expand national training and educational initiatives, policy development, research, development and coordination of mediation services, establishment and evaluation of pilot projects and building organizational capacity.
- ➤ Increase involvement in activities arising from the National Victim's Strategy and enhanced collaboration in areas focusing on staff conflict resolution, from the development of Aboriginal offender services and women offender services.
- ➤ Increase involvement in the planning and coordination of Restorative Justice Week.

With respect to the longer term strategy, the Service will continue to advance the strategy identified in the *Framework Paper* with a view toward making restorative processes available to a greater number and range of people, and toward positively affecting culture change within the Service.

POLICY, PERFORMANCE, ACCOUNTABILITY, STAFF TRAINING AND REPORTING FRAMEWORKS EXIST TO SUPPORT CORRECTIONAL LEARNING AND CORPORATE DEVELOPMENT, INCLUDING PUBLIC AWARENESS AND CONSULTATION AND COMMUNITY INVOLVEMENT.

Key Results Commitments

- Extensive use of community-based corrections.
- Compliance with the law, policy and procedure.
- A Service that is open and accountable for the principles and results as stated by the Solicitor General.

In support of its Mission and Mandate, CSC is committed to respecting the rights of individuals (offenders, staff, victims and the public) by incorporating human rights principles.

HUMAN RIGHTS

The establishment of a dedicated human rights unit in 1997 is unique in the international correctional field, an innovation that supports the Service's reputation as a world leader in the safe and humane treatment of offenders.

The Service attempts to raise awareness of why observing the rule of law in the correctional setting is integral to rehabilitating and assisting offenders in their safe return to the community. As reflected in Canadian law and supported by CSC's Mission, offenders retain all rights and privileges, except those necessarily removed or restricted by the fact of their incarceration. In leading by example, CSC acknowledges that public safety is best served by observing and protecting rights in the correctional setting, thus enhancing an offender's potential to become a law-abiding citizen upon their release back into the community. CSC aims to ensure that the human rights of both offenders and staff are respected and that compliance with national and international obligations is achieved.

Major accomplishments include:

CSC reviewed compliance with human rights obligations in both the institutional (Human Rights and Corrections: A Strategic Model, December 1997) and community (Human Rights and Community Corrections, May 1999) correctional environments. These reports provide CSC with a human rights framework to assess the Service's performance against our domestic and international obligations. Both reports noted that, while the essential rights of offenders and employees were adequately reflected in law, there is scope for improvement in how CSC monitors, evaluates and communicates compliance with human rights rules in a systematic and publicly

accountable manner. In particular, the community corrections report observed that CSC could better involve the community in supporting and assisting offenders upon release.

➤ A National Steering Committee on Human Rights was established to oversee CSC's response to recommendations contained in these reports.

PARTNERSHIP AND ACTIVE PARTICIPATION IN THE DELIVERY OF PUBLIC SERVICES.

Key Results Commitments

- Compliance with the law, policy and procedure.
- A Service that is open and accountable for the principles and results as stated by the Solicitor General.

CSC's workforce is built on values that demonstrate competency, are representative of Canadian society, and non-partisanship. This ensures fairness, equity and transparency in serving Canadians.

OFFICIAL LANGUAGES

During fiscal year 1998-1999, CSC was assessed by the Treasury Board with respect to its performance for service to the public and the equitable representation of anglophones in the Québec Region. An audit was also conducted by Treasury Board to examine the department's application of the official language policy on grants and contributions.

CSC's capacity to deliver quality services to the public in both official languages remains good but the Service needs to remind managers and employees of the obligation to actively offer the services during initial contacts. CSC regions have received material to assist them. The Quebec Region has undertaken steps to respond to the low participation rate of anglophones. These steps include an active publicity campaign to attract potential candidates, news releases to announce the hiring of correctional officers (CXs) within the region, radio interviews to answer and explain the new recruitment program, and visits to various anglophone CEGEPs to create student interest in the challenging careers available within CSC.

The final results of the audit on grants and contributions are not yet available. However, the Service is committed to modifying the criteria and will clearly enunciate official languages obligations and establish monitoring mechanisms to ensure that organizations understand and meet their linguistic obligations, where required.

The Service issued the revised Commissioner's Directive (CD 087) and SOP. The CD and SOP clearly established the parameters required by managers to effectively meet all of the obligations set forth in the Official Languages Act and Regulations. The SOP goes beyond the letter of the law: it stipulates that the Service will make every reasonable effort to provide services to offenders in their language of choice in institutions and

operational services, although it is not required to do so by the Act and Regulations.

CSC also set in motion its response to the Government's challenge of revitalizing the official languages program in federal institutions, by promoting a work environment conducive to the use of both official languages in regions designated bilingual for language of work. National headquarters reported, in its annual review on official languages to Parliament, an increase in activities in support of language of work. Furthermore, the number of employees using their language of choice during internal meetings is increasing. In fiscal year 1999-2000 an audit on official languages is planned.

As part of a larger initiative on Government standardization on human resource management, CSC's participation on the interdepartmental Official Languages Functional Working Group will considerably reduce the cost of data capture in those departments currently sharing PeopleSoft Human Resources Management System, Version 7.5.

EMPLOYMENT EQUITY (EE) PROGRAM

The aim is to recruit, promote and retain qualified employees on the basis of merit, by removing barriers in employment practices and by implementing policies and programs. CSC continues to make progress in moving toward a more representative, diversified workforce through the identification and implementation of both employment and program strategies.

