

Correctional Service Canada

Performance Report

For the period ending
March 31, 2004



Approved by

The Honourable A. Anne McLellan
Solicitor General of Canada
(Minister of Public Safety and Emergency Preparedness)

Table of Contents

	Page
Messages	1
Minister's Message	1
Commissioner's Message	2
Summary of Departmental Performance	3
Progress and Performance Against Report on Plans and Priorities (RPP) Commitments	3
Parliamentary Committees	10
Section 1: Context	12
1.1 Raison d'être	12
1.2 Performance	16
1.3 Risks and Challenges	18
Section 2: Performance Discussion	24
2.1 Care - Strategic Outcome: <i>"A safe and healthy environment for those living and working in the correctional system, as well as members of the public"</i>	24
2.2 Custody - Strategic Outcome: <i>"Accommodation and management of offenders that is reasonable, safe, secure and humane and in accordance with the least restrictive option"</i>	36
2.3 Reintegration - Strategic Outcome: <i>"Offenders who are safely and effectively reintegrated"</i>	49
2.4 Corporate Management - Strategic Outcome: <i>"Corporate management services support the care, custody and reintegration of offenders, and partnerships promote the achievement of our Mandate and Mission"</i>	62
APPENDICES:	75
Appendix A: Consolidated Reporting	76
A. Review of RPP Commitment Results	76
B. Modern Comptrollership	83
C. Government On-Line	83
D. Sustainable Development Strategy	84
E. Government Response to the 26 th Report of the Committee on Public Accounts	85

F. Planned Effective Corrections Allocations	91
Appendix B: Financial Information	93
A. Cost of Maintaining Offenders in Federal Institutions by Security Level	93
B. Business Line Expenditures	93
C. Financial Statement of Departmental Corporation - CORCAN	94
D. Financial Performance Overview	107
E. Financial Summary Tables	108
Appendix C: Policy Requirements	116
A. Internal Audits	116
B. Evaluations and Reviews	116
C. Research	116
D. Investigations	118
Appendix D: Other Information	121
A. Federal Institutions by Region and Security Classification	121
B. Glossary	122



Minister's Message

I am pleased to present the Performance Report for the Correctional Service Canada (CSC), which is now an agency of the Portfolio of Public Safety and Emergency Preparedness Canada (PSEPC) for the period ending March 31, 2004. This report describes the Agency's strategic priorities, deployment of resources and the results achieved against its plans for 2003/04.

On December 12, 2003, the Prime Minister created PSEPC as part of the new Portfolio of Public Safety and Emergency Preparedness. In addition to the Department, which integrates the former Department of the Solicitor General with the National Crime Prevention Centre (formerly part of the Department of Justice) and the Office of Critical Infrastructure Protection and Emergency Preparedness (formerly part of the Department of National Defence), the Portfolio also includes the Royal Canadian Mounted Police, the Canadian Security Intelligence Service, CSC, the National Parole Board, the Canada Firearms Centre, the Canada Border Services Agency and three review bodies.

Public safety is a critical component of the quality of life of Canadians. Canadians expect to enjoy a peaceful and safe society, underpinned by security and freedom, the cornerstones of an open, democratic and diverse society. They expect that public safety policies and programs will be based on their fundamental values: the rule of law, freedom, democracy, equality of opportunity and fairness. Canadians also hold their government to account to balance security vigilance with the freedoms that citizens enjoy.

With these values in mind, PSEPC has made important progress toward enhancing the safety and security of Canadians. Since December 12, 2003, we have created the country's first National Security Policy, achieved Royal Assent for the *Public Safety Act*, the *Sex Offender Information Registration Act* and the *International Transfer of Offenders Act*, invested \$30 million toward more than 600 community-based crime prevention activities across Canada, launched a National Strategy to Protect Children from Sexual Exploitation on the Internet, and supported projects worth more than \$8 million under the Joint Emergency Preparedness Program.

The period covered in the Performance Report has been a time of transition for this Portfolio and the benefits of time and further collaboration with our partners will be necessary to fully implement the transformation. The Department will continue to work with its portfolio agencies, partners and stakeholders in the coming years to enhance information sharing among public safety partners, build safer communities for Canadians and secure and prepare the nation.

I invite you to review the content of this report and if you wish to provide feedback, please consult the list of departmental contacts. You can also obtain more information on the Department's Internet site, at: www.psepc.gc.ca.

The Honourable A. Anne McLellan
Solicitor General of Canada
(Minister of Public Safety and Emergency Preparedness)

Commissioner's Message

I submit for tabling in Parliament, the 2003/04 Departmental Performance Report (DPR) for the Correctional Service of Canada (CSC). This report has been prepared based on the reporting principles and other requirements in the 2003/04 DPR Preparation Guide and represents, to the best of my knowledge, a comprehensive, balanced, and transparent picture of the organization's performance for fiscal year 2003/04.

The purpose of the federal correctional service is to contribute to the maintenance of a just, peaceful and safe society. CSC contributes by ensuring the safe and humane custody and supervision of offenders; and by assisting in their reintegration into the community. This report reflects the progress CSC has made in addressing its primary challenges, which continue to be:

1. ***Responding to the changing offender profile*** – New challenges require enhanced security and more targeted interventions in institutions and in the community. Offenders today are more likely to have extensive and violent criminal records. More are affiliated with organized crime and street gangs, and increasing numbers arrive with mental health problems. A large number continue to have drug or alcohol problems. These changes require new and integrated approaches to custody and interventions.
2. ***Addressing the disproportionate representation of Aboriginal offenders*** – Although Aboriginal people make up only 3% of the adult Canadian population, they account for 16% of all offenders under federal jurisdiction. More strategic and targeted approaches are required to enhance the potential of First Nations, Métis and Inuit offenders' safe and timely reintegration back into the community.
3. ***Building community capacity*** – Essential to public safety are communities which offer programs and services to offenders who are under supervision and have completed their sentence. While research indicates most Canadians over-estimate the amount and severity of crime and under-estimate the severity of penalties, a single incident can undermine a community's sense of security and, in turn, public confidence in Canada's approach to criminal justice. Informed and engaged citizens and communities are integral to safe offender reintegration.
4. ***Realigning and transforming the organization*** – CSC must re-allocate existing resources to its highest priorities while transforming old spending to new purposes to maintain its focus on public safety. CSC must develop, within the Management Accountability Framework, principled, innovative, and fiscally responsible approaches to attracting, developing, and retaining competent and diverse staff, to updating infrastructure, and to streamlining processes.

Over the last five years, our data have shown a decrease in the re-conviction rate for federal offenders while under supervision in the community. They also have shown that 90% of offenders do not return to a federal penitentiary during the first two years after the expiry of their sentence. While these results are encouraging, we have more work to do to assist offenders with their reintegration back into the community in a safe and secure way.

I invite you to closely review this report and I welcome any comments and feedback.

Don Head
A/Commissioner, Correctional Service of Canada
September 16, 2004



Summary of Departmental Performance

The Correctional Service of Canada (CSC) is an agency of the newly established portfolio of Public Safety and Emergency Preparedness Canada (PSEPC). The mission of CSC is to contribute to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable, safe, secure, and humane control. This includes administering sentences of two years or more, as well as supervising offenders on conditional release.

CSC has a presence in every province and territory – from large urban centres with their increasingly diverse populations to remote Inuit communities across the North. CSC's institutions and community facilities operate 24 hours a day, 365 days a year.

For 2003/04, the Report on Plans and Priorities (RPP) identified four major challenges to achieving its mandate and mission:

- The changing offender profile;
- The over-representation of Aboriginal offenders;
- The need for community capacity to support offenders under supervision and beyond sentence completion to prevent re-offending; and,
- The need to realign and transform corporate practices and systems to meet these new demands in a fiscally responsible manner.

This report examines the performance of CSC during 2003/04. This portion of the report provides an overall summary of departmental performance. Section 1 provides the context within which CSC operates. Section 2 provides an in-depth discussion of performance, based on strategic outcomes.

Progress and Performance against RPP Commitments

The following is a summary of CSC's performance. Four areas of CSC performance include: Care; Custody; Reintegration; and, Corporate Management. The following logic model for CSC includes the strategic outcomes, immediate outcomes, indicators of performance, and activities identified in the RPP, for each area of performance.

Logic Model

Mission: The Correctional Service of Canada (CSC), 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

Area of Performance	Strategic Outcome	Immediate Outcome	Indicators	Activity/Plans
Care	A safe and healthy environment for those living and working in the correctional system, as well as members of the public	Health needs of offenders are identified and addressed	<ul style="list-style-type: none"> Physical health needs identified Mental health needs identified Substance abuse needs identified and addressed Prevalence of infectious diseases Access to essential health care Offender deaths by natural causes and suicide 	<ul style="list-style-type: none"> Initiatives relating to addictions Protocol for assessing Fetal Alcohol Syndrome/Fetal Alcohol Effect Implement Health Promotion Strategy Targeted treatment regarding mental health problems Support services for chronically ill offenders Engage communities as partners Develop/implement enhanced health care quality assurance framework in institutions
		A safe and healthy environment for those working in the correctional system, and members of the public	<ul style="list-style-type: none"> Assaults resulting in injury to staff Workplace injuries among staff Occupational health and safety Absence from work Use of Employee Assistance Program Employee harassment/discrimination complaints Internal disclosure Safety and health hazards for the public 	<ul style="list-style-type: none"> Enhance processes/practices to ensure a safe, healthy & supportive workplace and effective management of CSC Provide support to staff
Custody	Accommodation and management of offenders that is reasonable, safe, secure and humane and in accordance with the least restrictive option	CSC maintains a secure environment	<ul style="list-style-type: none"> Major security incidents Institutional drug seizures Gang affiliations Escapes from institutions Temporary absences and work releases 	<ul style="list-style-type: none"> Enhance CSC's strategic intelligence approaches Enhance operational strategies relating to drugs Strategy to improve prevention & management of critical & emergency incidents
		The least restrictive measures are utilized, consistent with assessed risk to the public, staff and offenders	<ul style="list-style-type: none"> Use of force Use of segregation Successful transfers from maximum to lower levels of security Timely risk assessment of offenders 	<ul style="list-style-type: none"> Review accommodation measures Implement accommodation strategy for women
		Policies and practices reflect that offenders are treated with respect and dignity	<ul style="list-style-type: none"> Address specific needs of Aboriginal offenders Offender complaints and grievances Complaints to the Canadian Human Rights Commission Double bunking 	<ul style="list-style-type: none"> Integrate approaches for offenders presenting similar risk/needs profiles Continued implementation of CSC's Sustainable Development Strategy Revision 2000

Area of Performance	Strategic Outcome	Immediate Outcome	Indicators	Activity/Plans
Reintegration	Offenders who are safely and effectively reintegrated	Offenders are prepared for their safe release in the community	<ul style="list-style-type: none"> • Involvement in programs prior to release • Discretionary releases 	<ul style="list-style-type: none"> • Implement approaches identified through Government Response to <i>CCRA</i> to prepare offenders for release • Implement restorative justice approaches
		Offenders are appropriately supervised while in the community	<ul style="list-style-type: none"> • Revocation/re-conviction of offenders on conditional release • Re-admission after sentence completion • Frequency of contact 	<ul style="list-style-type: none"> • Develop/test a continuum of approaches to deal with offenders sharing similar needs/risk
		CSC helps build community capacity to support offender reintegration	<ul style="list-style-type: none"> • Volunteers working with CSC • Community-based residential facilities • Use of Section 84 of <i>CCRA</i> • Correctional programs available in the community 	<ul style="list-style-type: none"> • Engage citizens • Revitalize partnerships with criminal justice partners • Enhance role of Aboriginal communities
Corporate Management	Corporate management services support the care, custody and reintegration of offenders, and partnerships to promote the achievement of CSC's Mandate and Mission	A representative and knowledgeable workforce	<ul style="list-style-type: none"> • Employment equity • Official language standards • Learning opportunities for employees 	<ul style="list-style-type: none"> • Attract, select & develop diverse knowledge workers • Develop leadership strategies & career continuum
		Monitoring and analyzing performance to improve operational practices	<ul style="list-style-type: none"> • Management Accountability Framework & Performance Agreements • Management Control Frameworks • Compliance on Access to Information and Privacy requests • Investigations, evaluations, reviews & research 	<ul style="list-style-type: none"> • Renew Offender Management System (<i>from Reintegration</i>) • Implement modern comptrollership strategies • Optimize maintenance/delivery of common service systems • Implement knowledge management initiatives • Conduct policy research
		Sharing expertise and knowledge with national and international partners	<ul style="list-style-type: none"> • Partnerships with the community • Partnerships and connectivity with provinces/territories • Sharing information internationally 	<ul style="list-style-type: none"> • Develop collaborative approaches with federal, provincial & territorial jurisdictions • Provide expertise to developing countries



Strategic Outcome 1: Care - “a safe and healthy environment for those living and working in the correctional system, as well as members of the public”

The logic model notes two immediate outcomes relating to “Care”:

- Health needs of offenders are identified and addressed
- A safe and healthy environment for those working in the correctional system, and members of the public

During 2003/04, CSC met expectations in terms of identifying and addressing the overall health needs of offenders:

- CSC completed a needs assessment of the health of federal inmates and determined that the health of inmates is substantially worse than the health of comparably aged members of the Canadian public. This provides CSC with a better understanding of the needs of offenders.
- The needs assessment also provided information on the prevalence of mental illness. CSC is focusing on providing more targeted treatment to respond to the mental health problems of offenders. For example, CSC completed a review of mental health treatment centres.
- In order to address the substance abuse needs of offenders, CSC continues to provide research-based accredited substance abuse programs in institutions and the community.
- CSC has implemented a number of initiatives to address offender issues relating to infectious diseases, such as an immunization program, anonymous testing, and a surveillance program in collaboration with Health Canada.
- In compliance with the *CCRA*, essential health needs of inmates are met (e.g., treatment to protect and maintain an inmate’s health and/or life).

There are some areas relating to health that continue to need improvement. In particular, there were 11 suicides committed in CSC institutions in 2003/04. Any inmate death is of concern to CSC and investigations are conducted into every inmate death to identify contributing factors with a view to preventing deaths where possible. Furthermore, CSC is committed to preventing suicides in its institutions through education, and improved monitoring and support for offenders with suicidal tendencies.

For the most part, CSC also met expectations in terms of creating a safe and healthy environment for those working in the correctional system, and members of the public:

- There have been no major assaults (one of a serious nature which prohibits the victim’s return to normal routine for any period of time) on staff in the last two fiscal years. There has been a decrease in minor assaults (from 90 in 2002/03 to 85 in 2003/04).
- Incidence of staff injuries has remained relatively stable over the last few years. Over the last two years, the incidence of staff injuries that required an absence from the workplace for a period of time has been stable (4.2% of all employees in calendar year 2002; 4.0% of all employees in 2003). Similarly, the proportion of minor injuries has been stable (9.7% in 2002; 9.8% in 2003).
- The average number of certified sick days among CSC staff has decreased over the last few years (from 6.2 days in 2000/01 to 4.5 days in 2003/04).
- During 2003/04, nine complaints were lodged by CSC employees relating to occupational health and safety, a substantial decrease from 2002/03 (48). In addition, there were 16 work refusals, of which one was upheld. This is a small decrease from 2002/03 (19 work refusals).
- The Employee Assistance Program continues to be well used by CSC staff (2,502 referrals in 2003/04).
- Although a slight increase from the previous year, of the approximately 16,000 CSC employees, there were relatively few complaints of harassment/discrimination (190) during 2003/04. The increase in harassment complaints may be partly attributable to increased awareness of staff, in light of the new Treasury Board policy.
- There were also few instances of internal disclosures of wrongdoing (13).
- Large numbers of individuals (approximately 5,300 each day) enter and leave CSC facilities without incident.
- CSC has many protocols in place to ensure the ongoing safety of the public, such as search procedures to prevent dangerous items from entering the institutions.



There remain some areas that require attention. Although the average number of certified sick days has gone down, the average number of sick days among CSC staff has increased over the last few years (from 14 in 2000/01 to 16.6 in 2003/04). Similar trends can be seen for both correctional officers (CXs) and non-correctional officers (non CXs). CSC has insufficient data at this time to determine whether, and to what extent, sick leave use is related to the work environment as opposed to non work-related factors. However, it is reasonable to conclude that absence from work, in particular sick leave, is attributable to some extent to an aging workforce (average age was 41 among CXs and 45 among non-CXs in 2003/04), the stressful nature of the correctional workplace and the cumulative effects of shift-work.

The 2003/04 RPP identified a number of plans related to “care” for 2003 – 2006 (see *Appendix A* for a detailed list of plans).

Strategic Outcome 2: Custody - “accommodation and management of offenders that is reasonable, safe, secure and humane and in accordance with the least restrictive option”

There are three identified immediate outcomes related to “Custody”:

- CSC maintains a secure environment
- The least restrictive measures are utilized, consistent with assessed risk to the public, staff and offenders
- Policies and practices reflect that offenders are treated with respect and dignity

Overall, during 2003/04, CSC met expectations in terms of maintaining a secure environment, with some areas of concern:

- Of close to 18,500 offenders incarcerated at some point during 2003/04, 81 major security incidents were reported, which is a slight decrease from the previous year (85).
- There was a decrease in the number of major assaults on offenders from the previous year (43 versus 51).
- CSC is tackling the problem of drug smuggling into institutions through interdiction initiatives, such as non-intrusive searches of visitors using metal detectors, ion scanners, drug dogs, and searches of cells, buildings, grounds and offenders. During 2003/04, the amount of drugs seized has generally declined from the previous year (with the exception of alcohol/brew & THC).
- During 2003/04, 57 offenders were reported to have escaped. This is an increase from the 48 reported during 2002/03, but is still the second lowest number in the last five years reported. Any escape is of concern to CSC.
- Out of almost 60,000 temporary absences and work releases granted during 2003/04, more than 99% were completed without problems, indicating that these processes are well managed.
- There has been a decrease in the number of offenders who were unlawfully at large, both on escorted (11 versus 14) and unescorted (15 versus 23) temporary absences. In general, the number of offenders who were unlawfully at large from work releases has been decreasing. However, there was a slight increase in 2003/04 from the previous year (6 versus 4).

Some results related to security continue to be of concern. One area of particular concern to CSC is the number of murders committed in institutions during 2003/04 (8), which is higher than the previous two years (1 and 2 murders, respectively). In order to help prevent further murders, a number of steps have been taken, including a review of the physical infrastructure and correctional management plans at all maximum security facilities; implementation of a revised intelligence strategy and completion of refresher training of all security intelligence staff; enhanced movement control procedures by Wardens, piloting an integrated correctional intervention approach using the motivational based intervention strategy (MBIS) at three maximum security sites (a behavioural approach to motivate unmotivated and often disruptive offenders); the addition of Assistant Warden Security Programs positions in maximum security institutions; the implementation of the Climate Indicator Profiling System to identify potential trends that may lead to unrest; and additional regular planned institution-wide searches. Another concern is the rising number of gang affiliations in the offender population (as of March 2004, 1,725 offenders were associated with, or members of, criminal organizations).

