



Office of the Correctional Investigator

1997-98
Estimates

Part III

Expenditure Plan

The Estimates Documents

The Estimates of the Government of Canada are structured in three 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 Part III documents provide additional detail on each department and its programs primarily in terms of the results expected for the money spent.

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Approved

Solicitor General

Preface

This document is a report to Parliament to indicate how the resources voted by Parliament have or will be spent. As such, it is an accountability document that contains several levels of details to respond to the various needs of its audience.

The Part III for 1997-98 is based on a revised format intended to make a clear separation between planning and performance information, and to focus on the higher level, longer term plans and performance of departments.

The document is divided into four sections:

- The Minister's Executive Summary
- Agency Plans
- Agency Performance; and
- Supplementary Information

It should be noted that, in accordance with Operating Budget principles, human resources consumption reported in this document will be measured in terms of employee full-time equivalents (FTEs).

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Section 1: The Minister's Executive Summary

The Correctional Investigator is mandated as an Ombudsman for federal corrections. The specific function of the office is to conduct investigations into the problems of offenders related to decisions, recommendations, acts or omissions of the Commissioner of Corrections of any person under the control and management of, or performing services for or on behalf of the Commissioner that affect offenders either individually or as a group. The fulfilling of the Ombudsman function requires that the Office maintain a thorough and responsive investigative process that is, and is seen to be, objective and independent of federal corrections and the Ministry.

Over the course of a year, the office receives in excess of 6000 complaints, the investigative staff spend an average of 260 days at federal penitentiaries and conduct in excess of 2000 interviews with inmates and half again that number of interviews with institutional, regional and national staff of the Correctional Service.

Section II: Departmental Plan

A. Summary of Departmental Plans and Priorities

With a professional staff of eight investigators and two Directors, reviewing in excess of 6000 complaints from some fifty institutions and five regions, the Office realized that in order to avoid being overwhelmed by volume it had to focus more attention on systemic areas of concern. This was done with the expectation that reasonably addressing these matters would assist in more effectively responding to the specific areas of individual concern. In order to maintain a thorough and responsive investigative process that is and is seen to be objective and independent, the Office has or is in the process of initiating the following strategies:

- the establishment of procedures to ensure that systemic areas of concern (inmate grievance process, case preparation, transfers, internal investigations, discipline and segregation) are reviewed on each visit with the institution's senior management and the Inmate Committee;
- an increase in the contact between this Office and the Correctional Service of Canada's Regional Headquarters to ensure that systemic areas of concern are clearly identified and acted upon within a regional context;
- a reorganization within the Office which will identify one investigative position as responsible for the inter-regional coordination of individual complaints with ongoing systemic reviews at the regional and national levels
- the identification of one investigative position as responsible for all Federally Sentenced Women and the coordination of the proposed changes flowing from the Arbour Commission of Inquiry;
- the establishment of Working Committees with the Correctional Service of Canada's National Headquarters staff on specific areas of systemic concern in an effort to ensure that both the relevant issues associated with the areas of concern and the individual cases that gave rise to the issues are addressed; and
- the consolidation and revamping of the Office's travel practices to facilitate the use of cheaper air fares and reducing the frequency of our visits to some regions.

B. Departmental Overview

The Office of the Correctional Investigator was established in 1973 pursuant to Part II of the Inquiries Act. With the proclamation in November 1992 of Part III of the Corrections and Conditional Release Act (Corrections and Conditional Release Act), this is now the enabling legislation. The mandate of the Correctional Investigator, as defined by this legislation, is to function as an ombudsman for federal offenders. The Correctional Investigator is independent of the Correctional Service of Canada and may initiate an investigation on receipt of a complaint or on behalf of an offender or inmate, at the request of the Minister or on its own initiative. The Correctional Investigator is required to report annually to the Solicitor General who in turn tables this report in Parliament.