Major accomplishments include:

- ➤ Results of the Canadian Human Rights Commission (CHRC) audit on CSC's EE Program states that the Service has made significant efforts towards compliance, and is already in substantial compliance in many areas, including representation goals. These results were measured against the department's five-year longer-term numeric representation goals, which expired April 1999. CSC is in compliance with this requirement, provided goals set for fiscal year 1999/00 take into consideration the changes in the labor market availability as established in the 1996 Census.
- New targets will be set based on the results of the *Employment Systems Review* (ESR) which began in July 1999. The ESR is a legislative requirement in making the final adjustments to CSC's EE Implementation Plan. Adjustments to goal setting will be made following completion of this Review, including appropriate timeframes to achieve short term and longer-term results.
- CSC has been working towards identifying EE representation targets for the 1000 new CX positions. CSC's operational objectives for the representation of women, Aboriginal peoples and visible minorities in the CX compliment go beyond the recruitment to employ a workforce that is representative of Canadian society. CSC has a long-term target to employ CXs in proportion to the offender population, which provides a business case for going beyond external workforce availability. The Service has met this objective for women, but more progress is needed to meet this target for Aboriginal peoples (offender population 13.7%) and visible minorities (offender population 12.7%). Recruitment of the 1000 CX's is a unique opportunity to significantly increase the department's overall EE representation.

SECTION IV: CONSOLIDATING REPORTING

YEAR 2000 READINESS

The aim of this initiative is to ensure that CSC can continue to deliver essential services in and beyond the year 2000. CSC's Year 2000 problems are, for the most part, located within the technical infrastructure (networks, computer systems) and embedded systems (e.g., the electronic security systems used in prisons). However, there is also a general threat with the year 2000 that extends beyond CSC (e.g., energy suppliers, external partners). CSC is dependent on these external partners.

Information Management / Information Technology (IM/IT) initiatives

- ➤ An IM/IT project management office was established in January 1998.
- ➤ During fiscal year 1998/99, a Year 2000 test laboratory facility was established where all the IM/IT infrastructure systems and applications undergo testing.
- ➤ Testing and certification of all Government-Wide Mission Critical systems and applications was completed in July 1999.
- ➤ Testing and certification of all Departmental-Wide Mission Critical systems and applications will be completed by mid-October 1999.
- ➤ Certified applications were deployed from July 1999 through September 1999.

Embedded Systems Initiatives

➤ Testing, remediation and implementation of Embedded Systems considered to be Government-Wide Mission Critical was completed in June 1999.

Independent Review Activities

- ➤ An independent review of CSC's Year 2000 Project, as mandated by Treasury Board, is being completed by CSC's Performance Assurance Sector.
- Audits are being conducted to demonstrate that CSC has undertaken "due diligence" in its preparations for Year 2000 readiness.
- ➤ The three audits will ensure: that identified mission critical software applications and computer systems are assessed for Year 2000 compliance; that identified mission critical embedded systems are assessed for Year 2000 compliance; and that contingency plans are in place in the event these systems fail; and that long-term operational contingency plans reflecting Year 2000 impacts are in place in the absence of external support.
- ➤ The IM/IT and Embedded Systems Audits were completed in July 1999. The Contingency Plan Audit is scheduled for completion in October 1999.

Contingency Plans

➤ Operational contingency plans have been completed for both institutional and community sites, as well as regional and national headquarters.

- ➤ Plans have been developed to allow CSC to continue business, notwithstanding Year 2000 failures.
- > Training of staff and testing of contingency plans are ongoing and will continue until December 1999.

For additional information access the Service's Internet Site at http://www.csc-scc.gc.ca

FINANCIAL INFORMATION STRATEGY (FIS)

The Financial Information Strategy (FIS) of the Government of Canada was established to enhance the government's decision-making and accountability, and to improve organizational performance through the strategic use of financial information.

CSC is well underway in the implementation of FIS, which requires the implementation of new financial systems, the development of new financial policies and procedures, and the training of managers and staff.

Major accomplishments include:

- ➤ On April 1, 1999 a new Y2K compliant, integrated financial and materiel management system, Oracle Financials, was implemented throughout the Service.
- ➤ The implementation of an integrated procurement module is scheduled for October 1999. This will replace the current Corporate Acquisition Management System (CAMS), which is not Y2K compliant.
- A strategic implementation plan for CSC becoming FIS ready has been drafted for the Service and circulated to managers and staff for their input. Meetings have been initiated to begin work on some of the major tasks such as the valuation and recording of capital assets, the development of a communication strategy and the development of a training and learning strategy.
- > CSC staff is participating with Interdepartmental Working Groups and Central Agencies to share information, ideas and developmental efforts.
- ➤ CSC has committed to implementing new interfaces to the treasury systems at Public Works and Government Works Canada for April 1, 2000.

Through the integration of FIS with business activities, CSC will be able to ensure that managers have the very best management information to assist them with decision-making and management of their operations.

SUSTAINABLE DEVELOPMENT STRATEGY (SDS)

Capacity Building

The main goals and objectives, as stated in the SDS, have not changed since CSC's last Departmental Performance Report. Targets were originally based on a sound analysis of what was possible, at a time when exact baseline data were not available for several environmental aspects. Through implementation, CSC is learning more about the level of effort required to build the organizational capacity for moving the targets forward. CSC targets are still deemed attainable; however, some target dates may have to be postponed.

CSC's approach hinges on the development of specific capacities. Most developmental efforts of the past year have been aimed at a detailed studying of the past and present conditions that prevail regarding key environmental aspects, including baseline studies and focused consultation on best practices for achieving performance measurements. CSC is not yet at a point where it can monitor performance on a continuous basis, but it is at the threshold of implementing several of the required instruments.