CSC met expectations in utilizing the least restrictive measures, consistent with assessed risk to the public, staff and offenders:

- During 2003/04, there were 874 incidents in institutions involving the use of force. Of the 784 cases where reviews have been finalized, 93% were found to have demonstrated appropriate management of situations, in accordance with law and policy. In the remaining 7%, follow-up action plans have been implemented at the institutional level to ensure future compliance. Furthermore, in 83% of the cases, no injuries were reported. The remaining 17% involved only minor injuries.
- The use of segregation was lower in 2003/04 than the previous year (5,493 versus 5,904 admissions to involuntary segregation; 1,852 versus 1,897 to voluntary segregation).
- The proportion of successful transfers from maximum to lower levels of security has increased (from 79% to 86%).
- Offenders' level of security is re-assessed every time their situation changes significantly, to determine whether their security classification is still accurate or needs to be changed.

One area that continues to require attention is the length of stays in segregation. Although the use of segregation decreased in 2003/04, inmates remained in segregation for longer periods of time (average days of stay 34.6 versus 29.6 in 2002/03 for involuntary placements; 66.7 versus 60.6 for voluntary placements). Policy and procedural solutions are being adopted to find alternatives to segregation that respond to the CCRA and ensure that the least restrictive measures are applied.

Several indicators point to progress in ensuring that policies and practices reflect that offenders are treated with respect and dignity:

- CSC has developed a diversity checklist to identify and appropriately address cultural and gender sensitivities in all policies and practices.
- CSC has developed a model of continuous care for federally-incarcerated Aboriginal peoples, starting with intake assessment, followed by institutional paths of healing, and ending with safe reintegration in the community. Initial indications demonstrate that Aboriginal offenders participating in Pathways Healing Units are more likely to transfer to lower levels of security and to receive a discretionary release than a matched comparison group.
- CSC has been addressing issues relating to offender complaints and grievances. There has been an increase in the proportion of complaints resolved at the institutional level, rather than going forward to higher level grievances (from 63% to 67% in 2003/04).
- The percentage of offenders being double-bunked in CSC facilities has decreased (from 11% in 2002/03 to 7% in 2003/04 at the end of each year).

One concern is that the number of complaints filed with the Canadian Human Rights Commission increased during 2003/04 (31) from the previous year (18). This increase may be partly attributable to the fact that more offenders are now aware of the CHRC as an alternate avenue of redress.

The only change to RPP plans (see *Appendix A* for more detail on the plans) was in relation to minimizing the negative impact of operations on the environment through continued implementation of CSC's Sustainable Development Revision 2000. By re-aligning its targets on pollution issues related to contaminated sites and sewage treatment, CSC has accelerated the evaluation and implementation of the strategy.

Strategic Outcome 3: Reintegration - "offenders who are safely and effectively reintegrated"

There are three identified immediate outcomes relating to "Reintegration":

- Offenders are prepared for their safe release in the community
- Offenders are appropriately supervised while in the community
- CSC helps build community capacity to support offender reintegration

CSC met expectations in terms of preparing offenders for their safe release in the community:

- CSC uses research-based, accredited correctional programs to address a number of criminogenic need areas. During 2003/04, almost 22,000 enrolments in programs were reported (of the



- approximately 18,500 offenders incarcerated at some point during the year). Of the offenders who completed programs, 96% have successfully completed, similar to 2002/03 (97%), but an improvement over previous years.
- Research on offenders' program participation and subsequent re-offending indicates that program participation has an impact on offender re-admission and re-conviction.
 - CSC supervises offenders on conditional release to support them in their successful adjustment to community life. Approximately one-half of offenders received day parole or full parole as their first release to the community, providing opportunities to adjust to the community while under supervision.

One area of concern relates to the number of offenders who complete programs. Currently, approximately one-half of offenders do not complete programs that they are enrolled in. One reason for this high drop-out rate is due to population management issues, such as a transfer to a different institution. This is an area that CSC will examine in the future.

Overall, CSC met expectations in terms of appropriately supervising offenders while in the community:

- In 2003/04, 6% of offenders on conditional release in the community were re-convicted (1% for violent crimes down from almost 2% in 1999/00 and 5% for non-violent crimes, down from 7% in 1999/00). An additional 23% of offenders on conditional release had their releases revoked, primarily for technical violations of their conditions. Overall, 77% of conditional releases were fully successful.
- Approximately 90% of offenders who reach the end of their sentences were not re-admitted to a federal facility within two years after release.
- In 2003/04, CSC staff met with offenders in accordance with contact standards in 92% of the cases, an increase from 85% in 2001/02 and 88% in 2002/03.

Finally, CSC met expectations in terms of building community capacity to support offender reintegration:

- Approximately 10,000 volunteers work with CSC, including members of Citizens' Advisory Committees (CACs).
- CSC provides contracts to community agencies to operate Community-based Residential Facilities (CRFs).
- CSC works with Aboriginal communities to develop *CCRA* Section 84 agreements for Aboriginal offenders (supervision while on release in the community). From 2001/02 to 2003/04, there were 187 completed Section 84 release plans presented to the National Parole Board, a significant increase from the 12 agreements completed between 1995 and 2000. Furthermore, a smaller proportion of those involved in Section 84 agreements were found to re-offend, compared to a matched comparison group (6% versus 10%).
- CSC utilizes community-based programs to aid offenders in their reintegration. There has been an increase in the proportion of successful completions of community-based programs (from 84% in 1999/00 to 95% in 2003/04).

One change was made to the RPP plans (see *Appendix A* for more detail on the plans) relating to the renewal of the Offender Management System, as part of the Canadian Public Safety Information Network, to enable enhanced connectivity and information sharing with criminal justice partners: Implementation of the migrated OMS application has been delayed to Fall 2004; New Brunswick requested postponement of connectivity.

Strategic Outcome 4: Corporate Management - “corporate management services support the care, custody and reintegration of offenders, and partnerships to promote the achievement of CSC’s Mandate and Mission”

There are three identified immediate outcomes relating to “Corporate Management”:

- A representative and knowledgeable workforce
- Monitoring and analyzing performance to improve operational practices
- Sharing expertise and knowledge with national and international partners

During 2003/04, CSC met expectations in terms of having a representative and knowledgeable workforce:

- The representation of the four employment equity groups within CSC is above the 2003/04 Labour Market Availability (LMA) objective for each group.
- CSC has similar language standards as the Public Service as a whole, and 97% of staff meet the language requirements of their position.
- CSC offers a broad range of learning opportunities for staff in order to prepare them for the task of effectively working with offenders. By the end of 2003/04, there was 94% compliance with National Training Standards.

CSC met expectations regarding monitoring and analyzing its performance to improve operational practices:

- Performance Agreements have been enhanced to reflect the indicators of the Management Accountability Framework to broaden staff accountability.
- Management Control Frameworks (MCF) have been developed to allow operational sites to monitor their own performance and improve policies and practices in a more timely manner.
- CSC has addressed concerns regarding Access to Information and Privacy (ATIP) requests. In 2003/04, of the Access to Information requests completed, 93% were completed on time (compared to 51% in 2002/03). Among Privacy requests, 55% were completed on time, a slight increase from 2002/03 (51%).
- CSC conducts investigations, evaluations, reviews and research to monitor and analyze performance on an ongoing basis.

CSC met expectations in terms of sharing expertise and knowledge with national and international partners:

- CSC has developed numerous partnerships with community organizations to help offenders reintegrate into society.
- New agreements with Québec and New Brunswick and extensions with British Columbia and Alberta have been signed. Liaison with police services has been strengthened by dedicating one FTE to that purpose and expanding responsibilities across regions. The Canada/New Brunswick Correctional Services Co-ordination Agreement is an innovative example of streamlining correctional service delivery across jurisdictions.
- CSC has gained recognition as a correctional leader, and as a valued source of information and expertise in the international justice and corrections communities.
- Developed relationship with UN Department of Peacekeeping Operations in Haiti and Afghanistan.

There have been no changes to the RPP plans for Corporate Management.

Parliamentary Committees

The Minister and/or the Commissioner have appeared before the following Parliamentary Committees during 2003/04:

- April 29, 2003 – the Senior Deputy Commissioner attended Standing Committee on Human Resources Development and the Status of Persons with Disabilities (<http://www.parl.gc.ca/committee/CommitteePublication.aspx?SourceId=30557>).
- May 14, 2003 – the Commissioner testified before the Public Accounts Committee in response to the Auditor General’s report on women offenders (<http://www.parl.gc.ca/InfoComDoc/37/2/PACC/Meetings/Evidence/PACCEV30-E.HTM>).



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- May 15, 2003 - the Minister and the Commissioner appeared before the Standing Committee on Justice and Human Rights regarding Main Estimates. Questions focused on sex offenders and about the impact of the amendments to the *Criminal Code of Canada* on the Aboriginal population (<http://www.parl.gc.ca/InfoComDoc/37/2/JUST/Meetings/Evidence/JUSTEV47-E.HTM>).
 - June 3, 2003 - the Commissioner appeared before the Standing Committee on Justice and Human Rights to discuss suggested amendments to the *Corrections and Conditional Release Act* (<http://www.parl.gc.ca/InfoComDoc/37/2/JUST/Meetings/Evidence/JUSTEV52-E.HTM>).
 - March 10, 2004 - the Minister appeared before the Standing Committee on Justice, Human Rights, Public Safety and Emergency Preparedness regarding Main Estimates. (<http://www.parl.gc.ca/committee/CommitteePublication.aspx?SourceId=74908>)

Section 1: Context¹

1.1 Raison d'être

1.1.1 Mandate, Mission and Core Values

Our Mandate

The purpose of the federal correctional service as set out in the *Corrections and Conditional Release Act (CCRA)* is to contribute to the maintenance of a just, peaceful and safe society by:

- ❑ carrying out sentences imposed by courts through the safe and humane custody and supervision of offenders; and
- ❑ assisting in the rehabilitation of offenders and their reintegration into the community as law-abiding citizens through the provision of programs in penitentiaries and in the community.

Our Mission

The Correctional Service of Canada (CSC), 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 Mission is based on the purpose and the principles of Sections 3 and 4 of the *Act*, and is guided by the following values:

Our Core Values

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 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 CSC with openness and integrity and we are accountable to the Solicitor General.

¹ Fiscal year 2003/04 data are reported in this section. The data may not correspond to the data used in the 2003/04 RPP due to updates in the databases.



The Correctional Service of Canada (CSC) (www.csc-scc.gc.ca) is an agency of the Portfolio of Public Safety and Emergency Preparedness Canada. CSC works with its partners in the criminal justice system to maintain public safety.

What we do

- ❑ *Administer sentences of 2 years or more*
- ❑ *Prepare inmates for safe and timely release*
- ❑ *Supervise and assist offenders on conditional release*

CSC adopted its Mission in 1989. The Mission emphasizes the Service's responsibility to actively encourage and assist offenders to become law-abiding citizens by taking an active role in their rehabilitation. Furthermore, it speaks to CSC's accountability to Parliament and to Canadians for the protection of society through sound correctional results.

The legislative framework for corrections and conditional release was modernized in 1992 with the proclamation of the *Corrections and Conditional Release Act (CCRA)* (<http://laws.justice.gc.ca/en/C-44.6/index.html>). Protection of the public is the paramount consideration in all decisions relating to the treatment and release of offenders.

A Sub-Committee of the Standing Committee on Justice and Human Rights reviewed the CCRA in 2000. The Sub-Committee supported the mandate and correctional principles set out in the CCRA.

CSC is also guided by numerous other Acts, regulations, policies, and international conventions (approximately 60) in the delivery of its service.

1.1.2 Organization

Federally Managed Facilities

- ❑ *54 penitentiaries**
- ❑ *17 community correctional centres*
- ❑ *71 parole offices*

** This includes treatment centres and annexes within penitentiaries.*

CSC has a presence in every province and territory - from large urban centres with their increasingly diverse populations to remote Inuit communities across the North. CSC's institutions and community facilities operate 24 hours a day, 365 days a year.

On a typical day, there are approximately 12,400 offenders in federal correctional institutions and 8,300 federally supervised in the community.

Federal offenders represent approximately 3% of the total number of persons admitted to custody in Canada each year, and approximately 7% of all offenders in the community under some form of correctional supervision².

CSC manages penitentiaries, community correctional centres and parole offices, as well as an addictions research centre, five regional headquarters and staff colleges, a correctional management learning centre, and a national headquarters. In addition to federally operated facilities, CSC partners with community-based, non-governmental

²Carrière, D. (2003). "Adult Correctional Services in Canada, 2001/02". *Juristat*, Canadian Centre for Justice Statistics.

organizations that run approximately 200 Community-Based Residential Facilities (CRFs) across the country.

2002/03
Annual Average Cost of Maintaining
Offenders in Different Security Levels

Women:	\$169,399
Men: Maximum:	\$110,213
Medium:	\$ 69,716
Minimum:	\$ 69,239

In a Community Correctional Centre

Men and Women:	\$ 42,202
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On Parole*

Men and Women:	\$ 19,527
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On average, it costs \$64,464 to maintain an offender in the federal correctional system.

**includes the costs of supervising offenders in the community and housing them in Community-based Residential Facilities.*

CSC has a diverse and dynamic workforce. Forty-four percent of all staff are women. Approximately 4% of CSC employees are from visible minority groups and approximately 6% are Aboriginal. Two occupational groups, for the most part exclusive to CSC, represent one-half of all staff employed in CSC operational units. Correctional Officers represent 42% of the workforce and Parole and Program Officers comprise 11%. Administrative and corporate services are carried out by the National and Regional Headquarters.

1.1.3 Partners

CSC works in close collaboration with a wide range of partners. Partners represent numerous groups, including Aboriginal communities and organizations, faith organizations, universities and colleges, unions, and non-governmental organizations (www.csc.scc.gc.ca/text/partners_e.shtml). They also include departments and agencies from all levels of government in Canada, in particular, criminal justice system partners,

CSC also manages a variety of Exchange of Service Agreements (ESA) with provincial and territorial correctional authorities to provide specialized correctional services and programs. Arrangements also exist with Aboriginal communities to provide Aboriginal-specific programs and services to Aboriginal offenders.

As well, CORCAN, (www.csc.scc.gc.ca/text/prgrm/corcan/home_e.shtml) a Special Operating Agency³, provides job and employability skills to offenders in federal institutions and offers support services in 25 communities across Canada to help parolees secure employment upon release.

Workforce

- ❑ *Approx. 16,000 employees*
- ❑ *53% correctional and parole officers*
- ❑ *7% health services staff*
- ❑ *9% operational and technical support staff (e.g., hospital workers, electricians, heating and power plant workers)*

³ Special Operating Agency (SOA) is an operational unit of a department that functions within a framework agreement approved by the Deputy Minister, the Minister and the Treasury Board.



the Office of the Correctional Investigator and central agencies. As well, CSC maintains partnerships with correctional services domestically and internationally either for direct service delivery or for learning purposes. Domestically, there exist partnerships between federal, provincial and territorial agencies and with Canadian municipalities through the Service’s relationship with the Federation of Canadian Municipalities (FCM).

CSC works extensively with the National Parole Board (NPB). The NPB (*www.npb-cnrc.gc.ca*), an agency within Public Safety and Emergency Preparedness Canada, has exclusive authority under the *CCRA* to grant, deny, cancel, terminate or revoke day parole and full parole (i.e., conditional releases). The Board may also order certain offenders to be held in a penitentiary until the end of their sentence. Furthermore, it makes conditional release decisions for offenders in provinces and territories that do not have their own parole boards, and is responsible for making decisions to grant, deny and revoke pardons under the *Criminal Records Act* and the *Criminal Code of Canada*.

The partners in the Canadian criminal justice system rely on each other in the course of their work: they can and must exchange information at various points along the way. Good decisions require information that is accurate, complete and timely. CSC is working with partners on an integrated electronic system - a Canada Public Safety Information Network – which should go a long way in ensuring information is available to those who need it when they need it. One aspect of this, the Integrated Justice Information (IJI) initiative, began in 1999 in response to the Government of Canada’s commitment to improve public safety and enhance Canadians’ confidence in the criminal justice system. The mandate of the IJI is to improve information sharing among criminal justice and law enforcement agencies in support of public safety and security by establishing a modern, national information sharing capacity called the Canada Public Safety Information Network (CPSIN).

Volunteers

Approx. 10,000 volunteers supporting offenders through:

- ❑ *Tutoring*
- ❑ *Visits*
- ❑ *Constructive leisure activities*
- ❑ *Spiritual activities*
- ❑ *Circles of Support and Accountability*

CSC also relies on various advisory bodies to inform and strengthen its strategies and improve results with regard to specific issues related to particular offender groups, such as Aboriginal peoples, visible minorities, and women.

Canadians can and do help build safe, secure and strong communities. Approximately 600 citizens representing their local communities serve on 105 Citizens’ Advisory Committees (CAC) in both institutions and the community⁴. CAC members provide advice on CSC operations and their impact on communities, provide feedback on implementation practices and act as a link between communities and CSC.

⁴ CACs consist of citizen volunteers from communities where a federal penitentiary, parole office, or Community Correctional Centre (CCC) is located.

1.1.4 Business Lines

CSC has four business lines: care, custody, reintegration and corporate management. Each has a corresponding strategic outcome.

Care -- *A safe and healthy environment for those living and working in the correctional system, as well as members of the public;*

Custody -- *Accommodation and management of offenders that is reasonable, safe, secure, and humane and in accordance with the least restrictive option;*

Reintegration -- *Offenders who are safely and effectively reintegrated; and,*

Corporate Management -- *Corporate management services support the care, custody and reintegration of offenders and partnerships to promote the achievement of CSC's Mandate and Mission.*

1.2 Performance

1.2.1 CSC's Contribution to Results for Canadians

CSC makes direct and indirect contributions to the quality of life of Canadians. Directly, CSC contributes to the strength and safety of Canadian communities through the preparation of offenders for safe reintegration.

The Service also contributes to the articulation of government-wide strategies in areas such as drug abuse, organized crime, child protection, family violence and assistance to victims of crime. Given the disproportionate representation of Aboriginal people in custody, CSC has a role to play in helping to close the socio-economic gap that exists between Aboriginal and non-Aboriginal Canadians. Working with Aboriginal communities to enhance their role in delivering correctional programs and services that meet the needs of their communities contributes to closing this gap. CSC is also addressing the specific programming and healing needs of Aboriginal peoples, as well as recognizing the specific needs of Inuit and Métis offenders, which contribute to addressing the gap.