In addition, Section 19 of the Corrections and Conditional Release Act requires the Correctional Investigator to review all investigative reports of the Correctional Service of Canada “where an inmate dies or suffers serious bodily injury”.

The Office of the Correctional Investigator is headed by the Correctional Investigator who reports to Parliament through the Solicitor General. The Agency’s resources consist of 17 full-time equivalents, eight of which make up the investigative staff. The total resources are \$1,284,000.

It is difficult for the Office of the Correctional Investigator to accurately project the workload as it is determined mainly by the number of complaints received by the office, requests from the Solicitor General and the number of Security Investigations completed by the Correctional Service of Canada pursuant to Section 19 of the CCRA.

 Spending Authorities

 A. Authorities for 1997-98 - Part II of the
 Estimates
 Financial Requirements by Authority

Vote (thousands of dollars)		1997-98 Main Estimates	1996-97 Main Estimates
<hr/>			
Office of the Correctional Investigator			
30	Program Expenditures	1122	1132
(S)	Contributions to employee benefit plans	162	138
		<hr/>	
Total Department		1284	1270

 Votes - Wording and Amounts

Vote (dollars)		1997-98 Main Estimates
<hr/>		
Office of the Correctional Investigator		
30	Program Expenditures	1,122,000

Net Cost of the Program by Business
Line/Activity

(thousands of dollars)

1997-98 Main Estimates

Operating	Capital	Grants and Contributions	Gross Total	Statutory Payments	Gross Expenditures	Less: Revenue Credited to the Vote	Total Main Estimates
1,284	0	0	1,284	0	1,284	0	1,284

Departmental Overview

(thousands of dollars)

	Main Estimates 1996-97*	Main Estimates 1997-98	Planned 1998-99	Planned 1999-00
Gross Estimates	1,270	1,284	1,259	1,259
Revenues to the Vote	0	0	0	0
Total Main Estimates	1,270	1,284	1,259	1,259
Revenue credited to the Consolidated Revenue Fund	0	0	0	0
Estimated Cost of Services by other Departments	290	290	284	284
Net Cost of the Department	1,560	1,574	1,543	1,543

* Does not reflect Supplementary Estimates ... Actual Mains only

C. Details by Business Line

The Office of the Correctional Investigator has only one Business Line/Activity which is detailed at Section 167 of the Corrections and Conditional Release Act. The Office is mandated to conduct investigations into the problems of offenders related to decisions, recommendations, acts or omissions of the Commissioner of Corrections or any person under the control and management of, or performing services for or on behalf of the Commissioner of Corrections that affects offenders either individually or as a group.

The environment within which this function is performed presents a number of inter-related challenges:

- the inherent tension between the keeper and the kept presents an environment which generates a high level of mistrust;
- the increased federal inmate population with resulting excessive overcrowding has heightened institutional tensions and compounded many long-standing areas of individual and systemic concern;
- the opening of new federal correctional facilities for women and the transfer of women into what were formerly all-male facilities, has increased both the number of institutions to be visited and the number of correctional administrations which have to be dealt with; and,
- the changing bureaucratic structures within federal corrections has not only shifted areas of responsibility laterally within the Service but has as well decentralized responsibilities to the regional and institutional levels of their own organization and in some instances transferred responsibility to the provinces.

In addressing these challenges it must be noted that the Office of the Correctional Investigator has virtually no control over the number of complaints or the scope of the areas of concern requiring investigations; that the recommendations of the Correctional Investigator are not binding and as such in large part the effectiveness of the Office in bringing resolution to areas of concern is dependent upon the responsiveness of the Correctional Service; and that while the federal penitentiary population and the number of correctional facilities has increased significantly over the past years, the operating resources afforded to this Office continue to decrease. The inmate population has risen from 12,800 in 1992 to 14,500 in 1996 and the number of federal correctional facilities has increased by seven.