Major project accomplishments include:

- ➤ Comprehensive Environmental Assessments of 53 Correctional facilities.
- ➤ Completion of a guide for operations in rented facilities (i.e. Parole Offices, Headquarters).
- > Assessment of all storage tanks.
- Completed an inventory of all contaminated sites.
- ➤ Establishment of CSC 1990-91 Building Energy baseline, and assessment of progress towards target.
- > Completion of a compendium of ecological variables for all correctional facilities, in support of future environmental assessments under CEAA.
- ➤ Completion of heating systems pollution level assessments for a wide sample of systems in service.
- > Determination of staff training priorities.
- > Completion of a technical and management review of CSC's performance regarding its composting operation, which includes a comprehensive redress plan.
- ➤ Completion of the planning phase of an internal audit with completion expected in the 1999-2000 fiscal year.

The environmental aspects that received most of the human and financial resources were: storage tanks, contaminated sites, solid waste management, building energy, corporate planning, and staffing of 6 of the 7 new positions.

CSC is now planning to formalize the missing EMS components, with a priority on promulgating core policy, compliance, administrative and technical documents, as new performance monitoring instruments are being implemented. An intensive training conference, to be held at the end of the summer of 1999, is expected to ensure cohesion amongst field and regional key personnel.

Sustainable Development Strategy Audit

In response to amendments to the Auditor General (AG) Act of 1995, in which the Government formally committed itself to "Sustainable Development," CSC promulgated the "Sustainable Development Strategy" in December 1997. CSC is presently conducting a review of the Strategy. The primary focus of the review is to determine to what extent each of the targets have been addressed, and to establish a clearer understanding of the Service's environmental performance and progress. The review will also provide

assurance that CSC has implemented the appropriate controls and mechanisms to ensure that the targets outlined in CSC's Sustainable Development Strategy are fully met.

REGULATORY INITIATIVES

KEY REVIEW: THE CORRECTIONS AND CONDITIONAL RELEASE ACT

The CCRA Review is a mandated review by legislation. It requires that, five years after the coming into force, Parliament undertakes a comprehensive review of the provision and operation of this Act. The <u>Corrections and Conditional Release Act</u> is the foundation of the Correctional Service of Canada. There have been significant amendments introduced since its implementation in 1992.

To foster openness and frank discussion, and to assist the Sub-Committee of the Standing Committee on Justice and Human Rights charged with the review, the Minister publicly released a Consultation Paper and the Consolidated Report, in March 1998, along with 24 background research/evaluation reports. These various reports involved the Correctional Service, the Ministry Secretariat, the National Parole Board, the Office of the Correctional Investigator and the Department of Justice.

Between February and June 1999, the Parliamentary Sub-Committee held a number of public hearings across the country and visited more than 15 different CSC institutions, meeting with management, staff and inmates. In order to facilitate and ensure a thorough review of the legislation and its impact, CSC provided full support and assistance to the Parliamentary Sub-Committee throughout this entire process. The final report is expected later in the fall.

SECTION V: FINANCIAL PERFORMANCE

Financial Performance Overview

In 1998-99, the budget of the CSC was \$1,180,987,000 as approved by Parliament in the Main Estimates. This budget was comprised of the following main elements, (which includes CORCAN):

	\$M	%
Salaries	549	47
Employee Benefit Plans (EBP)	115	10
Operating	359	30
Capital	159	13
CORCAN	(1)	0
_	1,181	100

With regards to the distribution of the budget by planning elements, the resources were broken down as follows:

	\$M	%
Care	165	14
Custody	556	47
Reintegration	357	30
Corporate Services	103	9
_	1,181	100

During the fiscal year, the operating and capital budgets were adjusted to reflect senior management decisions with regards to the reintegration process and the application of the operating budget regimes for the carry forward. Consequently, in its Supplementary Estimates, CSC requested that its base be adjusted for the following:

- ➤ Application of the carry forward provision as prescribed in the Operating Budget Regime guidelines for the amount of \$24,664,000.
- ➤ Additional funds in the amount of \$69,264,000 for other measures such as: offender reintegration initiatives, Year 2000 compliance requirements, collective bargaining, accommodation costs, etc.
- ➤ Vote transfer totaling \$15,000,000 from the Capital to the Operating to sustain CSC's efforts in improving reintegration processes and other initiatives.

At the end of the fiscal year, the Service's final expenditures showed an under-utilization of \$14 million in Salary and Operating; and \$6 million in Capital. This represents 1.4% of the total operating budget and 4.3% of the capital budget. The surplus is mostly attributable to the fact that the offender population did not rise to the level that had been used to derive the budget.

Summary of Voted Appropriations Authorities for 1998-99 - Part II of the Estimates Financial Requirements by Authority (\$ millions)

ote	(millions of dollars)	1998-99 Planned Spending	1998-99 Total Authorities ¹	1998-99 Actual
	Correctional Service			
15	Operating Expenditures	907.7	1,010.9	996.8
20	Capital Expenditures	166.0	143.5	137.3
	Pensions and other employee benefits	0.2	0	0
	Contributions to employee benefit plans	115.2	121.0	121.0
	CORCAN Revolving Fund	(0.6)	12.1	(1.0)
	Spending of proceeds from disposal of Crown Assets		0.5	0.4
	Forgiveness of loans		0	0
	Court awards		0	0
	Refunds of previous year's revenues		0	0
	Total Department	1,188.5	1,288.0	1,254.5

^{1.} Main Estimates plus Supplementary Estimates and other authorities.