In carrying out its Mandate, CSC contributes to progress in the areas of public health, the economy and the environment. These contributions are summarized as follows.



Canada's Performance 2003	CSC Contribution ⁵	
Theme	Direct	Indirect
Strength and Safety of Canadian Communities	<p>Delivery of programs and services that reduce recidivism.</p> <p>Enhanced community capacity to deliver programs and services that meet the needs of at-risk populations, through partnerships and formal arrangements with the voluntary sector.</p> <p>Engagement of individual Canadians in the correctional system to enhance overall well-being.</p>	<p>Reduced social costs of crime.</p> <p>Protection of rights of citizens through safer and more secure communities.</p>
Health of Canadians	<p>Infectious diseases surveillance and control within federal penitentiaries.</p> <p>Reduced use of drugs and spread of infectious diseases.</p> <p>Safe reintegration of offenders into the community.</p>	<p>Enhanced public health.</p> <p>Reduced costs to the health care system.</p>
The Canadian Environment	<p>Minimized negative impact of CSC operations on the environment through its Sustainable Development Strategy.</p>	<p>Reduced pollution and sustainable resource use in CSC operations.</p>
Economic Opportunities and Innovation	<p>Enhanced educational attainment of offenders through literacy and adult basic education programs.</p> <p>Development of employment skills and employability of offenders</p>	<p>Breaking the cycle of poverty for at-risk children and families.</p> <p>Reduced economic cost of crime.</p> <p>Contribution to a safe community environment essential to commerce.</p>

1.2.2 Correctional Approach

Canada's correctional policy is based on an integrated approach of controlling and assisting offenders. Public safety is paramount in all decision-making. CSC policies are based on the premise that public safety can be best achieved through safe and secure custody and the gradual and supervised release of offenders into the community.

Consistent with the government focus captured in the Speech from the Throne on February 2nd, 2004, CSC considers establishing positive and reciprocal relationships with Canadian communities, a strategic requirement to support its Mandate. The success of CSC in reintegrating offenders into the community depends on citizens and communities understanding the importance of their involvement in supporting the reintegration process. Communities with the necessary programs, knowledge, expertise, and capacity to provide services to offenders and their families are integral to ensuring that offenders

⁵ As established by *Canada's Performance 2003*, Treasury Board of Canada, http://publiservice.tbs-sct.gc.ca/report/govrev/03/cp-rc1_e.asp.

are supported while incarcerated and in transition to the community so that they remain law-abiding citizens. CSC has a role to play in preparing communities to receive offenders, by partnering with them to provide supportive activities, programs and services to offenders who are under supervision and after their sentence completion.

Moreover, CSC has much to offer communities to assist in crime prevention. Its knowledge of beliefs, attitudes, behaviours and intentions that contribute to crime can be shared with communities to prevent crimes, by assisting them to address factors most strongly linked to crime. CSC has developed tools to measure potential for criminal behaviour and research-based interventions to address contributing factors. The latter include cognitive theory-based rehabilitation programs that address problem solving, reasoning and self-control, which are demonstrably effective in changing criminal behaviour. They include literacy, and employability skills programs necessary to effective community functioning. CSC has also developed, with the assistance of volunteers and community experts, a number of support systems for offenders and their families. For example, Circles of Support and Accountability is a program that works with sex offenders upon release. These and other initiatives are important for their focus on prevention.

1.3 Risks and Challenges

Public safety is a prerequisite to economic and social development and to quality of life in all communities. Canadians appreciate the role of the criminal justice system in contributing to a society where families can live without fear of crime and violence and where businesses prosper. In addition, results show that the Canadian approach to criminal justice generally has been effective in preventing and responding to crime.

CSC must monitor and update its policies and processes to adjust to the changing environment in a manner consistent with the goals and principles of the *Corrections and Conditional Release Act (CCRA)*. The 2003/04 RPP identified four major challenges that needed to be addressed:

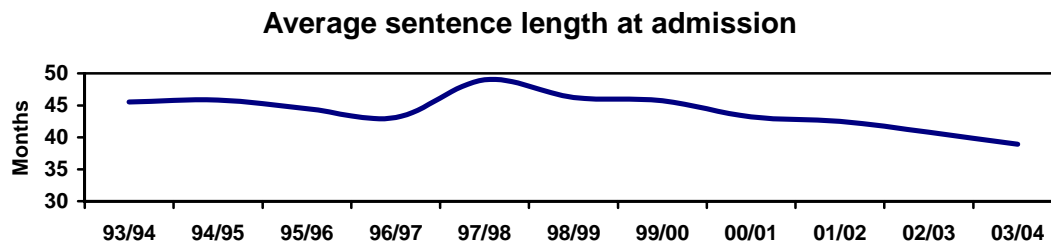
- ❑ the changing offender profile;
- ❑ the over-representation of Aboriginal offenders;
- ❑ the need for community capacity to support offenders under supervision and beyond sentence completion to prevent re-offending; and
- ❑ the need to realign and transform corporate practices and systems to meet these new demands in a fiscally responsible manner.

1.3.1 Changing Offender Profile

Admissions of new offenders have been constant over the last four years, at about 4,200 per year. Similarly, the re-admission of offenders from conditional release, largely as a preventative measure, has remained constant at about 3,200 out of approximately 14,100



offenders per year. Determinate sentences, on average, have decreased since 1997/98 (49 months). In 2003/04, the average sentence length was 38.9 months.



Source: CSC - Performance Management Corporate Reporting System.

Overall, the offender population has declined slightly, to about 20,700 at any point in time, and the proportion of offenders in the community on any given day has remained constant, at 40%.

Releases have also been consistent over the last four years, although discretionary releases (e.g., day and full parole) have declined from almost 35% of all releases to 31% over the last four years (for more information see *Section 2.3 “Reintegration”*).

Legislation took effect in August 1997 creating a new category of “Long Term Offender”, a completely new designation and a new form of community supervision, which takes effect at the time of expiry of the sentence of incarceration. The court decides the designation of Long Term Offender and the length of the supervision term after application by the Crown; and supervision is carried out by CSC. There are still a very small number of long-term offenders under supervision (51 on March 31st, 2004), when compared to the total supervised population. This group of offenders is climbing steadily at a rate of one to two cases per month, and it is anticipated that this growth will continue as the courts impose more Long-Term Supervision Orders (LTSOs).

As Canadian society changes, so does the federal offender population⁶. Meeting the needs of the changing offender profile both at the institutional level and in the community is the most significant challenge for CSC, as offender backgrounds have become increasingly diverse. Federal offenders now have more extensive criminal histories. Ninety percent of offenders have been convicted previously of adult or youth crimes. Approximately one-third (35%) of men and 21% of women offenders are serving a sentence of more than 10 years.

Large proportions of federal offenders have unstable job histories (74%) and have not completed high school (78%). Almost 80% of offenders have been identified as having poor problem-solving skills, as acting impulsively (79%), and as unable to generate choices (72%).

⁶ *The Changing Federal Offender Population: Profiles and Forecasts July 2004*. Research Branch, Correctional Service Canada.

Offenders affiliated with gangs and organized crime continues to be a challenge for CSC. This offender population now represents 15% of the institutional population⁷. It is expected that there will be an upward trend due to the introduction of legislation and the success of law enforcement with joint task forces. As well, the proportion of aging offenders – 50 years old and over - who will require different types of interventions and accommodation strategies now represents 18% of all offenders. Similarly, women offenders now make up almost 4% of the federal offender population⁸. Finally, there remains a significant over-representation of Aboriginal offenders in the correctional system. Although Aboriginal offenders make up only 3% of the adult Canadian population, they account for 16% of all federal offenders⁹.

Added to challenges related to the growing complexity of offender needs and risks are significant health challenges. Of particular importance to criminal behaviour and public health are the high rates of alcohol and substance abuse among offenders (80%)¹⁰. Offenders have a high rate of injection drug use and of risky behaviours related to tattooing and piercing, and a high prevalence of risk factors for developing TB¹¹. High rates of infectious diseases among offenders (e.g., Hepatitis C, 26%) are related to these health challenges¹².

Research has shown that inmates generally have considerably poorer levels of health than do other Canadians. According to a health care needs assessment of federal offenders, the prevalence of chronic conditions such as diabetes and cardiovascular disease are substantially higher among inmates than would be expected in a comparably aged Canadian population¹³. Health care utilization rates and medication usage are also higher than would be expected in a comparable Canadian population. Given those identified health problems and the general trend toward aging, there is a need for health interventions and for chronic and palliative care that will contribute to the health service delivery burden.

Of particular concern are mental health problems. Inmates have substantially higher prevalence of mental disorders compared with the general public. Rates of most disorders are higher in female than in male inmates. Twenty percent of the offender population has been previously hospitalized in a mental health facility and 11% are currently diagnosed with psychiatric problems. Eighteen percent have been prescribed

⁷ *The Changing Federal Offender Population: Profiles and Forecasts July 2004* by Correctional Service Canada.

⁸ Correctional Service of Canada, Offender Management System.

⁹ Solicitor General of Canada (Dec 2003), Corrections and Conditional Release Statistical Overview.

¹⁰ Motiuk, L.L., Boe, R., & Nafekh, M. (2003). *The Safe Return of Offenders in the Community Statistical Overview*, Correctional Service Canada.

¹¹ Health Branch, Correctional Service Canada. A Health Care Needs Assessments of Federal Inmates in Canada. *Canadian Journal of Public Health*, 95(1), March/April 2004.

¹² CSC-Infectious Disease Statistical System.

¹³ *Ibid.*



related medication¹⁴. Suicide is almost four times more frequent among men offenders than men of the same age in Canadian society¹⁵.

CSC must manage the additional challenges in control and assistance of offenders when presented with the health issues noted above.

1.3.2 Over-representation of Aboriginal Offenders

As noted earlier, there remains a significant over-representation of Aboriginal offenders in the correctional system. Although Aboriginal offenders make up only 3% of the adult Canadian population, they account for 16% of all federal offenders¹⁶. As a group, Aboriginal offenders tend to be younger, are more likely to be incarcerated for a violent offence, have much higher needs (relating to substance abuse and employment, for example), and have had more extensive involvement with the criminal justice system as youths¹⁷.

Aboriginal offenders increasingly commit their crimes in and return to cities upon completion of their sentence. Not all communities to which offenders return are able to provide the social and cultural support that offenders need while under supervision and after sentence completion.

Aboriginal offenders (24%) are more likely than non-Aboriginal offenders (19%) to be serving a sentence in a maximum security institution; be rated as high risk to re-offend (74% versus 57%); have previous youth court experience (64% versus 45%); and have previously failed on conditional release (47% versus 41%)¹⁸.

Although CSC cannot directly affect the overall rate of incarceration, it has a role to play in reducing re-incarceration and partnering with communities in the development of innovative, community-based approaches for offender healing and reintegration. Over the last few years, there has been some progress in reducing rates of re-incarceration of Aboriginal offenders. However, CSC's collaborative approaches with communities and advisors in the development, implementation and evaluation of offender programming needs to continue in order to make further in-roads in this area.

CSC must further strengthen and expand its partnerships with other departments and agencies to develop more integrated and targeted approaches to reducing the over-representation of Aboriginal people in corrections. Developing more integrated and

¹⁴ Motiuk, L.L., Boe, R., & Nafekh, M. (2003). *The Safe Return of Offenders in the Community Statistical Overview*, Correctional Service Canada.

¹⁵ Health Branch, Correctional Service Canada. A Health Care Needs Assessments of Federal Inmates in Canada. *Canadian Journal of Public Health*, 95(1), March/April 2004.

¹⁶ Motiuk, L., Boe, R. & Nafekh, M. (April 2003). *Corrections and Conditional Release Statistical Overview*, December 2003, Solicitor General Canada.

¹⁷ Trevethan, S., Moore, J.P., & Rastin, C.J. (2003). A Profile of Aboriginal Offenders in Federal Facilities and Serving Time in the Community. *Forum on Corrections Research*, 14(3).

¹⁸ *Ibid.*

targeted collaborative strategies to service delivery should improve public safety and develop community capacity to assist offenders with their return to the community.

1.3.3 Community Capacity Building

Increasingly important to CSC's mandate is its relationship with the communities it serves. The success of CSC in reintegrating offenders into the community depends, in part, on citizens and communities understanding the importance of their involvement in supporting the reintegration process. Communities with the necessary programs, knowledge, expertise, and capacity to provide services to offenders and their families are integral to ensuring that offenders are supported while incarcerated and in transition to the community so that they remain law-abiding citizens lifelong. CSC has a role to play in assisting communities to receive offenders.

Moreover, CSC has much to offer communities to assist in the safe reintegration of offenders. Its understanding of beliefs, attitudes, behaviours and intentions that contribute to crime can be shared with communities. CSC has developed tools to measure potential for criminal behaviour and research-based interventions to address contributing factors. The latter include cognitive-theory based rehabilitation programs that address problem solving, reasoning and self-control which are demonstrably effective in changing criminal behaviour. They also include literacy, and employability skills programs necessary to effective community functioning. CSC has also developed, with the assistance of volunteers and community experts, a number of support systems for offenders.

Offenders on supervision in the community are at the highest risk to re-offend within the first three months of release. Most offenders commit their initial crime in cities and return to cities on release, sometimes to communities that either lack appropriate programs and services or have insufficient resources to meet demand.

There is growing public support for more restrictive approaches to deal with violent offenders. However, the percentage of the public supporting parole for non-violent offenders is in fact high and rising. In 1998, 75% of the public favoured parole, in 2001, support for parole for non-violent offenders rose to 80%¹⁹.

There is a growing understanding that community involvement is essential to developing sustainable solutions for social development and in turn, crime prevention and safer offender reintegration. There is a growing awareness that collaborative approaches across departments, jurisdictions, and with community experts are essential to fiscally responsible approaches to crime prevention and offender rehabilitation.

CSC must therefore work in partnership to dispel myths and develop approaches to community capacity building that reduce the potential for crime, and increase the support for offenders to safely reintegrate. This includes finding means to reduce the

¹⁹ Roberts, J. *Fear of Crime and Attitudes to Criminal Justice in Canada: A Review of Recent Trends 2001-2002*, Department of Criminology, University of Ottawa.



communities' administrative burden, and ensure that initiatives are driven by, and respond to, community needs.

Continuing to build more effective and meaningful relationships with communities and more integrated targeted approaches to community correctional services should positively impact CSC's effectiveness in safe and timely offender reintegration.

1.3.4 Organizational Re-alignment and Transformation

The fourth challenge that is facing CSC is to achieve Canada's correctional objectives within existing means in an effective manner. Consistent with the 2002 Speech from the Throne, CSC like other organizations, must seek to re-allocate existing resources to its highest priorities while transforming old spending into new initiatives.

CSC has limited flexibility for re-allocation of funds to address changes to programs and operations to manage effectively the changing offender profile. Approximately 89% of CSC's operating costs for institutions, the largest component of CSC's budget, are either fixed or semi-fixed.

The changing offender profile requires staff renewal through the recruitment of diverse individuals with new skills and competencies. There is a necessity to recruit and retain competent health professionals, a challenge in a time when there are shortages in the community of these professionals. Existing staff need to be updated and trained in new knowledge areas. Advances in technology offer new possibilities to address training, learning and career development needs.

Moreover, the more complex offender population requires fine-tuned approaches to ensuring the safety, health and security of correctional environments so that they remain conducive to appropriate offender, staff and community interaction. More than ever, stresses of the correctional environment require the implementation of staff support systems. Changing health and security challenges require research to inform the development of more effective programs, systems and support tools. And there is a growing awareness of the benefits to effective corrections of sharing information, research and programs domestically and internationally.

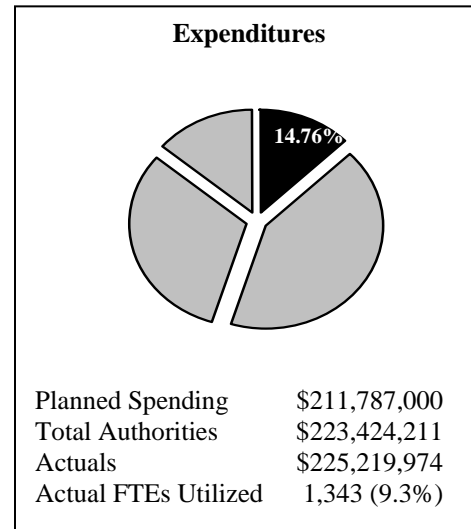
Section 2: Performance Discussion

2.1 Care

Strategic Outcome
“A safe and healthy environment, for those living and working in the correctional system, as well as members of the public”

CSC focuses on safeguarding the safety, health and security of staff and offenders in the correctional environment -- at National Headquarters (NHQ), Regional Headquarters (RHQs), in correctional institutions and parole offices.

The Care business line includes the following activities and corresponding budgets. Some examples of sub-activities are provided as well.



Activities and Spending	
Health Care	
Health Care Administration	
<i>Outside Hospitalization</i>	
<i>Hospital Accreditation</i>	25,419,223
<i>Infectious Diseases – Management & Operational Support (NHQ)</i>	
Psychology	22,828,604
Nursing Services	46,097,005
Medical Services	15,495,842
Other Clinical Services	
<i>Dental Services</i>	
<i>Optometry</i>	7,602,347
<i>Physiotherapy</i>	
Pharmaceutical Services	16,074,460
Section 81 Agreements	3,562,089
Offender Services	
Technical Services Management	5,304,933
Food Services	51,939,405
Institutional Services	
<i>Housekeeping</i>	
<i>Inmate Issues</i>	19,761,886
<i>Laundry Services</i>	
Inmate Canteen Operations	11,134,181

2.1.1 Logic Model

The health of Canadian society and Canada’s success in the 21st century depend on the health and well-being of individuals and communities. Health is one of the defining



factors of “quality of life”²⁰ and is a priority in the government agenda for improving Canadian society. CSC has a legal obligation to provide offenders with health care, both physical and mental, which ultimately contributes to improved public health and public safety.

The following section describes various indicators of physical and mental health for offenders and CSC staff, as well as indicators of public safety. As noted in the logic model, CSC’s strategic outcome in the area of “care” is: “a safe and healthy environment for those living and working in the correctional system, as well as members of the public”. More immediate outcomes for achieving this goal include ensuring that: the health needs of offenders are identified and addressed; and there is a safe and healthy environment for those working in the correctional system, and members of the public. In the 2003/04 RPP, CSC priorities focused specifically on:

- reducing the negative impacts of substance abuse on offender behaviour and the potential for rehabilitation;
- reducing the risk of transmission of infectious diseases; and
- optimizing the provision of accredited mental health care services.