Appropriated Planned Spending

(thousands of dollars)

Main Estimates *	Main Estimates	Planned	Planned
1996-97	1997-98	1998-99	1999-00
1,270	1,284	1,259	1,259

*Does not reflect Supplementary Estimates...Actual Mains Only

Section III Departmental Performance

A. Summary of Departmental Performance

The main function of the office is, as stated, the investigation of complaints lodged against the Correctional Service of Canada. It is anticipated that with a staff of eight Investigators that the office will have reviewed approximately 6900 complaints by March 31, 1997. This is an estimated complaint case load of almost 865 for each Investigators.

B. Departmental Overview

In February 1995 the Correctional Investigator submitted a special report, pursuant to Section 193 of the Corrections and Conditional Release Act concerning the "Treatment of Inmates and Subsequent Inquiry Following Certain Incidents at the Prison for Women in April 1994 and Thereafter". Subsequent to this report the Solicitor General established a Commission of Inquiry, The Arbour Commission, which resulted in a number of significant and far reaching recommendations. The work leading up to the presentation of our Report in February 1995 and the subsequent Commission involved the work of two of our staff on a full time basis. This caused a decrease in the number of visits to institutions and a resultant decrease in the number of complaints received.

This Office remains heavily involved in the implementation of these recommendations at the National, Regional and Institutional level and this continues to absorb a significant portion of available manpower resources.

The Office of the Correctional Investigator continued to review all Security Investigations conducted by the Correctional Service of Canada pursuant to Section 19 of the Corrections and Conditional Release Act. It is anticipated that during the fiscal year 1996-97 this office will have reviewed 150 Section 19 investigations. As well, in the course of addressing individual inmate complaints, the Office reviews numerous Correctional Service investigations into such incidents as the use of force, segregation and institutional disturbances.

The office strives to provide a 30 day turn-around from the time of a complaint is received until the complainant is advised of the results or proposed action to be taken. Meeting this objective is getting considerably more difficult in view of the

ever increasing work load brought about by the Arbour Commission recommendations, the number of Security Investigations and the Office's larger involvement with the Correctional Service of Canada in various working groups such as those regarding Segregation and Health Care.

Workload/Volume Data

Type/Volume	1993-94	1994-95	1995-96	* 1996-97	** 1997-98
Complaints Investigated	6,983	6,799	6,794	6,900	6,900
Interviews Conducted	2,028	2,078	1,847	1,850	2,000
Penal Visits Conducted	264	254	236	250	250