Comparison of Total Planned Spending to Actual Expenditures, 1998-99 by

Business Line (\$ millions)

Business Line	FTE's	Operating	Capital	Voted Grants and Contri- butions	Subtotal: Gross Voted Expendi- tures	Statutory Grants and Contri- butions	Total Gross Expendi -tures	Less: Respend- able Revenue (5)	Total Net Expendi- tures
Care	1,412	165	-	-	165		165	-	165
	1,412	154	-	-	154		154	-	154
	1,216	152	-	-	152		152	-	152
Custody	5,443	412	151	-	563		563	-	563
-	5,443	409	119	-	528		528	-	528
	5,840	408	113	-	521		521	-	521
Reintegration (*)	3,933	413	18	1	432		432	75	357
_	3,933	498	28	2	528		528	75	453
	4,031	486	26	1	513		513	74	439
Corporate Services	1,403	103	_	_	103		103	_	103
1	1,403	152	-	1	153		153	-	153
	1,655	142	-	1	143		143	-	143
Totals	12,191	1,093	169	1	1,263		1,263	75	1,188
	12,191	1,213	147	3	1,363		1,363	75	1,288
	12,742	1,188	139	2	1,329		1,329	74	1,255
Non-Respendable Revenues	s (6)								(13)
•									(13)
									(14)
Cost of services provided by	y other departmen	nts							53
									53
									55
Net Cost of the Program									1,228
									1,328
									1,296

^(*) Reintegration includes CORCAN revolving fund.

Note:

- Numbers in italics denote Total Authorities for 1998-99 (Main plus Supplementary Estimates and other authorities).
- **Bolded numbers** denote actual expenditures/revenues in 1998-99.
- Operating includes Contributions to Employee Benefit Plans and ministers' allowances.
- The cost of services provided by other departments represents an estimated cost of accommodation from Public Work Government Services Canada (PWGSC), cheque issue services from PWGSC, employer's share of employee benefits from Treasury Board Secretariat (TBS) and other services from Human Resource & Development (HRD) and Justice. The actual cost of those services is not available. Therefore, an amount corresponding to the estimated cost has been used as actual.
- These revenues were formerly called "Revenues Credited to the Vote".
- These revenues were formerly called "Revenues Credited to the (CRF)".

Historical Comparison of Total Planned versus Actual Spending by Business Line (\$ millions)

Business Lines	Actual 1996-97	Actual 1997-98	Planned Spending 1998-99	Total Authorities 1998-99	Actual 1998-99
Care	149	148	165	154	152
Custody	515	543	563	528	521
Reintegration	323	347	357	453	439
Corporate Services	120	135	103	153	143
Total	1,107	1,173	1,188	1,288	1,255

Financial Information

Correctional Service Canada – CSC (\$ dollars)

	Amounts
Planned Spending (1998-99)	1,188,487,000
Total Authorities (1998-99)	1,288,011,822
998-99 Actuals	1,254,513,241

Financial Information

Care (\$ dollars)

	Amounts
Planned Spending (1998-99)	164,904,000
Total Authorities (1998-99)	153,686,000
1998-99 Actuals	152,207,697

Financial Information

Custody (\$ dollars)

	Amounts
Planned Spending (1998-99)	563,584,000
Total Authorities (1998-99)	528,059,001
1998-99 Actuals	521,103,323

Financial Information

Reintegration (\$ dollars) (*)

	Amounts
Planned Spending (1998-99)	357,039,000
Total Authorities (1998-99)	453,154,432
998-99 Actuals	438,995,838

Financial Information

Corporate Services (\$ dollars)

	Amounts
Planned Spending (1998-99)	102,960,000
Total Authorities (1998-99)	153,112,389
998-99 Actuals	142,206,383

(*) Reintegration includes CORCAN Revolving Fund.

Cost of Maintaining Offenders in Federal Institutions by Security Level

The following table is a summary of direct institutional costs per offender (i.e. excluding capital, transfer payments and operating costs of headquarters) for the five-year period 1992-93 to 1996-97, in current year and constant year dollars.

ANNUAL COSTS PER OFFENDER

	1997-98	1996-97	1995-96	1994-95	1993-9
Maximum - Male	77,556	70,771	68,156	62,305	65,37
Female	109,870	83,061	74,965	75,771	78,22
Medium	47,370	43,422	43,399	41,023	40,00
Minimum/Farms	45,379	45,362	45,170	40,894	39,17
CCC	26,366	32,795	32,811	30,255	27,00
Average Institutional Cost	53,840	50,671	50,375	46,351	45,75
Parole nnual Costs – Constant Do	12,021 ollars - (1984-	<u> </u>	9,145	8,550	8,52
Parole	12,021		9,145 1995-96	8,550 1994-95	,
Parole	12,021 ollars - (1984-	85 Base)	,		1993-9
Parole nnual Costs – Constant Do	12,021 Dllars - (1984- 1997-98	85 Base) 1996-97	1995-96	1994-95	1993- 9 46,29 55,39
Parole nnual Costs – Constant Do Maximum - Male	12,021 ollars - (1984- 1997-98 52,390	85 Base) 1996-97 48,238 56,615 29,597	1995-96 47,404 52,140 30,185	1994-95 44,032 53,548 28,992	1993-9 46,29 55,39 28,33
nnual Costs – Constant Do Maximum - Male Female	12,021 ollars - (1984- 1997-98 52,390 74,218	85 Base) 1996-97 48,238 56,615	1995-96 47,404 52,140	1994-95 44,032 53,548	1993-9 46,29 55,39 28,33
Maximum - Male Female Medium Minimum/Farms CCC	12,021 ollars - (1984- 1997-98 52,390 74,218 31,998 30,654 17,810	85 Base) 1996-97 48,238 56,615 29,597	1995-96 47,404 52,140 30,185	1994-95 44,032 53,548 28,992 29,607 21,382	1993-9 46,29 55,39 28,33 27,74 19,12
Parole mual Costs – Constant Do Maximum - Male Female Medium Minimum/Farms	12,021 ollars - (1984- 1997-98 52,390 74,218 31,998 30,654	85 Base) 1996-97 48,238 56,615 29,597 30,919	1995-96 47,404 52,140 30,185 31,607	1994-95 44,032 53,548 28,992 29,607	1993-9 46,29 55,39 28,33 27,74 19,12 32,40 6,03