During 2003/04, CSC focused on identifying and addressing the health needs of offenders, in particular issues relating to substance abuse and infectious disease. At the time of intake to federal correctional facilities, approximately 80% of offenders were reported to have abused alcohol and/or drugs. One method of addressing opiate addiction in place in CSC is the Methadone Maintenance Treatment (MMT) program. As of March, 2004, there were 470 inmates on methadone. Research has demonstrated that MMT programs reduce federal re-admissions. Efforts on reducing the risk of transmission of infectious diseases include an immunization program, anonymous testing, and a surveillance program in collaboration with Health Canada. In terms of mental health services for offenders, a significant review of inmate health needs, including mental health needs, was conducted. This is a necessary first step to understanding and improving the provision of care.

Strategic Outcome: A safe and healthy environment for those living and working in the correctional system, as well as members of the public	
Immediate Outcome	Indicators
Health needs of offenders are identified and addressed	<ul style="list-style-type: none"> • Physical health needs identified • Mental health needs identified • Substance abuse needs identified and addressed • Prevalence of infectious diseases • Access to essential health care • Offender deaths by natural causes and suicide

²⁰ *Quality of Life - A Concept Paper: Defining, Measuring and Reporting Quality of Life for Canadians* (http://publicservice.tbs.sct.gc.ca/pubs_pol/dcgpubs/PubsDisc/qo11_e.asp).

Strategic Outcome: A safe and healthy environment for those living and working in the correctional system, as well as members of the public	
Immediate Outcome	Indicators
A safe and healthy environment for those working in the correctional system, and members of the public	<ul style="list-style-type: none"> • Assaults resulting in injury to staff • Workplace injuries among staff • Occupational health and safety • Absence from work • Use of Employee Assistance Program • Employee harassment/discrimination complaints • Internal disclosure • Safety and health hazards for the public

Immediate Outcome: Health needs of offenders are identified and addressed

Physical health needs identified

In 2003/04, CSC completed work on “A Health Care Needs Assessment of Federal Inmates in Canada” and it was published as a supplement to the March/April issue of the *Canadian Journal of Public Health*. This landmark study is the first of its kind in Canada and it clearly states that the health of inmates is substantially poorer than the health of comparably aged members of the Canadian public. This finding is consistent across several indicators including socio-demographic health determinants (education and employment), health-related behaviours (smoking, injection drug use, and substance abuse), infectious diseases (hepatitis B, hepatitis C, HIV and tuberculosis), mental health disorders (psychosis, anxiety, and depression), and mortality rates (all causes, suicide, and homicide). There are at least three inmate sub-groups that are, on average, at even higher risk of poor health than the general inmate population. They are older inmates, women, and Aboriginals.

The health of inmates has an impact on Health Services because CSC’s client base is less healthy than average and it is incumbent upon the Service to address the health needs of offenders. Ensuring the quality and effectiveness of interventions as well as preventing the development and worsening of conditions can only happen when individual health assessments are completed on inmates. Therefore, inmates are seen for an initial assessment to determine immediate health needs within 48 hours of admission to a CSC facility, and a complete health assessment is done within two weeks of admission. Following the completion of the “A Health Care Needs Assessment of Federal Inmates in Canada”, work has begun on the preparation of a more detailed health assessment for all offenders as well as an assessment tool to identify the specific needs of older offenders.

Mental health needs identified

The report, “A Health Care Needs Assessment of Federal Inmates in Canada,” clearly showed that offenders have significantly higher incidence and prevalence of mental illness than would a comparably aged group in the Canadian population. As well, there were indications that the Service’s response to mental health needs must be enhanced in order to respond to the increases in both the number of inmates admitted with mental



illness and the number of inmate complaints and grievances in this area. In the face of the increased needs of mentally ill offenders, and the need to ensure required assessment treatment was being provided, CSC undertook a comprehensive review of its Treatment Centres in 2003/04 to ascertain precisely how the centres were functioning and what should be done to ensure they provide necessary mental health care in the most effective and efficient manner. The review is complete and the report was presented to senior management in the summer of 2004. As a result, CSC is undertaking the development of a mental health assessment strategy at intake, as well as a community mental health strategy during 2004/05.

Clearly, mental health issues among offenders are an area of concern for CSC. About one-quarter (20%) of the offender population has been previously hospitalized in a mental health facility²¹. Furthermore, 11% have a current diagnosis of a psychiatric problem. Eighteen percent (18%) of male offenders have been prescribed medication related to a mental health problem, and 42% of women offenders are currently taking psychotropic medications²².

One of the priorities indicated in the 2003/04 RPP was to provide more targeted treatment to respond to the mental health problems of offenders. *Appendix A “Consolidated Reporting”* identifies some of the ways that CSC has focused on addressing the mental health issues of offenders.

Substance abuse needs identified and addressed

As noted earlier, at the time of intake to federal correctional facilities, approximately 80% of offenders were reported to have abused alcohol and/or drugs. Through CSC’s intake assessment process, the need for substance abuse programs is identified. Currently, CSC provides moderate and high intensity substance abuse programs in the institution. As well, offenders participate in both maintenance and pre-release booster programs. Upon release offenders with institutional programming are referred directly to community maintenance. The substance abuse programs have all been fully accredited by an International Panel.

As will be discussed in *Section 2.3 “Reintegration”*, research on CSC’s substance abuse programs indicate that these programs have reduced re-admissions and re-convictions among participants.

Prevalence of infectious diseases

The issue of infectious diseases remains a high priority area for action for CSC. Therefore CSC has implemented several initiatives aimed at preventing the transmission of infectious diseases and at reducing the harm attributed to high-risk and unsafe

²¹ Motiuk, L.L., Boe, R., & Nafekh, M. (2003). *The Safe Return of Offenders in the Community Statistical Overview*, Correctional Service Canada.

²² Langner, N., Barton, J., McDonagh, D., Noel, C., & Bouchard, F. (2002). “Rates of prescribed medication use by women in prison”. *Forum on Corrections Research*, 14(2), pp 10-14.

behaviours. CSC has a National Infectious Disease Program which is committed to the following:

- infectious disease prevention (including immunization) and education;
- harm reduction initiatives, including a methadone maintenance therapy program;
- care, treatment and support;
- addressing legal, ethical and human rights issues;
- infectious disease surveillance and research; and,
- collaboration and cooperation with public health and community organizations.

The prevalence of HIV among offenders in CSC increased steadily from 1990 (25 reported cases) to a high of 251 reported cases in 2002. The number dropped to 227 in 2003. While the increase may reflect the possibility of a real escalation in cases, the increasing numbers may be due to several other factors including better case identification as a result of more testing in institutions, the availability of more sensitive laboratory tests, higher rates of inmate-requested testing as a result of changing perceptions towards HIV/AIDS, and better reporting of HIV cases by institutions to CSC-NHQ.

Hepatitis B is a vaccine-preventable viral infection of the liver. The number of newly identified Hepatitis B infections (including acute and chronic infections) rose from 13 in 2000 to a high of 43 in 2001 but fell to 17 in 2003. Nearly all Hepatitis B reported to CSC involved male offenders.

The rate of reported Hepatitis C infection has increased for all CSC regions from 2,542 (20% of inmates) cases at year-end 2000 to 3,167 (26%) at the end of 2003. In 2000, a total of 747 offenders entered CSC with a known previously documented diagnosis of Hepatitis C compared to 1,059 in 2003, an increase of 42%. The rate of Hepatitis C infection among women offenders is higher than men's infection rate, at 42% in 2000 and 37% in 2003.

CSC approaches the challenge of infectious disease prevention from several aspects. The Service has implemented a Reception Awareness Program (RAP) that is offered to all inmates at reception by a nurse who provides information about health risks, healthy choices and the health services available in CSC institutions. In institutions, inmates are trained by CSC to deliver Peer Education Counselling (PEC) that they then provide to other inmates - all focused on reducing high-risk behaviours. The number of institutions that offer PEC nationally has increased over the past 3 years - in 2002, 23 offered it and in 2004, 39 institutions offered PEC. Additionally, when inmates are seen by Health Services staff at reception, they are informed that both anonymous testing and immunization are available to them.

In order to reduce the harm that inevitably occurs when individuals engage in risky behaviours, such as the spread of blood borne infectious disease, CSC makes bleach kits and condoms available for inmates in institutions.



Methadone Maintenance Treatment (MMT) program is the principal medical treatment for opiate addiction. It is also central in CSC's harm reduction efforts because it provides a way for addicts to manage their addictions without resorting to injection drug use. As of March 2004, there were 470 inmates on methadone. The continuity of the MMT program is included in the release plan of offenders once they are ready to be released in the community. CSC, as a partner of the renewed Canada Drug Strategy, will be able to increase its capacity to identify inmates with opiate addictions earlier in their sentence.

Access to essential health care

In compliance with the *CCRA* mandate, essential health needs of inmates are met. That is to say, when intervention is required to protect and maintain an inmate's health and/or life, such as treatment for cancer, diabetes, HIV, or Hepatitis C for example, that intervention is provided. Inmates may wait several months for a dental appointment or to see a specialist. In that, CSC faces the same health-system pressures as does the wider Canadian community and so while wait lists have lengthened for some treatments in some regions, those waits tend to largely reflect the situation in the community at large.

CSC granted over 15,000 escorted and unescorted temporary absences to offenders for medical reasons during 2003/04.

During 2003/04, there were a total of 1,930 offender complaints or grievances relating to health care. Of these, 40% related to complaints regarding administration of health services (such as distribution of medication, availability of physicians, etc.). Ten percent were complaints relating to psychological or psychiatric care. The remaining one-half relates to issues other than "access"-related (e.g., protection of medical health information).

Offender deaths from natural causes and suicide

Death from natural causes is an indicator of the overall health of a population. In this context, the pattern indicates that the number of inmates who died from natural causes has increased from 2002/03 to 2003/04.

Offender Deaths

	2001/02	2002/03	2003/04
Total Inmate Deaths	51	49	67
Inmate Deaths from Natural Causes	32	25	38
Inmate Murder	1	2	8
Suicide	13	12	11
Overdose	3	4	4
Other/Unknown	2	6	6

Source: *CSC - Performance Management Corporate Reporting System*

As a result of this trend in deaths from natural causes, CSC has developed and implemented *Palliative Care Guidelines* to address the needs of terminally ill inmates.

In 2003/04, 11 inmates committed suicide. Four of these suicides involved Aboriginal offenders and one involved a woman. This is a decrease of one from the previous year (12). Suicide is almost four times more frequent among male offenders than men of the same age in Canadian society. Investigations are conducted into every inmate death to identify contributing factors to non-natural deaths with a view to preventing avoidable deaths through education and improved monitoring and support for offenders.

Immediate Outcome: A safe and healthy environment for those working in the correctional system, and members of the public

In addition to ensuring that offenders' physical and mental health needs are identified and addressed, another priority for CSC is to ensure a safe and healthy environment for CSC employees and members of the public.

Assaults resulting in injury to staff

Through application of its intelligence and risk assessment processes, CSC attempts to identify in advance situations where the risk is assessed as being unacceptable. In such cases, immediate measures are taken to respond through appropriate intervention.

As indicated in the table, there have been no major injuries (one of a serious nature which prohibits the victim's return to normal routine for any period of time) due to inmate assaults recorded in each of the last two fiscal years. However, assaults resulting in minor injuries have occurred (an injury that does not prevent the continuation of the victim's normal routine, such as minor abrasions, bruises, sprains, etc.) (see *Appendix D "Glossary"* for full definitions). There has been a decrease in the number of minor injuries (85) this past year versus the previous year (90). CSC takes such assaultive behaviour seriously and is ensuring that there are consequences for such behaviour through the internal discipline system and/or through outside charges being laid. In every case, these instances are referred to the local police. CSC is also actively evaluating its security infrastructure and offender management approaches for its highest risk offenders to identify means of further reducing risk of assaultive behaviour.

Injuries Reported as a Result of Assaults on Staff

Type of Injury	2001/02	2002/03	2003/04
Major ²³	2	0	0
Minor	89	90	85

Source: CSC - Security

²³ A major injury reported as a result of an assault on staff does not necessarily reflect the number of "major assaults" recorded on staff.



Workplace injuries among staff

Another indication of a healthy environment for staff is an examination of workplace injuries. Incidence of injuries has remained relatively stable over the last few years. Over the last two years, the incidence of injuries that required an absence from the workplace for a period of time (disabling) has been similar (4.2% of all employees in calendar year 2002; 4.0% of all employees in 2003). Similarly, the proportion of minor injuries has been stable (9.7% in 2002; 9.8% in 2003) (see *Appendix D “Glossary”* for definition).

Workplace Injuries Among Staff Calendar Years 2001 to 2003

Type of injury	2001		2002		2003	
	#	% of employees	#	% of employees	#	% of employees
Injuries requiring absence from work (disabling)	475	3.8%	514	4.2%	572	4.0%
Injuries not requiring absence from work (minor)	1,234	9.9%	1,186	9.7%	1,406	9.8%

Source: CSC - Human Resource Management System.

The three major types of accidents are sprains and strains (42%), bruises/contusions (14%) and anxiety/stress/neurological disorders (7%). The largest proportions of injuries are due to bodily reactions (e.g., a reaction to something, 18%), a fall (not from stairs, 17%), and assaults and violent acts by another person (12%).

Occupational health and safety

Another indicator of a healthy workplace is complaints lodged by employees under Section 127, and work refusals lodged under Section 128, of the Canada Labour Code (Part II – federally-regulated organizations). As can be seen in the table, during 2003/04, there were nine complaints lodged by CSC employees relating to occupational health and safety, which is a substantial decrease from 2002/03 (48). In addition, there were 16 work refusals, of which one was upheld. This is a small decrease from 2002/03 (19 work refusals).

Occupational Health and Safety Complaints and Work Refusals

	2001/02	2002/03	2003/04
Employee complaints (Section 127)	31	48	9
Refusals upheld by HRSDC (Section 128)	8	3	1
Refusals dismissed by HRSDC (Section 128)	19	16	15

Source: CSC - Human Resource Management System.

Absence from work

Depending on the cause, absence from work can be an indicator of the health of a workplace. As indicated in the table below, the average number of sick days among CSC staff has increased over the last few years (from 14 in 2000/01 to 16.6 in 2003/04). Similar trends can be seen for both correctional officers (CXs) and non-correctional officers (non CXs). However, certified sick days among CSC staff have decreased (from 6.2 in 2000/01 to 4.5 in 2003/04).

CSC has insufficient data at this time to determine whether, and to what extent, sick leave usage is related to the work environment as opposed to non work-related factors. However, it is reasonable to conclude that absence from work, in particular sick leave, is attributable to some extent to an aging workforce (average age of 41 for CXs and 45 for non-CXs in 2003/04), the stressful nature of the correctional workplace and the cumulative effects of shift-work.

Average Number of Sick Leave Days

Sick Leave		2000/01	2001/02	2002/03	2003/04
Total		14.00	14.13	16.51	16.56
	CX	16.45	17.07	18.05	18.74
	Non CX	12.11	11.93	15.29	14.88
Certified		6.15	4.86	4.47	4.49
	CX	6.74	4.34	3.64	3.71
	Non CX	5.69	5.26	5.13	5.09
Uncertified		5.05	6.53	7.66	7.97
	CX	6.29	9.50	9.87	10.39
	Non CX	4.10	4.30	5.93	6.10
Sick Without Pay		2,80	2.74	4.37	4.10
	CX	3.42	3.23	4.54	4.65
	Non CX	2,32	2.38	4.24	3.68

Source: CSC - Human Resource Management System.

Use of Employee Assistance Program

The Employee Assistance Program (EAP) is designed to assist employees who are experiencing difficulties. The program helps contribute to a healthy workplace; however, the reasons people avail themselves of the program are varied and are often linked to both personal and professional matters.

The EAP continues to be well used by CSC staff, although the number of visits decreased slightly from the previous year (from 2,754 in 2002/03, to 2,502 in 2003/04). Visits continue to be related to work, family, mental health and general information.



Employee harassment/discrimination complaints

Out of a staff complement of approximately 16,000, 190 employee harassment complaints were received during 2003/04, an increase from 151 in 2002/03. Within CSC, a national training standard was introduced in April 2004, which requires compulsory “anti-harassment” training for managers, supervisors and staff. This is a joint union-management training activity within CSC.

Of the 190 harassment complaints received, 118 were submitted under Treasury Board’s definition of harassment, four on the basis of discrimination and 64 on the basis of abuse of authority. Of these, 74 harassment complaints were investigated. Of those investigations, 27 were founded, 28 were judged unfounded and 19 are on-going. Of the remaining complaints that were dealt with, 49 were rejected, 24 were redirected, 32 are still under review and 13 were withdrawn²⁴. Corrective and/or disciplinary measures are taken where complaints are assessed as founded and when warranted.



Source: CSC - Human Resource Management System.

Internal disclosure

The internal disclosure policy was introduced government-wide in 2001. The policy ensures that Public Servants are treated fairly and protected against reprisals when they make a disclosure of apparent wrongdoing in good faith. During 2002/03, the CSC Internal Disclosure Office (IDO) received 38 inquiries and there were no disclosures of wrongdoing. During 2003/04, 35 inquiries were received. Of the 35 inquiries, 13 were reported as alleged disclosures of wrongdoing.

²⁴ The numbers do not add to 190 because some complaints were carried over from 2002/03, but only dealt with in 2003/04.

Types of Disclosure²⁵

Violation of a Regulation	Breach of Value & Ethics Code	Misuse of Public Funds	Others*	Total
7	2	3	1	13

**Inappropriate conduct.*

Source: CSC - Internal Disclosure Office.

In terms of outcomes, six inquiries were resolved without an investigation by referral to the appropriate area within the organization. Four inquiries resulted in investigations being conducted by the IDO. Disciplinary action was taken in two of the cases, (inappropriate conduct and breach of the *Values and Ethics Code*), while corrective actions were taken in the other two. Finally, three inquiries relating to a violation of a regulation were ongoing as of March 31, 2004.

Safety and health hazards for the public

CSC strives to maintain a secure environment for offenders, and one that is safe for the public. One indicator of safety is the large number of individuals (e.g., visitors, staff, volunteers and contractors) who enter and leave CSC's institutions every day (approximately 5,300) without incident. The incidence of situations involving the public is extremely low. Such rare incidents are immediately reported and appropriate action is taken. Furthermore, as noted earlier, there have been no incidences of major assaults on staff in the last two fiscal years.

Within the institutions, many protocols are in place to ensure that visitors' safety is not compromised. For instance, searches are conducted to prevent dangerous items from entering the institutions that could jeopardize institutional safety. As well, appropriate measures are used to separate offenders from visiting members of the public where needed.

One measure that CSC employs to reduce risk to public safety is an examination of offenders' risk to re-offend prior to release. The assessment determines appropriate levels of community supervision. Based on these risk assessments, offenders on conditional release receive varying levels of supervision.