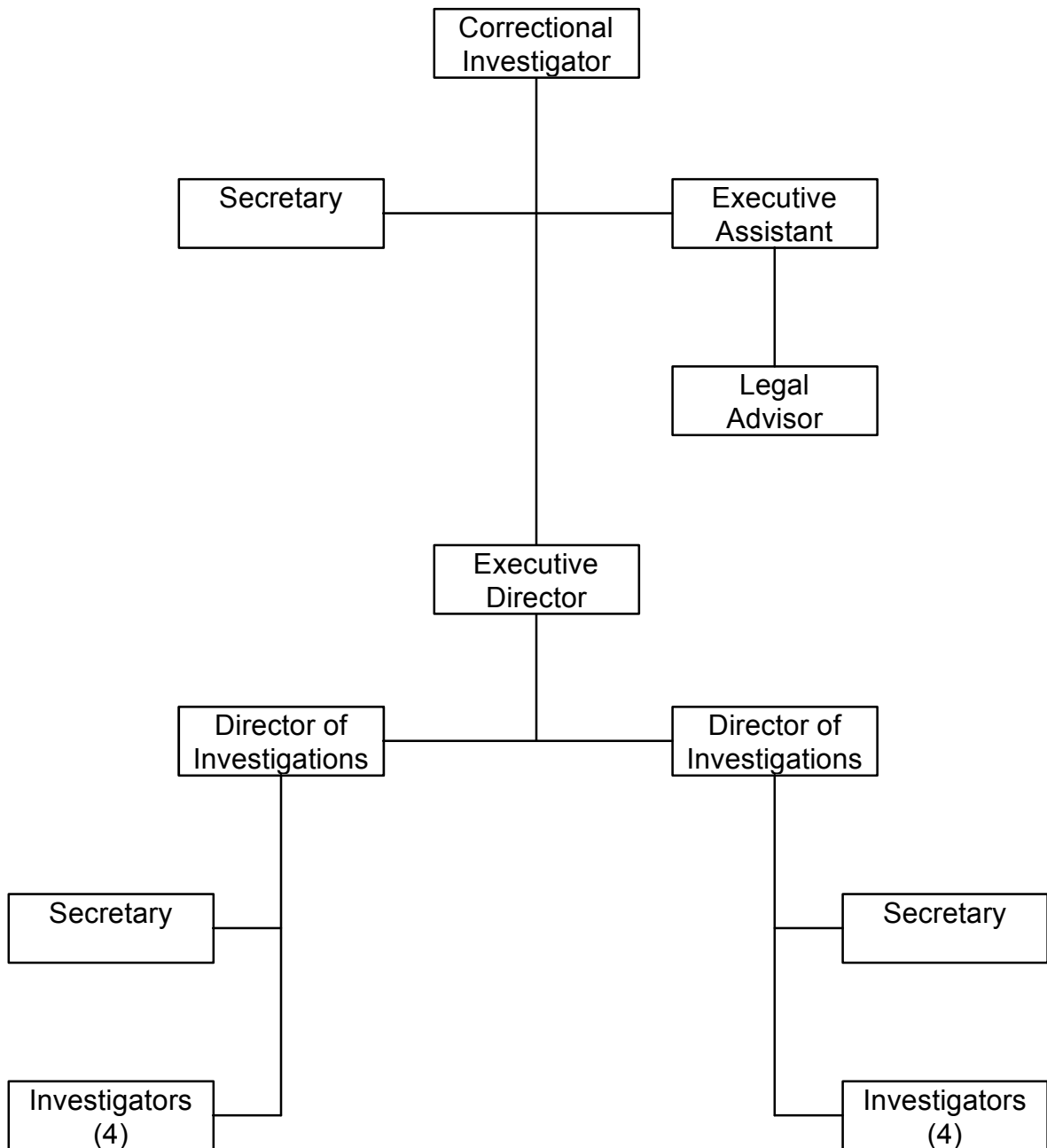
* Forecast using data available as of November 1, 1996.

** Estimated

Section IV: Supplementary Information

Appendix 1

Organization Chart



Appendix 2

Details of Personnel Requirements by Business Line/Activity (FTE's)

Actuals 1994-95	Actuals 1995-96	1996-97 Estimates	1997-98 Estimates	1998-99 Planned	1999-00 Planned
16	16	16	16	16	16

Appendix 3

Additional Financial Information

(thousands of dollars)

Expenditures	Actuals 1994-95	Actuals 1995-96	1996-97 Estimates	1997-98 Estimates
Transportation and Communication	90	91	90	90
Information	0	0	0	0
Professional and Special Services	30	74	10	10
Rentals	8	9	13	20
Purchased Repair and Upkeep	2	1	25	19
Utilities, materials and supplies	7	9	25	14
Other Subsidies and Payments	0	1	0	0
Minor Capital	0	44	16	16
Total Expenses	137	229	179	169

Appendix 4

Statutes Administered by Office of the Correctional Investigator

Part III, Corrections and Conditional Release Act (R.S.C., 1992, c.20)

Appendix 5

References

1. Annual Report

Office of the Correctional Investigator
275 Slater Street, Suite 402
Ottawa, Ontario
K1P 5W5

2. Special Report of the Correctional Investigator

The Treatment of Inmates and Subsequent Inquiry Following Certain Incidents
at the Prison for Women in April, 1994 and Thereafter

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