Crosswalk Between Old Structure and New Structure - N/A

Financial Table 5

Resource Requirements by Organization and Business Line

Comparison of Total Planned Spending to Actual Expenditures, 1998-99, by Organization and Business Line (\$ millions)

1.5 1111110118)			Business L	ines	
Organization	Care	Custody	Reintegration	Corporate Services	TOTAL
Correctional Service Canada (CSC)	165	563	357	103	1,188
Camada (CSC)	154	528	453	153	1,288
	152	521	439	143	1,255
TOTAL CSC	165	563	357	103	1,188
	154	528	453	153	1,288
	152	521	439	143	1,255
% of TOTAL	12.1%	41.5%	35.0%	11.4%	100.0 %

Note: -Numbers in italics denote Total Authorities for 1998-99 (Main plus Supplementary Estimates and other authorities).

Bolded numbers denote actual expenditures/revenues in 1998-99.

Explanations of changes between the Estimates and the actual expenditures for 1998/99

For fiscal year 1998/99, the Service has spent the amount of \$1,254.5 M or \$73.5 M in excess of the amount approved in the Part II of the Estimates; i.e. \$1,180,987 K. In order to analyse the financial results of the Service, additional resources provided via Supplementary Estimates should be taken into consideration. The following reconciliation is provided:

	\$000
Main Estimates	1,180,987
Plus:	
Supplementary Estimates "B"	46,517
- Operating Budget Carry Forward (\$24,664K)	
 Realignment of resources in support of offender reintegration initiatives (\$10,000K) 	
- Additional Accommodation Costs (\$8,578K)	
Supplementary Estimates "C"	36,248
- Compensation for collective bargaining (\$18,585K)	
- Year 2000 compliance requirements (\$13,000K)	
EBP Adjustment	5,801
Contingency Vote 5 Funding	5,400
CORCAN Revolving Fund	12,717
Crown Assets Disposal	510
Statutory Items Not Used	(168)
	1,288,012
Less: CORCAN Available for Future Years	(13,097)
Total Available CSC	1,274,915
Less: Actual	(1,254,513)
Variance	20,402

As indicated above, the Service under-utilised the resources provided via the Main and Supplementary Estimates by \$20,402 K or 1.6 % of the total resources available. The major reasons for the lapse of \$20.4 M are:

- Frozen allotments totaling \$5.3 M;
- Delays in Capital Construction projects due to various conditions, eg. weather, for \$6.3 M;
- The remaining amount totals \$8.8 M and represents 0.7% of CSC's total available resources. It is attributable to minor various delays experienced in project related activities within a highly decentralized organization.

Respendable Revenues* by Business Line (\$ millions)

Business Lines	Actual 1996-97	Actual 1997-98	Planned Revenues 1998-99	Total Authorities ¹ 1998-99	Actual 1998-99
Care	-	-	-	-	-
Custody	-	-	-	-	-
Reintegration	67	73	75	75	74
Corporate Services	-	-	-	-	-
Total Respendable Revenues*	67	73	75	75	74

^{1.} Main Estimates plus Supplementary Estimates and other authorities.

^{*} These revenues were formerly called "Revenues Credited to the Vote".

Financial Table 7

Non-Respendable Revenues* by Business Line (\$ millions)

Business Lines	Actual 1996-97	Actual 1997-98	Planned Revenues 1998-99	Total Authorities ¹ 1998-99	Actual 1998-99
Care	9	9	9	9	9
Custody	-	-	-	-	-
Reintegration	1	1	1	1	2
Corporate Services	4	3	3	3	3
Total Non-Respendable Revenues ^{2*}	14	13	13	13	14

- 1. Main Estimates plus Supplementary Estimates and other authorities.
- 2. Total Non-Respendable Revenues excludes the Goods and Services Tax (GST), which is tax revenue, in the amount of \$833 K in the 1998-99 Actual Expenditures.

Financial Table 8

Statutory Payments - N/A

^{*} These revenues were formerly called "General Government Revenues".

Financial Table 9

Transfer Payments by Business Line (\$ millions)

Business Lines	Actual 1996-97	Actual 1997-98	Planned Spending 1998-99	Total Authorities ¹ 1998-99	Actual 1998-99
GRANTS					
Care	-	-	-	-	-
Custody	-	-	-	-	-
Reintegration	-	-	-	-	-
Corporate Services	-	-	-	-	-
Total Grants	-	-	-	=	-
CONTRIBUTIONS					
Care	_	-	-	-	-
Custody	2	-	-	-	-
Reintegration	1	1	1	2	1
Corporate Services	-	1	-	1	1
Total Contributions	3	2	1	3	2
Total Transfer Payments	3	2	1	3	2

^{1.} Main Estimates plus Supplementary Estimates and other authorities.