As will be discussed in detail in *Section 2.3 "Reintegration"*, over the last few years, there has been an increase in offenders who successfully complete conditional releases in the community. In 2003/04 approximately 14,100 offenders spent time under community supervision (day parole, full parole, and statutory release). Of these, 94% successfully completed their period of supervision without any re-admission to a correctional facility. A small proportion (1%) was re-convicted of a violent offence, a decrease from almost 2% in 1999/2000. The fact that larger proportions of offenders are successfully

²⁵ See Glossary for definitions (*Appendix D*).



completing their sentences in the community is encouraging, and an indication that CSC is effectively managing offender risk.

In addition to reducing risk to public safety through offender rehabilitation and supervision, CSC contributes to reducing risk to public health.

CSC's health promotion and medical treatment programs are targeted to address offender's specific health needs. This contributes to community health when offenders are released.

CSC is developing comprehensive discharge planning guidelines for offenders living with infectious and other chronic diseases, including mental illness. These are intended not only to help offenders, but also to further protect the public.

CSC recognizes the importance of developing further performance measures in this area.

2.2 Custody

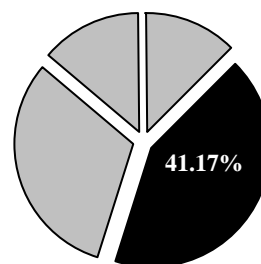
Strategic Outcome

“Accommodation and management of offenders that is reasonable, safe, secure and humane and in accordance with the least restrictive option”

Safe, secure, and supportive environments ensure public, staff, and offender safety within institutions and communities. Secure intelligence networks can result in the prevention of crime domestically and internationally. Information shared in a timely way can support appropriate decision-making about offenders and appropriate responses to incidents in support of public safety.

The Custody business line includes the following activities and corresponding budgets. Some examples of sub-activities are provided as well.

Expenditures



Planned Spending	\$653,949,000
Total Authorities	\$663,781,002
Actuals	\$628,326,126
Actual FTEs Utilized	6,800 (46.9%)

Activities and Spending

Security	
Electronic Engineering Policy & Services Maintenance	7,097,416
Admissions & Discharges	5,142,198
Sentence Administration	5,844,900
Corrections - Provision & Supervision	
<i>Hospital Surveillance</i>	
<i>Correctional Officers</i>	400,248,773
<i>Security Information and Emergency Management</i>	
International Transfers	2,379,787
Offender Accommodation	
Engineering & Maintenance	
<i>Plant Maintenance</i>	
<i>Engineering services</i>	87,072,801
<i>Heating/Co-generation of Energy</i>	
Construction Policy & Services	29,780,891
Capital Projects	90,759,358

2.2.1 Logic Model

CSC manages a number of diverse offender-based facilities (e.g., penitentiaries, psychiatric centres, Aboriginal healing lodges, District Offices, Community Correctional Centres). CSC also works with community-based, non-governmental organizations that run halfway houses across the country. A critical component of CSC’s mandate is to ensure the safety of the public at large, staff, and those incarcerated, while ensuring that their rights are protected.

The following section describes immediate outcomes and various indicators of accommodation and management of offenders in a reasonable, safe, secure and humane means, and in accordance with the least restrictive option. More immediate outcomes



for achieving this goal include: maintaining a secure environment; utilizing the least restrictive measures consistent with assessed risk; and the use of policies and practices reflecting that offenders are treated with respect and dignity. In the 2003/04 RPP, CSC priorities focused specifically on:

- improving the potential for rehabilitation through the use of more integrated and targeted interventions and programming; and,
- improving integration of, and access to, intelligence and information networks to enhance safety and security.

In terms of improving the potential for rehabilitation of offenders, as discussed in *Section 2.3 “Reintegration”*, CSC continues to rely on research-based accredited correctional programs to address a number of criminogenic need areas. Research on offender program participation and subsequent re-offending indicates that program participation has a positive impact on offender re-admission and re-conviction. The Motivational Based Intervention Strategy (MBIS) (a behavioural approach used to motivate unmotivated and often disruptive offenders) is being piloted at three maximum security sites. CSC has developed a diversity checklist to identify and appropriately address cultural and gender sensitivities in all policies and practices. In addition, CSC has developed a model of continuous care for federally-incarcerated Aboriginal peoples, starting with intake assessment, followed by institutional paths of healing, and ending with safe reintegration in the community.

To improve integration of, and access to, intelligence and information networks to enhance safety and security, as discussed in *Section 2.4 “Corporate Management”*, CSC has signed information-sharing agreements with various provincial corrections’ ministries and relationships with police services have been strengthened. As discussed in this section, the security classification of offenders is reviewed on a regular basis.

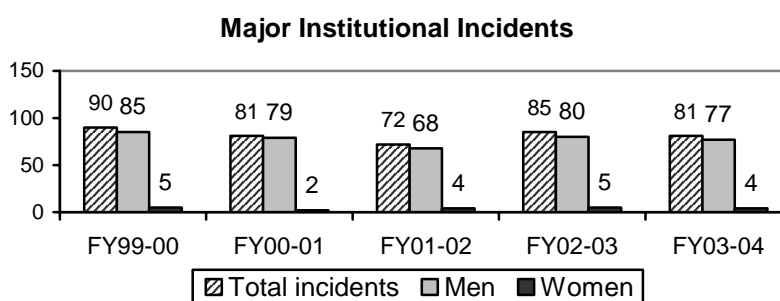
Strategic Outcome: “Accommodation and management of offenders that is reasonable, safe, secure and humane and in accordance with the least restrictive option”	
Immediate Outcome	Indicators
CSC maintains a secure environment	<ul style="list-style-type: none"> • Major security incidents • Institutional drug seizures • Gang affiliations • Escapes from institutions • Temporary absences and work releases
The least restrictive measures are utilized, consistent with assessed risk to the public, staff and offenders	<ul style="list-style-type: none"> • Use of force • Use of segregation • Successful transfers from maximum to lower levels of security • Timely risk assessment of offenders
Policies and practices that reflect that offenders are treated with respect and dignity	<ul style="list-style-type: none"> • Address specific needs of Aboriginal offenders • Offender complaints and grievances • Complaints to the Canadian Human Rights Commission • Double bunking

Immediate Outcome: CSC maintains a secure environment

Major security incidents

Major security incidents include staff murders, offender murders, hostage-takings, suicides, major staff assaults, major offender assaults, major offender fights, major disturbances, and escapes from multi-level, maximum, and medium facilities and from maximum escorts. They exclude escapes from minimum security.

In 2003/04, there were approximately 18,500 offenders incarcerated at some point over the year. A total of 81 major security incidents occurred, a slight decrease from the previous year (85).



*Excludes escapes from minimum security.

Source: CSC - Performance Management Corporate Reporting System.

As illustrated in the table, as with other years, slightly more than one-half of the major security incidents were assaults on offenders (43). This is a decrease of eight from last year. All assaults, but one, were on men. Further, 25 occurred in medium-security institutions, 16 in maximum-security, and one in each of minimum- and multi-level security institutions.

Major Institutional Incidents

	1999/2000	2000/2001	2001/2002	2002/2003	2003/2004
Murders – Staff	0	0	0	0	0
Murders – Inmates	8	0	1	2	8
Attempted Murder – Inmates	0	0	1	2	0
Hostage Takings/Forcible Confinements	5	5	2	3	1
Inmate Suicide	12	9	13	12	11
Major Assaults on Staff	2	3	3	0	0
Major Assaults on Inmates	43	54	31	51	43
Major Inmate Fights	6	0	7	11	7
Major Disturbances	10	8	9	4	8
Escapes Maximum & Medium Security Institutions	4	2	5	0	2
Escapes from Escort	0	0	0	0	1
Total Major Security Incidents	90	81	72	85	81

Source: CSC - Security.



An area of particular concern to CSC is the number of murders committed in institutions during 2003/04 (8). All were men and three were Aboriginal. This is higher than the previous two years (1 and 2 murders, respectively), but comparable to 1999/00.

In order to help prevent murders, a number of steps have been taken including:

- a review of the physical infrastructure and of correctional management plans at all maximum security facilities;
- implementation of revised intelligence strategy and completion of refresher training of all security intelligence staff;
- enhanced movement control procedures by Wardens;
- an integrated correctional intervention approach utilizing Motivational Based Intervention Strategy (MBIS) is being piloted at three maximum security sites (a behavioural approach used to motivate unmotivated and often disruptive offenders);
- the addition of Assistant Warden Security Programs positions in maximum security to analyze and assess all incidents and emerging trends to enhance overall safety and security in the institution;
- the implementation of the Climate Indicator Profiling System to identify potential trends that may lead to unrest; and,
- additional regular planned institution-wide searches.

Gang affiliations

The growth in organized crime is reflected in an increase in gang affiliations in the institutional and community populations. As of March 2004, 1,725 offenders (1,195 incarcerated and 530 supervised in the community) under CSC's jurisdiction were associated with, or members of, criminal organizations (this represents 8% of the overall CSC offender population). Currently there are inmates affiliated with 50 types of gangs in the institutions and 41 types of gangs on conditional release. Organized criminal groups often collaborate or are in conflict with one another. They form alliances or rivalries based on their complex, multi-faceted structures. About one-fifth (22%) of the major institutional incidents occurring in institutions have some level of involvement of one or more inmates with affiliations to a gang or an organized criminal group²⁶.

It is anticipated, based on consultation with our criminal justice partners, that as a result of continued joint task force efforts, CSC could see an increase of 200 offenders (conservative estimate) belonging to gangs or organized criminal groups in the next two years. The expected increase in the number of offenders identified as belonging to criminal groups will continue to put pressure on current resources. The challenges for CSC include: power and control issues through intimidation, extortion, and violence within the offender populations; incompatibilities/rivalries among various groups; drug distribution within institutions and continued criminal links with outside criminal

²⁶ Major Security Incidents in the Institution, 2004-05, Security Branch, Correctional Services Canada

organizations; recruitment of new gang members; the potential for intimidation and corruption of staff; infiltration; and challenges in terms of maximum-security capacity related to the growing numbers of convictions for serious crime that are gang-related.

CSC's approach to manage the problem of gangs/organized crime is balanced between interdiction and intervention strategies. The Executive Committee approved a model for Strategic Intelligence in CSC. The implementation of this model will support a strategic intelligence capacity where standardized processes will be put in place to ensure the better sharing of information within CSC nationally and internationally with partners and stakeholders.

Institutional drug seizures

Drugs are a problem for correctional organizations throughout the world and a contributing factor to criminal behaviour and the spread of infectious diseases. Their use has serious implications for the health and safety of CSC staff, offenders and the public. CSC is tackling the problem of drug smuggling into institutions through interdiction initiatives that include: non-intrusive searches of visitors using metal detectors, ion scanners, drug dogs, and searches of cells, buildings, grounds and offenders. These interdiction measures are necessary given the high percentage of federal offenders with substance abuse problems (80%), the number of offenders with criminal organization affiliations (1,725), and the high number of individuals entering and leaving CSC's facilities on a daily basis.

As indicated in the table, the amount of drugs seized in 2003/04 has generally declined from the previous year. The number of miscellaneous pills seized in 2003/04 (3,999) is down from 2002/03.

The amount of cocaine and opiates has generally been declining since 2000/01. In 2003/04, approximately 128 grams of cocaine were seized, less than the previous year (159 grams). Similarly, approximately 92 grams of opiates were seized, less than the previous year (226 grams).

In contrast, the amount of THC and alcohol/brew seized during 2003/04 has increased from the previous year. In 2003/04, 9,984 grams of THC were seized, up from 9,358 grams in 2002/03. Furthermore, approximately 12,358 litres of alcohol/brew were seized during 2003/04, up from 8,731 litres in 2002/03. The increase in brew being seized may be partly attributable to the fact that fewer drugs were available due to successful interdiction efforts.



Institutional Drug Seizures

	1999/00	2000/01	2001/02	2002/03	2003/04
Miscellaneous pills (#)	1,894	2,979	3,769	4,788	3,999
Cocaine (grams)	159	355	180	159	128
Opiates (grams)	164	245	208	226	92
Alcohol and brew (litres)	8,918	8,246	9,576	8,731	12,358
THC (grams)	5,444	8,014	7,481	9,358	9,984

Source: CSC - Offender Management System.

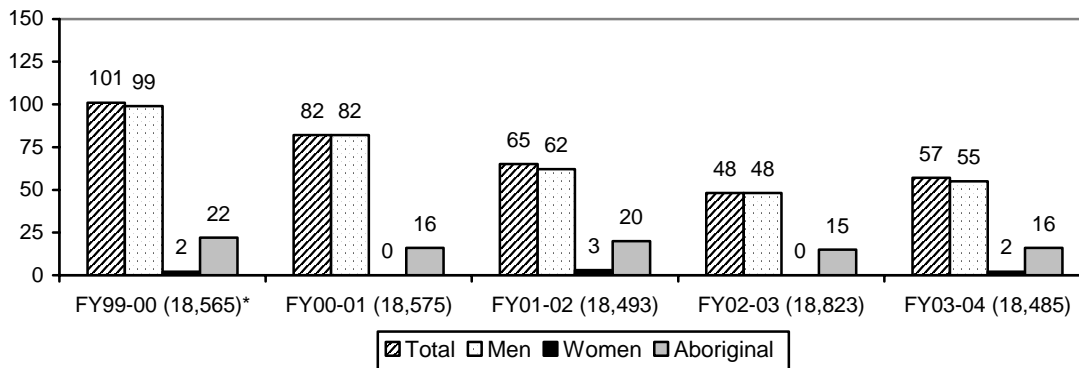
Appendix A “Consolidated Reporting” provides additional information on CSC activities meant to control the supply and reduce the demand for drugs.

Escapes from institutions

One indicator of whether appropriate security measures are in place is the number of escapes from federal correctional facilities. In 2003/04, 57 offenders were reported to have escaped, out of about 18,500 offenders incarcerated at some point during the year. This is an increase from the 48 reported during 2002/03, but is still the second lowest number in the five years reported.

Of those who escaped, all but two were men. Sixteen of those who escaped were Aboriginal offenders.

Number of Escapees by Year



*Flow through population is the number of offenders incarcerated at any time during the fiscal year.

Source: CSC - Security.

Of the 57 escapes reported in 2003/04, most (54) escaped from minimum security. One escaped from outside the perimeter of a medium security institution, and two from multi-level institutions for women (one while under escort). Of the 57 escapees, 51 were re-captured, and six are still at large. In 2003/04, the number of crimes committed by escapees was slightly higher than the previous year (16 and 13, respectively). Of the 16 crimes, the six most serious were robberies. Those re-captured spent, on average, 25 days at large.

A national review of escapes from minimum-security institutions over the past several years was completed. This review provided an analysis of signs that may be pre-indicators of escape. This information has been shared with Regional Deputy Commissioners and wardens. Initial reports are encouraging as there have been 15 escapes as of August 23, 2004, compared to 25 at the same date last fiscal year.

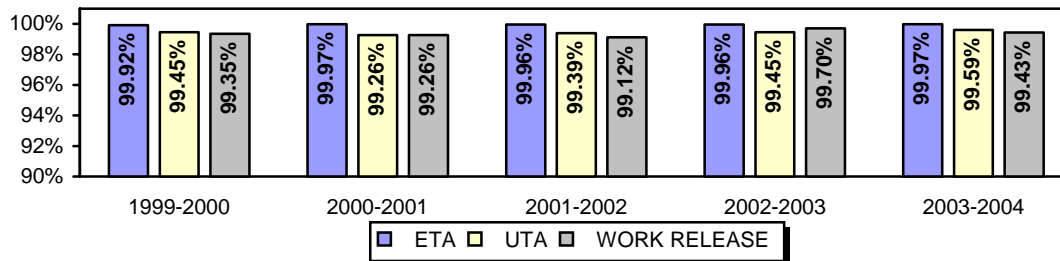
Temporary absences and work releases

The *CCRA* provides for Temporary absences (TAs) which allow offenders to participate in activities outside of institutions, either with or without an escort. They are meant to serve administrative (i.e., for medical, legal and compassionate needs) or reintegration purposes (i.e., preparing offenders for release). These activities are part of the gradual release process, eventually leading either to parole or statutory release.

Work release, which involves opportunities for offenders to work away from the institution, generally involves a return to custody or a halfway house each day. These releases are granted by CSC and may be used for projects that directly meet the needs of the offender, or that may provide services to the community.

Almost 60,000 escorted temporary absences (ETAs), unescorted absences (UTAs), and work releases were granted in 2003/04. Of these, 99.99% of ETAs, 99.59% of UTAs, and 99.43% of work releases were completed without problems. This is similar to other years, indicating that these processes are well managed.

Institutional Conditional Releases for Program Purposes



Includes Escorted and Unescorted Temporary Absences for program purpose only

Source: CSC - Performance Management Corporate Reporting System.

As illustrated in the table, during 2003/04, 11 ETA permits ended up with the offender being unlawfully at large (UAL). This is a decrease from 2002/03 (14), and is the lowest it has been during the five years reported. All of these offenders have been recaptured and three of them were charged with violent offences while UAL.

Similarly, there has been a decrease in the number of UALs from UTAs. In 2003/04, 15 UTA permits ended up with the offender being UAL, which is lower than the 23 in 2002/03, and the lowest it has been during the last five years reported. One of these



offenders is still at large. Of those recaptured, three offenders incurred new charges (two violent and one non-violent).

Finally, six permits for work release ended up with the offender being UAL during 2003/04. This is two higher than in 2002/03 (4), but is lower than the other years reported. One of these offenders is still at large. Of those recaptured, none incurred new charges.

Unlawfully at Large

	1999/00	2000/01	2001/02	2002/03	2003/04
UALs from ETAs	36	12	15	14	11
UALs from, UTAs	36	45	28	23	15
UALs from Work Release	12	13	10	4	6

Source: CSC - Performance Management Corporate Reporting System.

Immediate Outcome: The least restrictive measures are utilized, consistent with assessed risk to the public, staff and offenders

Use of force

Use of force refers to spontaneous or pre-planned interventions by CSC staff to respond to disruptive and/or threatening behaviour by offenders.

CSC ensures that use of force is both appropriate and deployed in accordance with law and policy, and that all interventions are consistent with CSC's Situation Management Model (see *Appendix D "Glossary"*). The model requires the use of the least restrictive measures to ensure the safety of all persons involved. CSC created a database in 2003/04 to facilitate the systematic monitoring, collection and analysis of pertinent information concerning the deployment and outcome of use of force interventions.

The information is analyzed and the indicators shared with senior managers and staff. Where systemic problems are identified, they are addressed through local and regional action plans. The databank will ensure that CSC has a secure long-term capacity to effectively monitor and respond to changing operational needs within the strict provisions of the law and associated policies and procedures.

During 2003/04, there were 874 incidents in institutions involving the use of force. Of these, 784 incidents were reviewed and entered into the database. Of those reviewed, 93% were found to have demonstrated appropriate management of situations, in accordance with law and policy. In the remaining 7%, follow-up action plans were implemented at the institutional level to ensure future compliance. Furthermore, of the 784 cases, 83% had no injuries reported. The remaining 17% involved only minor injuries. No major injuries were reported (see *Appendix D, Glossary*).

Use of segregation

There are two types of segregation: voluntary and involuntary (see *Appendix D, Glossary*). Both voluntary and involuntary segregation often involve re-admission of the same offender during any reporting period.

In 2003/04, there were 5,493 admissions/re-admissions to involuntary segregation. This number is slightly lower than in 2002/03 (5,904). The number of admissions/re-admissions to voluntary segregation was also lower. In 2003/04, there were 1,852 admissions to voluntary segregation, compared to 1,897 in 2002/03.

On average, the length of stay for involuntary segregation was 34.6 days, up from 29.6 days in 2002/03. The average time for voluntary confinement was 66.7 days, also longer than the previous year's average of 60.6 days. The significantly longer period of stay in voluntary segregation -- versus involuntary segregation -- is in part attributable to the fact that many offenders prefer to remain in segregation rather than to re-integrate in the general population. The increase in time of confinement for both types of segregation is of concern and CSC is exploring options to reduce the length of stay.

At the same time, central issues such as lack of alternatives for voluntary segregated cases, the availability of safe and secure options for the reintegration of involuntary cases and the responsiveness of the transfer process to manage the movement of these inmates are being revisited.

Successful transfers from maximum to lower security level

Another indication that CSC is using the least restrictive measures, consistent with safety to the public, staff and offenders, is an illustration that offenders who are transferred to lower levels of security, do so with success. In 2003/04, 86% of transfers from maximum security institutions to medium or minimum security institutions remained there successfully after four months. This is an increase from 2002/03 (79% successful).

Timely risk assessment of offenders

CSC has a well-established Offender Intake Assessment (OIA) process. The OIA process collects and stores information on each federal offender's criminal and mental health background, social situation and education, factors relevant to determining criminal risk (such as number, variety of convictions and previous exposure to the criminal justice system, response to youth and adult corrections), and factors relevant to identifying offender dynamic needs (such as employment history, family background, criminal associations, addictions, attitudes). The results of the OIA help determine institutional placement and correctional plans for federal offenders.

Offenders are assessed every time their situation changes significantly. For example, security incidents may increase their security requirement. Alternatively, taking educational training or correctional programs that address their criminogenic factors, may



lower their security requirement. In the absence of any of the above, offenders' security classification is revised once a year. As a result of their assessment, offenders participate in the specific programming/activities that will address their needs and reduce risk.

Immediate Outcome: Policies and practices that reflect that offenders are treated with respect and dignity

CSC is taking an integrated approach to policy development to ensure compliance with, and respect for, statutory and regulatory obligations related to issues of human rights and diversity. One of the tools that has been developed to assist in this process is a diversity checklist that identifies and addresses appropriate cultural and gender sensitivities in all policies and practices.

Address specific needs of Aboriginal offenders

Experience gained from specific CSC initiatives and consultation with Aboriginal advisory groups during the first three years of Effective Corrections funding have resulted in the development of a model of continuous care for federally-incarcerated Aboriginal peoples, starting with intake assessment, followed by institutional paths of healing, and ending with safe reintegration in the community. The *Corrections Continuum of Care* model, developed in 2003, recognizes the need to offer spiritual, cultural and traditional services within federal institutions. It also emphasizes the importance of involving the Aboriginal community in all aspects of corrections to facilitate an offender's transition to community custody and/or supervision.

One specific initiative, funded under Effective Corrections, is the establishment of Pathways Healing Units. Pathways units focus on increasing the release of Aboriginal offenders to the community. Pathways units were established in three correctional facilities in 2002: Stony Mountain Institution, Saskatchewan Penitentiary and La Macaza Institution. These units provide unique healing environments for 108 volunteer Aboriginal offenders who have met the criteria to participate. Offenders in these units have greater access to cultural and spiritual ceremonies and activities. Dedicated Elders and correctional and parole officers have been recruited and are supported by case management teams in each of the institutions.

Initial indications reveal that offenders participating in Pathways Healing Units are more likely to transfer to lower levels of security, and thus enhance their opportunity for discretionary release²⁷. A comparison of Pathways participants with a matched group revealed that those exposed to the Pathways units were more likely to have received a discretionary release than those not exposed to the units (37% versus 22%). Also reported is a trend for Pathways participants to recidivate at lower rates than non-participants (17% versus 35%).

²⁷ Evaluation of Effective Corrections Initiative, Evaluation and Review Division, Correctional Service Canada, 2004.

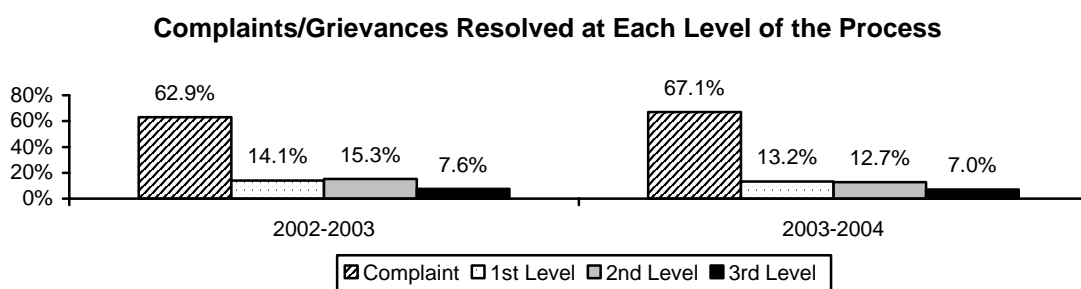
CSC also releases Aboriginal offenders under the direct supervision of Aboriginal communities (Section 81 of *CCRA*). Section 81 agreements provide opportunities for offenders to reintegrate safely into the community by residing in healing lodges. Two hundred and forty-six Aboriginal offenders have been transferred to the community under Section 81 agreements since 2000.

One challenge for CSC is to help build community capacity in Aboriginal communities to better be able to assist Aboriginal offenders upon their return to the community. This is discussed further in *Section 2.3 "Reintegration"*.

Offender complaints and grievances

CSC is committed to addressing offender complaints and grievances in a fair and prompt fashion at the lowest level possible. To this end, CSC has developed strategies to increase the ability to identify systemic problems in the complaint and grievance process, to ensure compliance with law and policy, to improve consistency, to increase timeliness and quality of responses, and to capture lessons learned. Furthermore, the redress process has been improved through the collection, retrieval, tracking, monitoring and reporting of complaint and grievance information.

An important aspect of addressing offender complaints is the level at which the complaint is resolved. As seen in the figure below, in 2003/04, 80% of offender complaints were resolved at the institutional level – 67% at the level of a complaint and 13% at the 1st level grievance²⁸. An additional 13% were resolved at the 2nd level, and 7% at the 3rd level, of the grievance process. This illustrates a slight improvement over the previous year, where 77% were resolved at the institutional level.



Source: CSC - Performance Management Corporate Reporting System.

One of CSC's major challenges in this area is the timeliness of the grievance process for offenders. CSC is actively seeking solutions to address this challenge. Since 1998/99, about 20% of responses have been late. While the reasons for some of these late responses are reasonable, this is not the case for all of them. Beginning in 2003/04, CSC has begun the development of more precise indicators of grievance timeliness. A detailed

²⁸ A complaint is addressed at the managerial level within an institution; a 1st level grievance at the warden's level; a 2nd level at the Regional Deputy Commissioner; and a 3rd level at the Commissioner of CSC.

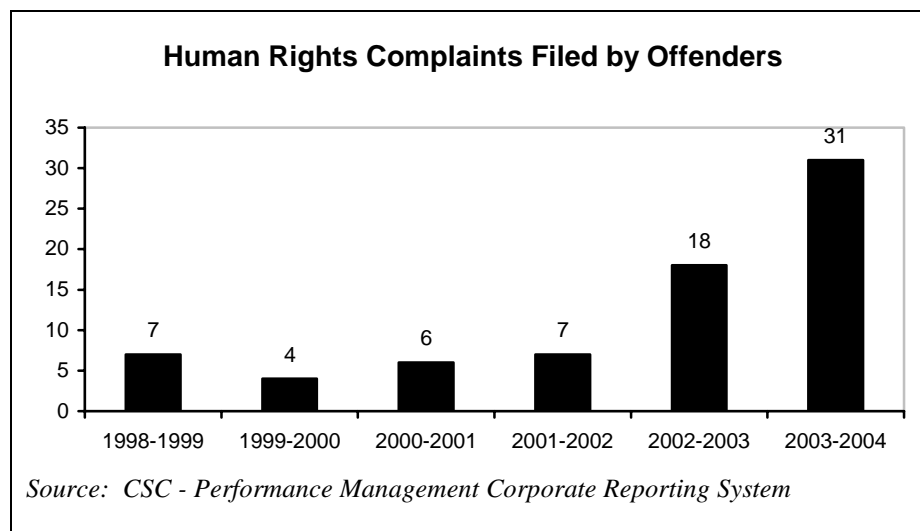


action plan has been developed to address the immediate backlog, and strategies have been elaborated to address timeliness in a sustainable fashion.

Complaints to the Canadian Human Rights Commission

As illustrated in the figure below, there were 31 complaints to the Canadian Human Rights Commission (CHRC) during 2003/04 by offenders. This is an increase from 2002/03, where there were 18 complaints. This increase may be partly attributable to the fact that more offenders are now aware of the CHRC as an alternate avenue of redress.

Twenty-six individuals made up the 31 complaints, based on 37 different grounds: race/colour/national or ethnic origin (12), religion (9), disability (8), retaliation (4), sexual orientation (3) and sex (1).



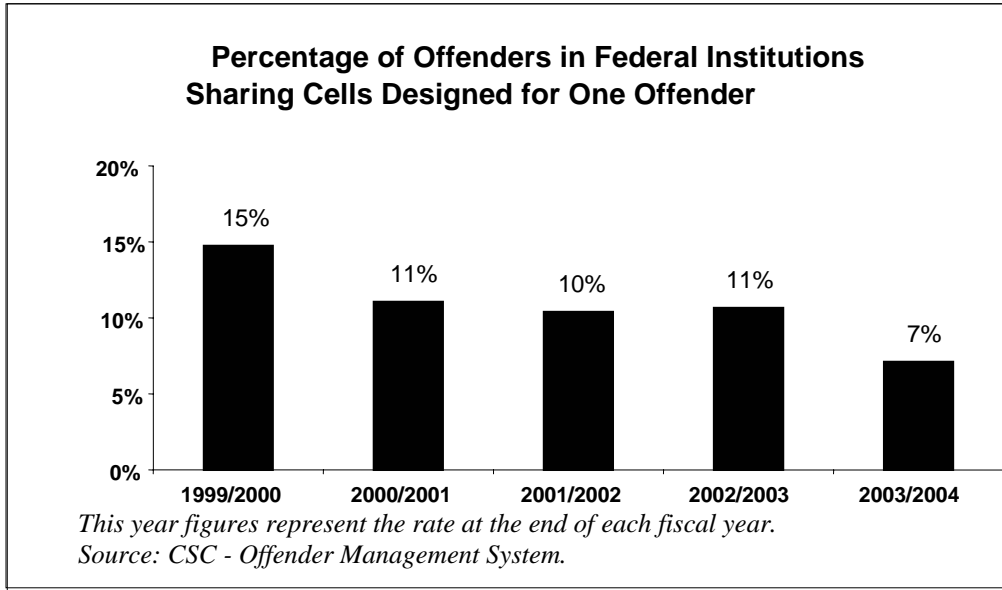
Of the 31 human rights complaints, 19 were closed (due to reasons such as the availability of an alternative redress mechanism, settlements reached), six are awaiting CHRC decisions, and six are currently under investigation.

Double bunking

CSC is required to provide reasonable and humane accommodation for offenders. Single accommodation is the most desirable and appropriate method of housing offenders in an institution. At times, as a result of constant population management demands, two offenders will be housed in cells intended for one (i.e., double bunking). The percentage of offenders being double-bunked in CSC facilities has been decreasing over the years. At the end of 2003/04, 7% of offenders were being double bunked. This is less than 2002/03 (11%), and shows a decreasing trend since 1999/00.

The number of double bunked offenders is influenced by numerous factors. These include: population pressures by region or by security levels, proximity of the institutions to family of the offenders, increase or decrease of availability of cells or beds, and an

increase or decrease in the rates of release. The key pressures to double bunking are at the medium and maximum security levels (7% of offenders are double bunked at medium-security and 15% at maximum-security institutions). Strategies have been proposed to address the accommodation requirements at these security levels which will further reduce the requirement for double bunking.



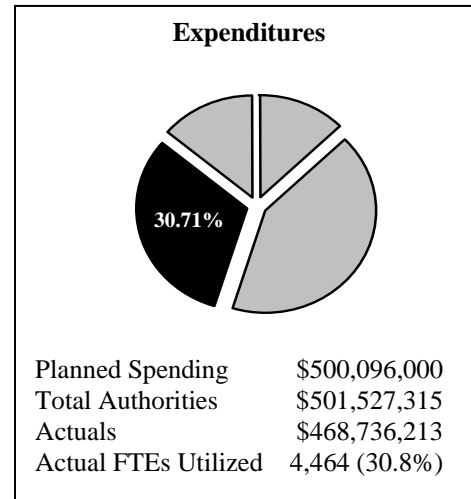


2.3 Reintegration

Strategic Outcome
“Offenders who are safely and effectively reintegrated”

CSC contributes to the protection of society through the timely, gradual, structured and supervised release of offenders. Recognizing that most offenders return to their communities, CSC will help build community capacity to support and sustain offenders and their families.

The Reintegration business line consists of the following activities and budgets. Some examples of sub-activities are included as well.



Activities and Spending	
Correctional Management	
Information Management Services	
<i>Offender Records Management</i>	57,404,847
<i>Government On-Line</i>	
<i>Offender Management Systems (OMS)</i>	
Offender Management System Renewal	15,286,322
Correctional Operations Management	29,317,043
Programs	
Correctional Programs	16,139,940
Violent Offender Programs	4,441,826
Education	
<i>Education Assessment</i>	
<i>Institutional Library Services</i>	
<i>College, University, Vocational</i>	24,990,967
<i>Employment Skills & Career Counselling Program</i>	
<i>Adult Basic Education: Grade 1 to High School Diploma</i>	
<i>Keys to Family Literacy Program</i>	
Special Needs Programs	1,108,060
Ethno-cultural Programs	227,953
Inmate Pay	18,480,427
Sex Offender Programs	8,192,038
Substance Abuse Programs	8,460,404
Aboriginal Programs	11,432,782
Women’s Programs	2,444,252
Family Violence Programs	3,029,516
Living Skills	9,934,188
Personal Development – Offenders	12,559,599
Counterpoint	1,253,864
Community Engagement	3,812,187
Chaplaincy	7,756,651
Visits	7,592,044
CORCAN Training Fee	21,768,890

Unit Management	21,017,497
Urinalysis	1,900,324
Case Management & Coordination	
<i>Support</i>	
<i>Delivery</i>	122,985,965
<i>Management (Co-ordinator)</i>	
Federal-Provincial Agreements	22,421,473
Residential Services	47,750,204
Security Training & Correctional Training Programs	4,969,222
CORCAN Revolving Fund	3,826,617

2.3.1 Logic Model

The following section describes immediate outcomes and various indicators of reintegration. As noted in the logic model, CSC's strategic outcome in the area of "reintegration" is: "offenders who are safely and effectively reintegrated". More immediate outcomes for achieving this goal include: offenders who are prepared for their safe release in the community; offenders are appropriately supervised while in the community; and building community capacity to support offender reintegration. In the 2003/04 RPP, CSC priorities focused specifically on:

- expand the range of interventions to address targeted offender needs;
- enhance community capacity to support safe and timely reintegration; and,
- strengthen citizen and community engagement and criminal justice partnerships in correctional endeavours.

In terms of the range of interventions, CSC utilizes a broad range of research-based accredited correctional programs, both inside the institutions and in the community (such as family violence prevention, sex offender, substance abuse). Furthermore, as discussed in *Section 2.2 "Custody"*, CSC attempts to address the diverse needs of offenders, for example the use of Pathways Healing Units for Aboriginal offenders.

CSC works towards enhancing community capacity and strengthening partnerships, through the use of volunteers, including working with Citizens' Advisory Committees (CACs). In addition, CSC depends on community-based residential facilities, and Section 84 agreements to support offenders' safe reintegration into the community. CSC recognizes its' relationship with the National Associations Active in Criminal Justice (NAACJ) as a positive step in respect of this priority. In addition, in partnership with community organizations, Circles of Support and Accountability provide support for offenders as they reintegrate into the community (see *Appendix D "Glossary"*).



Strategic Outcome: <i>Offenders who are safely and effectively reintegrated</i>	
Immediate Outcome	Indicators
Offenders are prepared for their safe release in the community	<ul style="list-style-type: none"> • Involvement in programs prior to release • Discretionary releases
Offenders are appropriately supervised while in the community	<ul style="list-style-type: none"> • Revocation/re-conviction of offenders on conditional release • Re-admission after sentence completion • Frequency of contact
CSC helps build community capacity to support offender reintegration	<ul style="list-style-type: none"> • Volunteers working with CSC • Community-based residential facilities • Use of Section 84 of <i>CCRA</i> • Correctional programs available in the community

Immediate Outcome: Offenders are prepared for their safe release in the community

CSC, as part of the Canadian criminal justice system, contributes to a just, peaceful and safe society by actively encouraging and assisting offenders to reintegrate into society as law-abiding citizens. Part of our role is to prepare offenders for their eventual release into the community.

Involvement in programs prior to release

One way to prepare offenders for their release to the community is through the provision of appropriate programs prior to release. As indicated in the table below, during 2003/04, there were 21,671 enrolments of offenders in institutional programs. This is fewer than in previous years. The overall reduction in enrolments is partly attributable to CSC’s efforts to address offender-specific needs, through the use of research-based, accredited programs. These accredited programs have replaced a multitude of other in-house programs. Currently there are approximately 18 accredited correctional programs within CSC.

The table also indicates those who completed programs, and those who were successful. During 2003/04, one-half of program participants (50%) completed a program, which is less than the previous year (55%). One of the major reasons for this high drop-out rate is due to population management issues (e.g., transfers to different institutions). This accounts for about one-half of those who do not complete programs. This is an area of concern for CSC and requires further examination.