Financial Table 10

Capital Spending by Business Line (\$ millions)

Business Lines	Actual 1996-97	Actual 1997-98	Planned Spending 1998-99	Total Authorities ¹ 1998-99	Actual 1998-99
Care	0	0	0	0	0
Custody	145	147	151	119	113
Reintegration	17	19	18	28	26
Corporate Services	0	0	0	0	0
Total Capital Spending	162	166	169	147	139

1. Main Estimates plus Supplementary Estimates and other authorities.

Financial Table 11
Capital Projects by Business Line (\$ millions)

Business Lines	Currently Estimated Total Cost	Previous Years Expenditures		Total Authorities ¹ 1998-99	Actual 1998-99	Future Years Expenditures
Care		-	-	-	-	
Custody		-	-	-	-	
A: New Accommodation Projects						
Drummond Institution (120 bed exp.)	15	1	7	7	4	10
Medium Institution (400 beds) Ontario	70	60	9	8	5	5
Expansion (360 beds)-RHC Pacific, B.C.	71	1	8	8	1	69
Other Accommodation Projects			43	24	17	12
B: Major Asset Preservation Projects						
Kingston Penitentiary Restoration, Ontario	44	42	1	1	1	1
Redevelop Mountain Institution, B.C.	46	13	12	12	18	15
Miscellaneous Other Major Projects			37	29	25	
C: Regionally Managed Projects			30	30	36	
D: Equipment Portfolios			4	-	6	
Reintegration:						
A: Equipment Portfolios			15	25	25	
B: CORCAN			3	3	1	
Corporate Services			-	-	-	
Total Capital Spending			169	147	139	

^{1.} Main Estimates plus Supplementary Estimates and other authorities.

Note: CSC delegated authority level is \$18 million according to TB decision of December 14, 1995; therefore, only capital projects with total estimated value of \$18 million or above have been individually listed.

Financial Table 12

Status of Major Crown Projects - N/A

Financial Table 13

CORCAN (\$ millions)

Loans, Investments and Advances - N/A

Financial Table 14 Revolving Fund Financial Summaries

	Actual 1996-97	Actual 1997-98	Planned Spending 1998-99	Forecast 1998-99	Actual 1998-99
Revenues	67	76	79	79	73
Expenditures	67	79	78	78	76
Profit or (Loss)	0	(3)	1	1	(3)
Add items not requiring use of funds:					
Depreciation/amortisation	3	1	3	3	3
Changes in working capital	(3)	0	(1)	0	1
Capital requirements (depreciable assets)	(3)	(1)	(2)	(3)	(2)
Cash Requirements	(3)	(3)	1	1	(1)
Authority Balance	12	9	10	10	8

Financial Table 15

Contingent Liabilities Contingent Liabilities (\$ millions)

	March 31 1997	March 31 1998	Current as of March 31, 1999
List of Contingent Liabilities			
Claims related to physical or Mental injury	2	1	1
Other claims	-	-	1
Total claims	2	1	2

SECTION VI: OTHER INFORMATION

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LEGISLATION ADMINISTERED BY CORRECTIONAL SERVICE CANADA

Correctional Service of Canada administers the following Act:

The Corrections and Conditional Release Act and supporting regulations

1998-1999 RESEARCH PUBLICATIONS

FORUM - On Corrections Research

Vol. 10, No.3 Dynamic Factors

Vol. 10, No. 2 Corrections and Parole

Research Reports

R-82	Anger Management Programming for Federal Male Inmates: An Effective Intervention
R-81	An investigation into the Characteristics of Substance-Abusing Women Offenders: Risk, Need and Post-Release Outcome
R-80	Female Young Offenders in Canada: Revised Edition
R-79	Adult Male Offenders in Canada: Recent Trends
R-78	Male Young Offenders in Canada: Revised Edition
R-77	Case Needs Review: Associates/Social Interaction Domain
R-76	A Review of the Literature on Personal/Emotional Need Factors
R-75	Case Needs Review: Substance Abuse Domain
R-74	Results of the Legal Services Client Satisfaction Survey March 1997 – March 1998
R-73	Results of a Pilot Study of the Peer Support Programs for Women Offenders
R-72	Assessing Treatment Change Among Family Violent Offenders: Reliability and Validity of a Family Violence Treatment Assessment Battery
R-71	Fetal Alcohol Syndrome: Implications for Correctional Service
R-70	Managing Older Offenders: Where Do We Stand?
R-61	Aboriginal Offender Survey: Case Files and Interview Sample

Research Briefs

B-22 Male Young Offenders in Canada: Recent Trends
 B-21 Adult Female Offenders in Canada: Recent Trends
 B-20 Recent Trends and Patterns Shaping the Corrections Population in Canada 1983-84 to 1996-97

These research publications can be accessed through the Service's Internet Site at http://www.csc-scc.gc.ca

CSC's Institutions by Region and Security Classification

Atlantic Region

Atlantic Institution (Maximum)

Dorchester Penitentiary (Medium)

Nova Institution for Women (Multi-Level)

Springhill Institution (Medium)

Westmorland Institution (Minimum)

Parrtown CCC (Minimum)

Newfoundland CCC (Minimum)

Carlton CCC (Minimum)

Carlton Centre Annex (Minimum)

Pacific Region

Elbow Lake Institution (Minimum)

Matsqui Institution (Medium)

Regional Health Centre (Multi-Level)

Ferndale Institution (Minimum)

Mission Institution (Medium)

William Head Institution (Medium)

Kent Institution (Maximum)

Mountain Institution (Medium)

Sumas CCC (Minimum)

Quebec Region

Archambault Institution (Medium)

Drummond Institution (Medium)

La Macaza Institution (Medium)

Cowansville Institution (Medium)

Federal Training Centre (Minimum)

Leclerc Institution (Medium)

Donnacona Institution (Maximum)

Joliette Institution (Multi-Level)

Montée Saint-François Institution

(Minimum)

Port-Cartier Institution (Maximum)

Regional Reception Centre (Maximum)

Sainte-Anne-des-Plaines Institution

(Minimum)

Laferrière CCC (Minimum)

Marcel Caron CCC (Minimum)

Hochelaga CCC (Minimum)

Martineau CCC (Minimum)

Sherbrooke CCC (Minimum)

Ogilvy CCC (Minimum)

Ontario Region

Bath Institution (Medium)

The Grand Valley Institution for Women

(Multi-Level)

Kingston Penitentiary (Maximum)

Beaver Creek Institution (Minimum)

Frontenac Institution (Minimum)

Millhaven Institution (Maximum)

Collins Bay Institution (Medium)

Joyceville Institution (Medium)

Pittsburgh Institution (Minimum)

Prison for Women (Multi-Level)

Regional Treatment Centre (Multi-Level)

Warkworth Institution (Medium)

Isabel McNeill (Minimum)

Fenbrook Institution (Medium)

Portsmouth CCC (Minimum)

Keele CCC (Minimum)

Hamilton CCC (Minimum)

Prairie Region

Bowden Institution (Medium)

Bowden Annex (Minimum)

Rockwood Institution (Minimum)

Stony Mountain Institution (Medium)

Drumheller Institution (Medium)

Drumheller Annex (Minimum)

Regional Psychiatric Centre (Multi-Level)

Edmonton Institution for Women (Multi-

Level)

Edmonton Institution (Maximum)

Riverbend Institution (Minimum)

Grande Cache Institution (Medium)

Saskatchewan Penitentiary (Medium)

Okimaw Ohci Healing Lodge (Multi-Level)

Pê Sâkâstêw CCC (Minimum)

Grierson CCC (Minimum)

Oskana CCC (Minimum)

Stan Daniels CCC (Minimum)

Osborne CCC (Minimum)

GLOSSARY

Aboriginal

Indian, Inuit or Métis.

Aboriginal community

Aboriginal community is a first nation, tribal council, band, community, organization or other group with a predominantly Aboriginal leadership.

Accountability Contract

The contract signed between the Commissioner and senior executives which lists the major objectives and expected accomplishments for the coming year.

Administrative Segregation

Administrative Segregation is confinement to keep the inmate from associating with other inmates in order to maintain the security of the penitentiary. Inmates may be segregated involuntarily or voluntarily.

Involuntary Segregation

The institutional head may order that an inmate be confined in administrative segregation if they believe on reasonable grounds that:

- (1) the inmate has acted, has attempted to act or intends to act in a manner that jeopardizes the security of the institution or the safety of an individual, and that his or her continued presence in the general inmate population would jeopardize the security of the institution or the safety of any person;
- (2) the continued presence of the inmate in the general inmate population would interfere with the investigation of a criminal or serious disciplinary offence;
- (3) the inmate would be in danger in the general inmate population and the inmate does not request segregation.

Voluntary Segregation

The institutional head may order that an inmate be confined in administrative segregation if they believe on reasonable grounds, that the inmate would be in danger in the general inmate population, and if the inmate requests segregation.

Administrative segregation shall only occur when there are reasonable grounds to believe one or more of the above conditions exist, and the institutional head is satisfied there is no reasonable alternative to administrative segregation.

Benzodiazepines

Any of a class of compounds used as tranquillizers; includes librium and valium.

Case management process

Case management process is a basic means by which all sentences are managed. The process is designed to ensure that all relevant information about individual offenders is coordinated and focused to produce a clear understanding of a case at any given time during a sentence.

Community Based Residential Facilities

Facilities contracted from outside agencies or organizations to house federal offenders in the community.

Community Correctional Centres (CCCs)

Community Correctional Centres (CCCs) house primarily offenders on day parole and are designated as minimum security institutions. In these, the director, parole officers and support staff work as a team, often in co-operation with community partners, to supervise and provide programs for offenders and prepare them for full parole.

Conditional Release

Conditional release helps inmates to make a gradual, supervised return to society while serving their sentence. The *Corrections and Conditional Release Act (CCRA)* sets out four types of conditional release for federal offenders: temporary absences, work release, day parole and full parole.

Temporary Absences (TAs)

Temporary Absences may be granted to offenders for medical, administrative, community service, family contact, and personal development reasons (relating to rehabilitation) where it is considered that the inmate will not present an undue risk to society.

Escorted temporary absence (ETA) may be granted at any time during the sentence.

Unescorted temporary absence (UTA) may be granted after an offender has served one-sixth of the sentence or six months, whichever is greater.

Temporary absences are authorized by either the Warden of the penitentiary or by the National Parole Board (NPB), depending on factors such as the type of release, the offender's sentence and security classification. Offenders classified as maximum security do not qualify for UTAs.

Work Release (WR)

Work release allows an offender, classified as minimum or medium security and who is judged not to pose an undue risk, to do paid or voluntary work in the community under supervision. Besides offering practical experience to the offender and assistance to the community, work releases contribute to public safety because they assist an offender's reintegration into society and reduce the chances of re-offending.

Day Parole (DP)

Day parole allows an offender to participate in community-based activities to prepare for release on full parole or statutory release. Generally, offenders become eligible to be considered for day parole six months before their full parole eligibility date.

A new Day Parole program was introduced in Bill C-55 and came into force on July 3, 1997. This "Accelerated Parole Review" applies only to first time, non-

violent federal offenders. These offenders are reviewed for Day Parole after having served one-sixth of their sentence.

Those imprisoned for either first or second-degree murder become eligible for day parole three years before they are eligible for full parole. The offender is usually required to return to an institution or a halfway house each night.

Full Parole (FP)

Inmates are normally eligible to be considered for full parole by the NPB after serving one-third of the sentence, or seven years, whichever is less. Under the CCRA, judges have, at the time of sentencing, the option of lengthening the time that violent and serious drug offenders spend in prison by delaying eligibility for full parole until they have completed one-half of their sentence.

Offenders sentenced to life for first degree murder or high treason are not eligible to be considered for parole until they have served 25 years. Those sentenced to life for second degree murder may apply for parole after serving between 10 and 25 years, as determined by the Court. However, anyone convicted of murder who must serve more than 15 years before full parole eligibility, may apply after serving 15 years for a judicial review by a Superior Court judge and a jury who may reduce parole eligibility dates. Offenders who are serving life sentences and who are granted parole remain on parole for the rest of their lives.