However, 96% of the offenders who completed programs were successful. Program success refers to the fulfillment of all the requirements of the program. This is similar to the previous year (97%).

Institutional Programs Total Enrolment Versus Successful Completion

	Program Participants ²⁹	Program Completers	Successful Program Completers
1999/00	27,054	16,573 (61%)	14,855 (89%)
2000/01	25,369	16,142 (63%)	14,520 (89%)
2001/02	23,434	14,919 (63%)	13,479 (90%)
2002/03	23,970	13,404 (55%)	13,029 (97%)
2003/04	21,671	10,947 (50%)	10,605 (96%)

Source: CSC - Performance Management Corporate Reporting System.

The number of enrolments of women offenders was higher in 2003/04 than the previous year (from 1,008 to 1,338). However, there were a smaller number of enrolments of Aboriginal offenders (from 5,049 to 4,904).

Offenders also participate in vocational learning activities. During 2003/04, 3,494 certificates were awarded to male offenders, and 393 certificates to women for a variety of vocational courses (i.e., cooks training, accounting, Workplace Hazardous Materials Information System and forklift operation).

Employment training was also provided to 4,086 male offenders in CORCAN shops. Last year, 12,896 male offenders and 487 women worked in CORCAN operations.

In partnership with the Conference Board of Canada, an employability skills training program for offenders was developed for eight pilot sites (six facilities for men and two facilities for women). Four pilot projects were completed and research is being conducted on their results. The two projects in women's institutions are scheduled to start in late fall 2004. The other two projects will be implemented in Quebec and British Columbia.

CSC has restructured its vocational training to enhance offender job readiness. All offenders' work descriptions have been rewritten to include learning objectives, skills to be acquired and an assessment strategy.

A number of studies looked at the impact that correctional programming is having on re-offending. While some of the samples of participants were small, the results nevertheless offer encouraging indications that correctional programs do play a role in the reintegration process of offenders. For example, research has demonstrated an 11% reduction in federal re-admissions, and a 20% reduction in new federal convictions, among offenders who participated in cognitive skills training programs.

²⁹ Offenders can participate in one or more programs. Therefore, this number can reflect one offender who has participated in multiple programs.



Program	% Reduction in Federal Re-admissions	% Reduction in New Federal Convictions	Participants
Adult Basic Education-8 ³⁰	7%		718 paroled offenders
Adult Basic Education-10 ³¹	21%		74 paroled offenders
CORCAN ³²	28%		52 paroled offenders
Offender Substance Abuse Prevention Program ³³	14%	31%	2,432 OSAPP completed offenders
High Intensity Substance Abuse Program ³⁴	19%	50%	55 HISAP completed offenders
Methadone Maintenance Treatment ³⁵	46%		107 MMT completed offenders
Methadone Maintenance Treatment ³⁶	29%		107 MMT completed offenders
Cognitive Skills Training ³⁷	11%	20%	1,444 Cog. Skills completed offenders
Anger Management ³⁸		69% (non-violent recidivism) 86% (violent recidivism)	56 higher risk completed offenders
Sex Offender		59% (sexual recidivism)	80 completed offenders
Sex Offender		50% (sexual recidivism)	210 completed offenders

Discretionary releases

Discretionary releases help reintegrate offenders safely back into society. Based on decisions by the National Parole Board (NPB), CSC supervises offenders on various types of conditional release (e.g., day parole, full parole). A gradual re-entry into society with appropriate support systems in place helps ensure that offenders' needs are met, and that the public is safe.

The following figure illustrates the proportion of offenders who receive discretionary or non-discretionary releases as their first release. Of those released during 2003/04

³⁰ Boe, R. (1998). *A Two Year Follow-Up of Federal Offenders who Participated in the Adult Basic Education (ABE) Program*, R-60, Correctional Service Canada.

³¹ *Ibid.*

³² Motiuk, L., & Belcourt, R. (1996). *Prison Work Programs and Post-Release Outcome: A Preliminary Investigation*. R-43, Correctional Service Canada.

³³ T3 Associates. *An Outcome Evaluation of CSC Substance Abuse Programs: OSAPP, ALTO and Choices*.

³⁴ Grant, B., Kunic, D., MacPherson, P., McKoewn, C., & Hanson, E. (2003). *The High Intensity Substance Abuse Program (HISAP): Results from the Pilot Programs*. R-140, Correctional Service Canada.

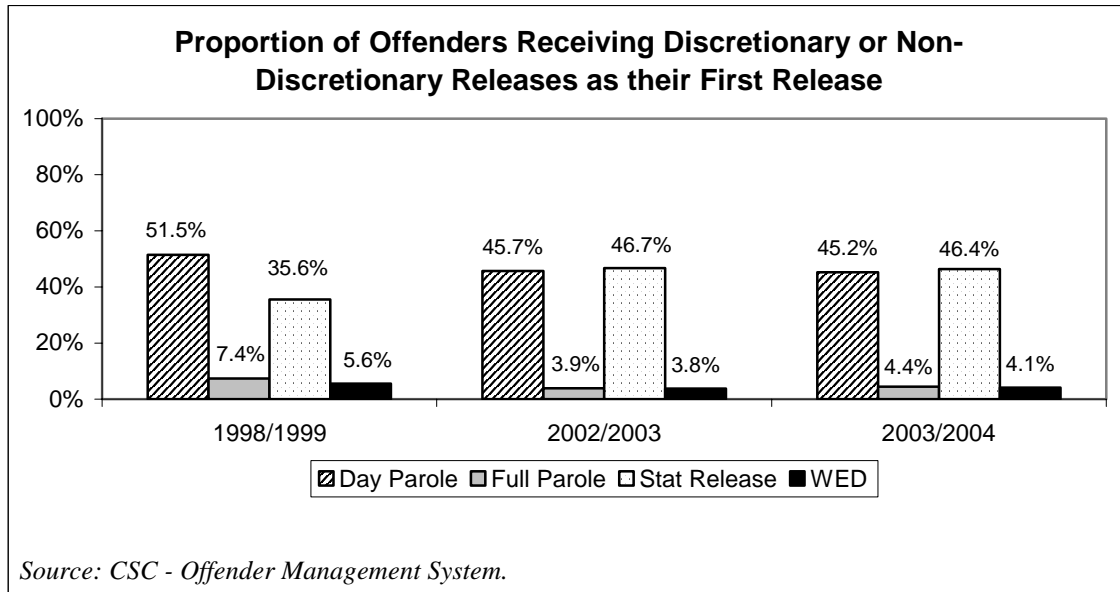
³⁵ Johnson, S., Ven de Ven, J. & Grant, B. (2001). *Institutional Methadone Maintenance Treatment : Impact on Release Outcome and Institutional Behaviour*. R-119, Correctional Service Canada.

³⁶ *Ibid.*

³⁷ Robinson, D. (1995). *The Impact of Cognitive Skills Training on Post-Release Recidivism Among Canadian Federal Offenders*. R-41, Correctional Service Canada.

³⁸ Dowden, C. (1999). *Anger Management Programming for Federal Inmates: An Effective Intervention*. R-82, Correctional Service Canada.

(4,359), almost one-half (2,160) received a discretionary release – 45% received day parole and 4% received full parole. Forty-six percent received a statutory release and 4% were released on their warrant expiry date. The results for 2003/04 are fairly similar to 2002/03, although there has been a slight increase in the proportion of offenders receiving full parole. However, as compared to 1998/99, fewer offenders are currently being granted day or full parole. The number of offenders being released initially on statutory release has increased, and this requires CSC to assess how best to re-align its interventions to address the challenges that the Service faces with offenders being released on statutory release.



Immediate Outcome: Offenders are appropriately supervised while in the community

CSC needs to continually assess how effectively it supervises offenders in the community. CSC has developed Management Control Frameworks (MCF) that allow CSC managers to assess their own operations and report to the Commissioner in a timely manner the results of their assessments and the actions taken to improve the situation or identify if there are any gaps in operational policy. Furthermore, CSC assesses offenders' risk, and based on this assessment, offenders receive varying levels of supervision.

Revocation/re-convictions of offenders on conditional release

One indicator of appropriate supervision is the number of revocations of offenders while on conditional release. As illustrated in the table, overall, 77% of conditional releases were fully successful. Twenty-three percent of offenders on conditional release had their releases revoked, primarily for technical violations of their conditions (15%), such as leaving the area of supervision.



Offenders on statutory release comprise the largest proportion of those revoked. Smaller proportions of those revoked are on day or full parole.

Revocation on Conditional Release

	1999/00	2000/01	2001/02	2002/03	2003/04
Successfully Completed	80.39%	79.37%	79.18%	77.50%	77.45%
Revoked					
With offence	7.08%	7.34%	6.66%	6.02%	5.53%
Without offence	12.49%	11.45%	11.82%	14.37%	14.77%
Other	0.04	1.84%	2.34%	2.11%	2.25%

Source: CSC - Performance Management Corporate Reporting System.

Revocations with an offence have declined in the last four years (from 7% in 2000/01 to almost 6% in 2003/04). Furthermore, the proportion of offenders re-convicted for both violent and non-violent crimes have been declining (1% for violent crimes down from almost 2% in 1999/00; 5% for non-violent crimes, down from 7% in 1999/00). In other words, 94% of those on conditional release were successful in that they were not convicted of new offences.

Rates of re-offending differ according to type of release. Offenders on full parole performed the best (i.e., 98% were not re-convicted), followed by offenders on day parole (97%), and then those on statutory release (91%).

Women offenders were convicted of fewer offences than men. In total, 97% of women under supervision in the community during 2003/04 were not re-convicted. Of those offences committed, 0.4% were violent. The success rate for women is similar to the previous year (3.2% were re-convicted in total, compared to 2.8% in 2002/03).

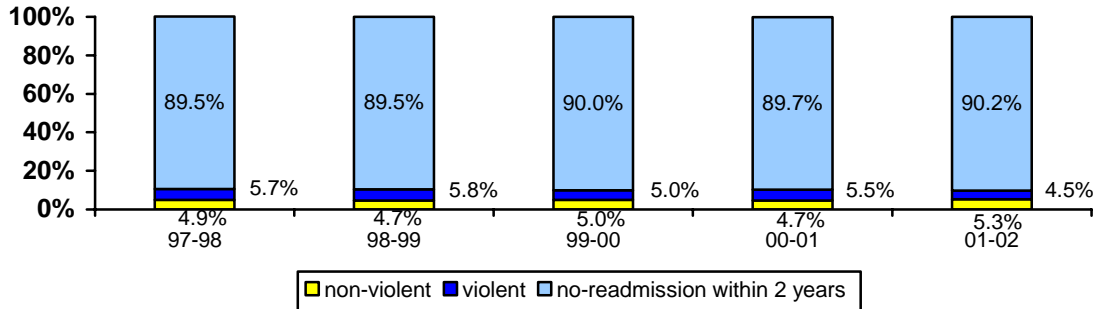
Although a slightly larger proportion of Aboriginal than non-Aboriginal offenders were re-convicted, the majority were still successful while serving time in the community. During 2003/04, 92% of Aboriginal offenders were not convicted while under community supervision. Approximately 1.4% of Aboriginal offenders on release were convicted of violent offences, and 6.6% were convicted for non-violent offences. Outcomes for Aboriginal offenders have improved in 2003/04, compared to other years.

Re-admission after sentence completion

CSC and the National Parole Board (NPB) have been tracking rates of re-offending after sentence completion. The figure below indicates the percentage of offenders re-admitted to CSC within two years of sentence completion. Of the 4,600 offenders who completed their sentence during 2000/01, 90% did not return to a federal penitentiary during the first two years after the expiry of their sentence. This has been relatively consistent for the last five years.

Of those re-admitted within two years after the expiry of their sentence, 4.5% were admitted for a non-violent offence and 5.3% for a violent offence.

Percentage of Offenders Re-admitted to CSC within Two Years of Sentence Completion

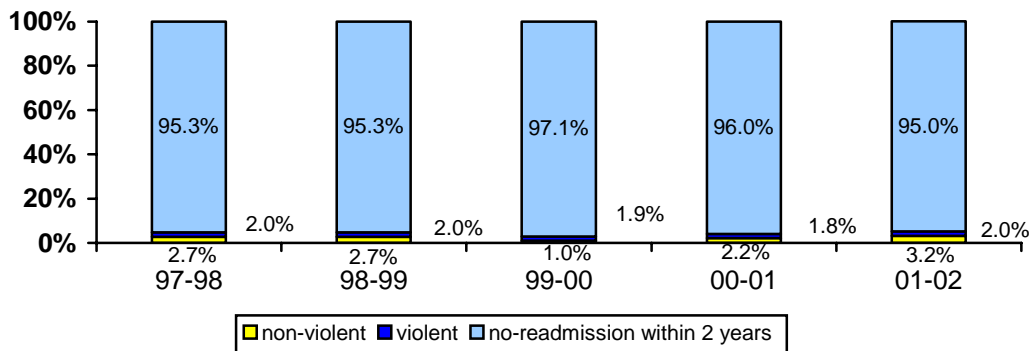


Source: CSC -Offender Management System.

The following figures describe the rates of re-admission of women and Aboriginal offenders to CSC facilities.

A larger proportion of women than men did not return to a federal penitentiary during the first two years after the expiry of their sentence (95% versus 90%). Of those who were re-admitted, 2% were admitted for a violent offence. The proportion of women re-admitted within two years was slightly higher in 2003/04 than in the previous two years.

Percentage of Women Re-admitted to CSC within Two Years of Sentence Completion

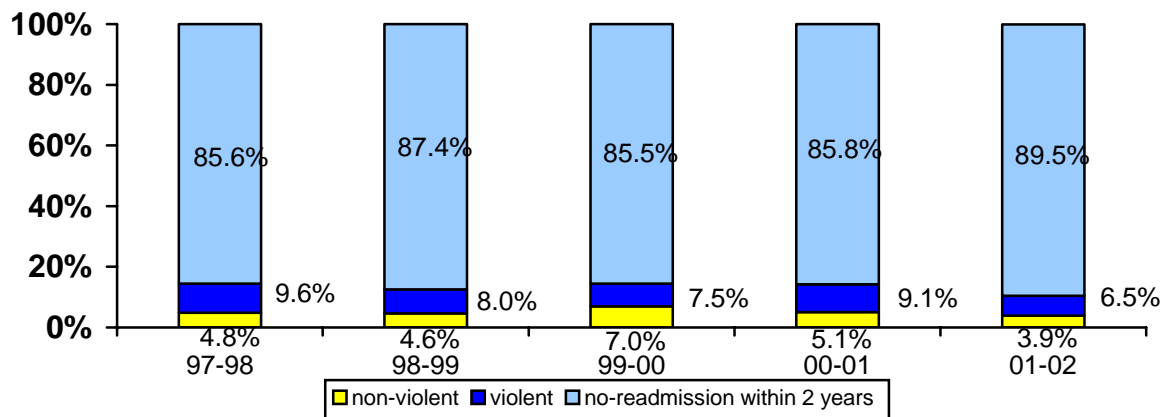


Source: CSC - Offender Management System.



A slightly smaller proportion of Aboriginal offenders did not return to a federal penitentiary during the first two years after the expiry of their sentence (90%). However, it is encouraging to note that this percentage is an increase from the previous years.

Percentage of Aboriginal Offenders Re-admitted to CSC within Two Years of Sentence Completion



Source: CSC - Offender Management System.

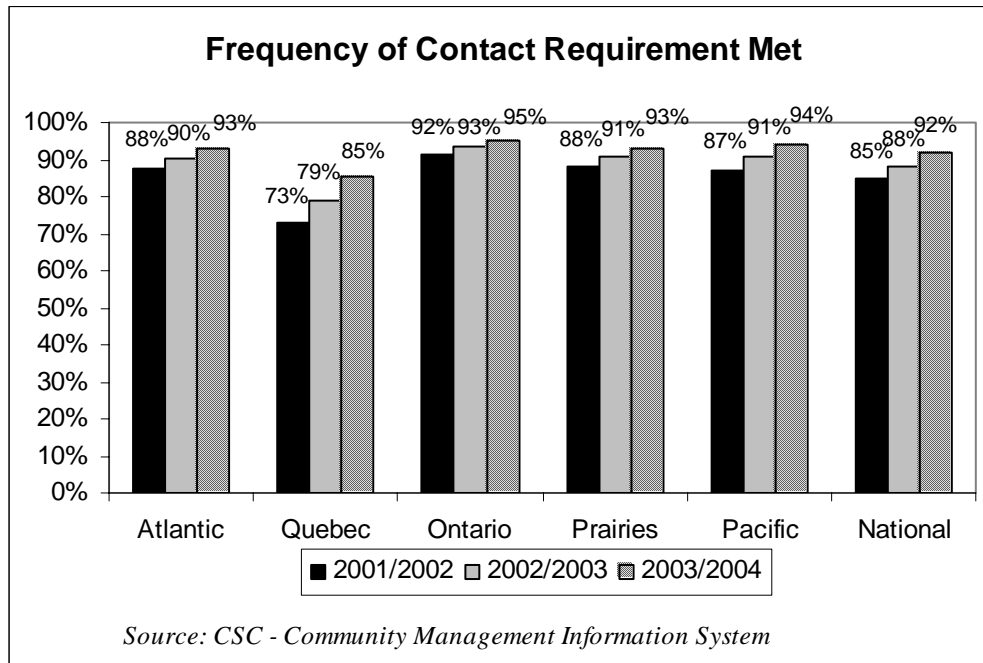
Frequency of contact

An indication that offenders are being appropriately supervised is that parole officers are meeting with offenders in accordance with the established contact standards, based on the offender's risk to re-offend. Apart from contact with the offender, the parole officer also communicates with other people, such as family members, employers, counsellors, volunteers, program deliverers, halfway house staff and police to verify their progress in the community.

As shown in the figure, it is clear that CSC has for the most part been meeting offenders with a very high frequency of contact compliance rate. In 2003/04, CSC staff met with offenders in accordance with contact standards in 92% of the cases. This has increased, from 85% in 2001/02 and 88% in 2002/03. These results diminish, in part, the actual performance due to data entry limitations, which has now been addressed³⁹.

At times, standards are not possible to meet due to circumstances beyond the control of the supervisor such as travel delays or unavailability of offenders due to medical or other valid reasons. However, every effort is made to achieve the contact standards.

³⁹ For instance, in some cases data entry was delayed due to contractors and those in remote areas.



Immediate Outcome: CSC helps build community capacity to support offender reintegration

Essential to public safety are communities which offer programs and services to offenders who are under supervision and after their sentence completion. Raising awareness about corrections, and engaging communities in correctional activities should help to increase community readiness to receive offenders and to expand support and services to offenders while under supervision and after sentence expiry. See *Appendix A "Consolidated Reporting"* for additional initiatives undertaken by CSC in this area and a table on planned Effective Corrections Allocations, "Community Capacity Building".