CORCAN

A Special Operating Agency that employs federal offenders for its workforce and in doing so, provides them with working skills and working habits necessary to compete in the work force.

Correctional Operations

Correctional operations provide for the security and control of inmates, treatment and release planning, monitoring of progress, and the provision of health care.

Correctional Programs

Correctional programs are designed to improve the offender's current knowledge and skill level, improving the likelihood of successful reintegration into the community upon release.

Correctional Services

Correctional services are services or programs for offenders, including their care and custody.

Health Care

Health care includes medical care, dental care and mental health care, provided by registered health care professionals.

Institutions

Minimum Security Institutions

Minimum security institutions house offenders who pose a limited risk to the safety of the community. The perimeter of a minimum security institution is defined but not directly controlled. Offender movement and association within the institution are regulated under minimal supervision.

Medium Security Institutions

Medium security institutions house offenders who pose a risk to the safety of the community. The perimeter of a medium security institution is well defined, secure and controlled. Offender movement and association are regulated and generally supervised.

Maximum Security Institutions

Maximum security institutions house offenders who pose a serious risk to staff, other offenders and the community. The perimeter of a maximum security institution is well defined, highly secure and controlled. Offender movement and association are strictly regulated and directly supervised.

Multi-level Institution

An institution which houses offenders of different security classifications in different secure areas of the institution.

Mental Health Care

Mental health care is the care of a disorder of thought, mood, perception, orientation or memory that significantly impairs judgment, behavior, the capacity to recognize reality or the ability to meet the ordinary demands of life.

Methadone

Methadone is an addictive, synthetic, long-acting drug form, which blocks the euphoric effects of heroin. It is orally administered and, in Canada, available only in powdered form, which is usually mixed with juice. According to numerous scientific studies, methadone minimizes adverse physical, psychological, social and criminal effects associated with heroin addiction. It can be prescribed only by a qualified physician; there are more than 800 physicians across Canada who are licensed to administer methadone, including several on contract with the Correctional Service of Canada.

Offender Management System (OMS)

The automated information system used by the Service as its main data base for offender information.

Opiates

Drugs containing or derived from opium, used as a sedative narcotic to lessen pain or ease sleep (e.g., codeine and morphine).

Planning, Reporting and Accountability Structure (PRAS)

It is important to CSC as an organization that new directions offered by Central Agencies to improve the reporting to Parliament reflect the Service's inherent values. The PRAS that has been developed is an integral part of CSC's management structure. The PRAS for CSC is derived from and is consistent with our Mission. The key business lines of Care, Custody, Reintegration and Corporate Services reflect the way the Service conducts the business of federal corrections. The PRAS reflects our Mission and enabling legislation, the Corrections and Conditional Release Act. The PRAS serves as our statement of accountability to Parliament, our stakeholders and the public.

Release on Expiry of Sentence

Release on expiry of sentence is not a conditional release but the full release required when someone has served the entire sentence. It applies to offenders who were considered too dangerous to return to the community under statutory release. In addition, some offenders eligible for conditional release choose to stay in prison until the end of their sentences.

Report on Plans and Priorities (RPP)

The results of CSC's strategic planning activities are conveyed to Parliament in a document called the *Report on Plans and Priorities* (RPP). This goal of this public document is to provide a strategic, multi-year overview of what the Service is planning to do and to state the results that the organization is committed to achieving. The RPP is used by members of Parliament to assist them in understanding the programs for which funds are being requested, as well as to help in the Government's preparation of the federal budget. CSC also uses the document to communicate its short and medium-term plans and priorities to its employees and the general public.

Revocation

Once parolees have violated the conditions of their conditional release, or have been charged with a criminal offence, their conditional release (day parole, full parole) is suspended and they are reincarcerated. Upon reviewing the case at a formal hearing, the National Parole Board may then decide to revoke parole and have the offender remain incarcerated. If the offender is not reincarcerated, the conditional release is re-instated.

Security Classification

The security classification of each offender is first established during the Intake Assessment process at reception primarily using the Custody Rating Scale. The security classification is subsequently reviewed at key points throughout the sentence using the Security Reclassification Scale. This Scale is a research-based tool that was developed to assist caseworkers to determine the most appropriate level of security (minimum, medium or maximum) at key points throughout the offender's sentence.

Sentence

Sentence is a specified term of imprisonment and includes a sentence imposed by a court of a foreign state on a Canadian offender who has been transferred to Canada pursuant to the Transfer of Offenders Act.

Service

Service means the Correctional Service of Canada.

Statutory Release (SR)

By law, most offenders who are serving sentences of fixed length, and who have not been granted parole or had their parole revoked, must be released on statutory release after serving two-thirds of their sentence. Although statutory release decisions are not made by the NPB, the Board may add conditions to the release to protect society and assist the offender to adjust to the outside world in a law-abiding fashion. Failure to comply with these conditions can result in a suspension by the Correctional Service of Canada (CSC) and revocation of the release by the NPB, with the offender then returned to a correctional facility. If the NPB believes that the offender is likely to cause serious harm or commit a serious drug offence before the expiration of the sentence the Board may, upon referral from CSC: grant the offender "one-chance" statutory release; order the offender to live under strict residential conditions; or order the offender to be detained in penitentiary until the end of the sentence. Statutory release does not apply to offenders serving life or indeterminate sentences.

Tetrahydrocannabinol (THC)

The active principle in cannabis (marijuana).

Warrant Expiry Date (WED)

The date the sentence imposed by the court officially ends.