Volunteers working with CSC

CSC benefits from the support of approximately 10,000 volunteers on an annual basis who provide support to offenders, through tutoring, visits, sports, social and spiritual activities.

An important group of volunteers serve on Citizens' Advisory Committees (CACs). Close to 600 citizens representing their local communities serve on 105 CACs. The Corrections and Conditional Release Regulations (CCRR) allows "an institutional head or a person responsible for a parole office to set up a Citizen Advisory Committee". CAC members provide advice on CSC operations and their impact on overall community well-being, provide feedback on implementation practices and act as a link between the communities and CSC. Some activities undertaken relating to CACs include:

- During 2003/04, CACs have increased their involvement in CSC through the establishment of CACs in parole offices. The number of CACs has grown from 97 to 105 (and from 500 to close to 600 members).



- Three new advisory committees were established: maximum security, community, and restorative justice, to identify ways of improving consultation on policy matters between CSC and CACs on these topics.
- The third CAC Awareness Week took place January 18-24, 2004, across the country, with activities including: public fora, newspaper articles, open houses, and public events.
- The annual CAC conference was held, and attracted CAC members from across the country.
- A research report (R-147) was completed in July 2003, examining CACs.
- Partnerships were formed between CACs and the voluntary sector, to jointly engage in public education activities, thus enhancing partnerships and maximizing funding effectiveness.

Throughout the year, thousands of disadvantaged people are helped by CSC staff and offenders through various initiatives that “give back” to the community. Many initiatives focus on bringing cheer to children, filling the cupboards of food banks and helping elderly and less fortunate people in the community. Toys, food, clothing and money raised go directly to people and agencies in local communities.

Community-based residential facilities

A Community-based Residential Facility (CRF) is a halfway-house owned and operated by a non-governmental agency. Each agency-owned facility contracts with CSC to provide accommodation, counselling and supervision for offenders on conditional release. The contract sets out detailed requirements regarding levels of control and assistance. Some of the more well-known include the Elizabeth Fry Society, the John Howard Society, the Salvation Army, St. Leonard’s Society and l’Association des Services de Réhabilitation Sociale du Québec (ASRSQ). Others include the Native Clan Association, the Dismas Society, the Westcoast Genesis Society, the Okanagan Halfway House Society and the United Church Halfway Homes.

During 2002/03 and 2003/04, in partnership with St. Leonard’s Society, CSC undertook a research project to examine halfway houses. This project profiled offenders residing in halfway houses, and provided a profile of halfway houses themselves. During 2004/05, an audit of CRFs is being conducted as part of CSC’s internal audit calendar. The audit will focus on the bed utilization planning by the regions, the process for the negotiation/approval of agreements with the CRFs, monitoring of bed utilization, financial and operational controls over these agreements and the CRFs compliance with established CSC standards.

CSC received \$30 million over a five year period, commencing in 2000/01 for the Effective Corrections Initiative. The focus of the Initiative is to facilitate the transition of offenders from incarceration to safe reintegration in the community. In 2003/04, \$1,000,000 of Effective Corrections funding was allocated to community halfway house development across the regions (see *Appendix A “Consolidated Reporting”*). In addition, Effective Corrections funding was provided to explore residential services for

special needs offenders. Several initiatives in CCCs succeeded in expanding the community capacity for older offenders. These are explained in detail in *Appendix A “Consolidated Reporting”*.

Use of Section 84 of CCRA

During 2003/04, CSC was allocated \$1,104,100 of Effective Corrections funding (see *Appendix A “Consolidated Reporting”* for more details on Effective Corrections Allocations). Some of these funds were provided to develop infrastructure for consistent delivery of Aboriginal community corrections initiatives. Section 84 of the *CCRA* stipulates that Aboriginal offenders may have the opportunity to be released and supervised in their own communities.

Aboriginal Community Development Officers (ACDO) were hired to: promote and explain Section 81/84 agreements to Aboriginal communities, offenders, staff and regional National Parole Board members; engage Aboriginal communities in understanding what is required to build capacity for community supervision and ensure follow-up when agreements are reached; and, work with Aboriginal service providers to identify special needs of Aboriginal offenders who return to cities.

Since their introduction in 2001/02, ACDO's have had a tangible impact on Aboriginal communities. Specifically, there were 187 completed Section 84 release plans presented to the National Parole Board from 2001/02 to 2003/04, and 118 offenders benefited from such releases. This is a significant increase when considering that 12 agreements were completed between 1995 and 2000. Furthermore, 52 Section 84 release plans to urban centres were completed during 2003/04, a significant increase from the 13 releases in the previous year. An additional 37 release plans were under development by the end of 2003/04. Finally, a smaller proportion of those involved in Section 84 agreements were found to recidivate, compared to a matched comparison group (6% versus 10%)⁴⁰.

Correctional programs in the community

As illustrated in the table below, during 2003/04, 4,381 offenders who were under community supervision also enrolled in community programs. This is fewer than in 2002/03 (4,643), but about average for the five last years.

⁴⁰ Evaluation of Effective Corrections Initiative, Evaluation and Review Division, Correctional Service Canada, 2004.



Community Program Enrolments Versus Successful Completion

Year	Program Participants ⁴¹	Program Completers	Successful Program Completer
1999-00	4,139	3,122 (75%)	2,652 (84%)
2000-01	4,295	3,195 (74%)	2,688 (84%)
2001-02	4,472	3,102 (69%)	2,624 (84%)
2002-03	4,643	2,594 (55%)	2,508 (96%)
2003-04	4,381	2,229 (50%)	2,131 (95%)

Source: CSC - Performance Management Corporate Reporting System

There were a larger number of enrolments by women in 2003/04 than in the previous year, but a smaller number of enrolments by Aboriginal offenders.

CSC has also strengthened the links between correctional facilities and the community, in order to ensure offenders with employment needs on release are now referred to community employment services. By year-end, 1,263 men offenders found employment using these services in the areas of construction, general labor, hospitality, and janitorial services.

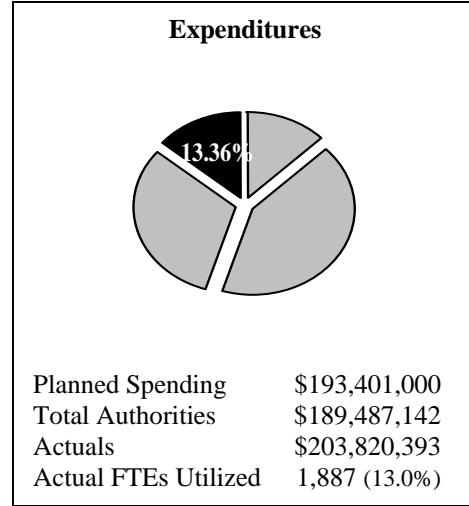
The ability of CSC to re-allocate funds to community interventions is constrained by the high proportion of the budget that is dedicated to institutional operations and by the need to strengthen security and modify institutional programming and treatment given the new offender profile. Currently, over 80% of the CSC budget is used to cover institutional costs of safe custody and treatment, while 9% is devoted to community supervision and community-based treatment. Therefore, with other jurisdictions and communities, CSC is examining innovative approaches to correctional service delivery that will leverage provincial, federal and community funds to be re-invested in community capacity building and achieve economies of scale. This will require some modest internal re-allocation and new approaches to federal/provincial agreements.

⁴¹ Offenders can participate in one or more programs. Therefore, this number can reflect one offender who has participated in multiple programs.

2.4 Corporate Management.

Strategic Outcome
“Corporate management services support the care, custody and reintegration of offenders, and partnerships to promote the achievement of CSC’s Mandate and Mission”

CSC must continue to re-allocate existing resources to its highest priorities to maintain its focus on public safety. CSC must develop innovative, fiscally responsible approaches to attracting, developing, and retaining competent and diverse staff, to updating infrastructure, and to streamlining processes.



To effectively support the care, custody and reintegration of offenders in the interest of public safety, CSC must have a representative, knowledgeable, productive and sustainable workforce.

The Corporate Management business line includes the following activities and corresponding budgets.

Activities and Spending	
Corporate Services	
Senior Management & Executive Services	8,078,018
Legal Services & Claims Settlement	3,564,684
Communications & Media Services	4,134,047
Performance Assurance	9,853,698
Corporate Development	14,373,274
Administration & Material Management	61,422,389
Intergovernmental Affairs	851,635
Finance	28,661,811
Human Resources Management, Coordination & Management of Training Programs	51,111,947

The Government of Canada has faced numerous challenges in moving from an industrial to a global knowledge economy. The response of the government has included encouraging the development of a Public Service modeled on the principles of a dynamic learning organization, rather than those of an internal process-oriented bureaucracy, one open to innovative ways to better serve Canadians.



In response, government departments are attempting to manage in a more modern way, with the agenda established in a Treasury Board document published in 2000, entitled *Results for Canadians: A Management Framework for the Government of Canada*. The agenda focuses on four commitments:

- ❑ To begin with a citizen focus in designing, delivering, evaluating and reporting on government activities;
- ❑ To guide public service management with a clear set of values, including openness and transparency;
- ❑ To focus on the achievement of results; and
- ❑ To ensure responsible spending.

As so much of CSC's business involves human interactions, the nature and composition of CSC's workforce is vital to its ability to deliver its mandate. Consequently, senior staffing and human resource renewal are standing agenda items on CSC's Executive Committee.

2.4.1 Logic Model

The following section describes various indicators relating to corporate management. As noted in the logic model, CSC's strategic outcome in the area of "corporate management" is: "corporate services that support the care, custody and reintegration of offenders, and partnerships to promote the achievement of CSC's Mandate and Mission". More immediate outcomes for achieving this goal include ensuring: a representative and knowledgeable workforce; monitoring and analyzing performance to improve operational practices; and sharing expertise and knowledge with nation and international partners. In the 2003/04 RPP, CSC priorities focused specifically on:

- Enhance safety and health in the workplace;
- Modernize and share tools and research-based approaches in support of effective performance; and,
- Improve strategies to support continuous individual and organizational learning.

Section 2.1 "Care", addresses measures relating to safety and health in the workplace. With respect to modernizing and sharing tools and research-based approaches, CSC continues to utilize the outcomes from its' investigations, evaluations, reviews and research in support of decision-making. Tools such as the Management Accountability Framework and Management Control Frameworks aid staff in improving performance. Finally, the service has implemented comprehensive training standards for staff, and provided continuous learning opportunities through its' colleges. Employment equity and official language standards are monitored on an ongoing basis.

Strategic Outcome: <i>Corporate management services support the care, custody and reintegration of offenders, and partnerships to promote the achievement of CSC's Mandate and Mission</i>	
Immediate Outcome	Indicators
A representative and knowledgeable workforce	<ul style="list-style-type: none"> • Employment equity • Official language standards • Learning opportunities for employees
Monitoring and analyzing performance to improve operational practices	<ul style="list-style-type: none"> • Management Accountability Framework & Performance Agreements • Management Control Frameworks • Compliance on Access to Information and Privacy requests • Investigations, evaluations, reviews and research
Sharing expertise and knowledge with national and international partners	<ul style="list-style-type: none"> • Partnerships with the community • Partnerships and connectivity with provinces/territories • Sharing information internationally

Immediate Outcome: A representative and knowledgeable workforce

Key human resource standards now form part of the regular discussion and reporting to senior management within CSC. Action plans also form part of a number of compulsory reports to different central agencies, including reports focusing on staffing (e.g., employment equity), official languages and employee assistance.

Employment equity

A key component of corporate management is a dynamic workforce equipped to manage current requirements. An important dimension of a dynamic workforce is that it represents the Canadian population, particularly women, Aboriginal people, visible minorities, and persons with disabilities. CSC is committed to a workforce that reflects the diversity of Canada.

As indicated in the figure below, in general, the representation of the four employment equity groups (women, Aboriginal people, visible minorities, persons with disabilities) within CSC has been increasing. At the end of 2003/04, the representation of the four employment equity groups within CSC is above the Labour Market Availability (LMA) objective for each group^{42 43}.

Over the last four years, the proportion of women working at CSC has increased from 41% in 2000/01 to 43% in 2003/04. CSC has surpassed the LMA objective of 38%.

Similarly, the representation of Aboriginal people working at CSC has been increasing. Over the last four years, the proportion of Aboriginal people working at CSC has increased from 4% in 2000/01 to 6% in 2003/04. CSC has surpassed the LMA objective of 4%. CSC's staffing plan includes hiring, developing and promoting qualified

⁴² Correctional Service Canada (2004). *2003-04 Annual Report on Employment Equity*.

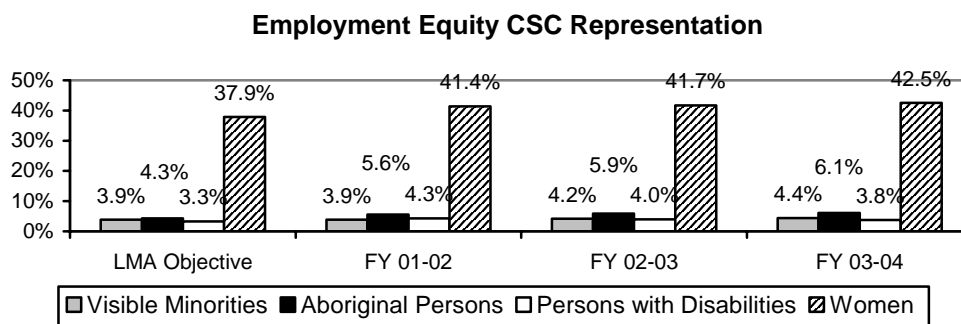
⁴³ CSC has recently received revised LMA data which suggest that work remains with the proportion of women in CSC, particularly in non-traditional occupational groups.



Aboriginal employees, through a variety of targeted outreach activities and internal sensitization via regional Diversity committees, and organized Aboriginal awareness activities to improve CSC management and staff understanding and commitment.

The representation of visible minorities has also increased within CSC. Over the last four years, the proportion of visible minority staff has increased from 3% in 2000/01 to 4% in 2003/04. CSC has met the LMA objective of 4%.

The representation of persons with disabilities increased from 2000/01 to 2002/03 (from 2.5% to 4.0%). However, in 2003/04, there was a slight decrease (to 3.8%). However, CSC has still surpassed the LMA objective of 3%.

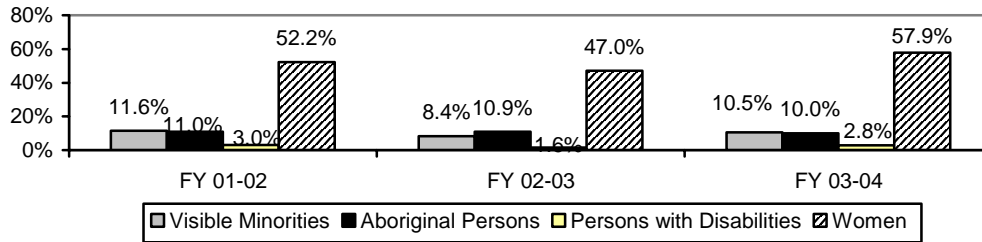


Source: CSC - Human Resource Management System.

As illustrated in the following figure, after slight decreases in 2002/03, the recruitment rates for women, visible minorities and persons with disabilities increased in 2003/04, and the recruitment rate for Aboriginal people was stable.

Among women, after a slight decrease in 2002/03 (from 52% in 2001/02 to 47%), the recruitment rate increased in 2003/04 to 58%. Similarly, the recruitment rate for visible minorities decreased in 2002/03 (from 12% in 2001/02 to 8%), but increased in 2003/04 to 11%. The recruitment rate for persons with disabilities also decreased in 2002/03 (from 3% in 2001/02 to 2%), but increased in 2003/04 to 3%. Finally, the recruitment rate for Aboriginal people was similar in 2001/02 and 2002/03 (11%), and remained at 10% in 2003/04.

CSC Employment Equity Recruitment

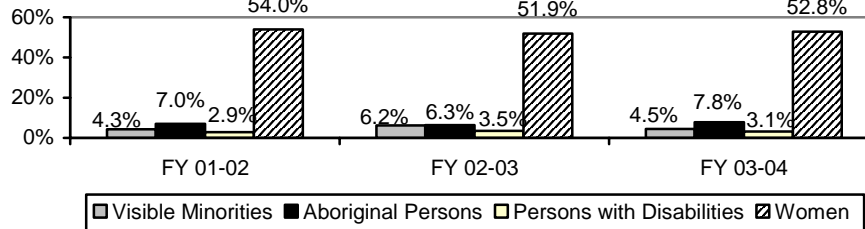


Source: CSC - Human Resource Management System.

Another indicator of how CSC is addressing employment equity issues is the promotion of individuals from employment equity groups. A promotion occurs when an employee is appointed to a position higher than the current position.

The promotion rate among women increased slightly in 2003/04 (to 53%), after a slight decline in 2002/03 (from 54% in 2001/02 to 52% in 2002/03). Similarly, the promotion rate among Aboriginal people increased slightly in 2003/04 (to 8%), after a slight decline in 2002/03 (from 7% in 2001/02 to 6% in 2002/03). The promotion rate of visible minorities declined in 2003/04 (from 6% in 2002/03 to 5%). The promotion rate of persons with disabilities increased from 2.9% in 2001/02 to 3.5% in 2002/03, but decreased slightly in 2003/04 (to 3.1%).

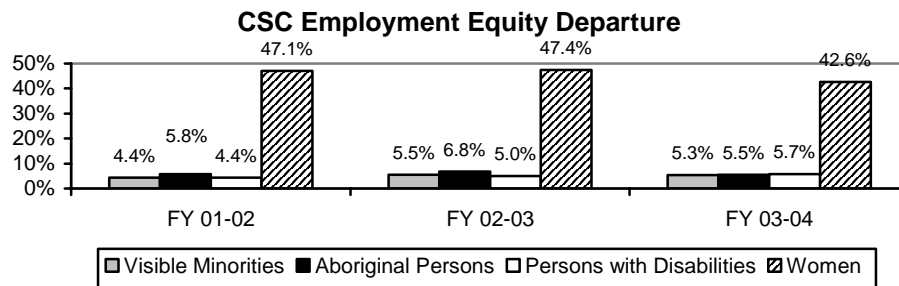
CSC Employment Equity Promotion



Source: CSC - Human Resource Management System.

The departure rate for women declined in 2003/04 (from 47% in 2002/03 to 43%). Similarly, the departure rates for visible minorities and Aboriginal persons declined in 2003/04. The departure rate for persons with disabilities increased slightly in 2003/04 (from 5.0% to 5.7%).

To further improve its performance, CSC is in the process of implementing an Employment Equity (EE) Integration Strategy which looks at staffing, learning and development, workplace well-being, and management accountability.

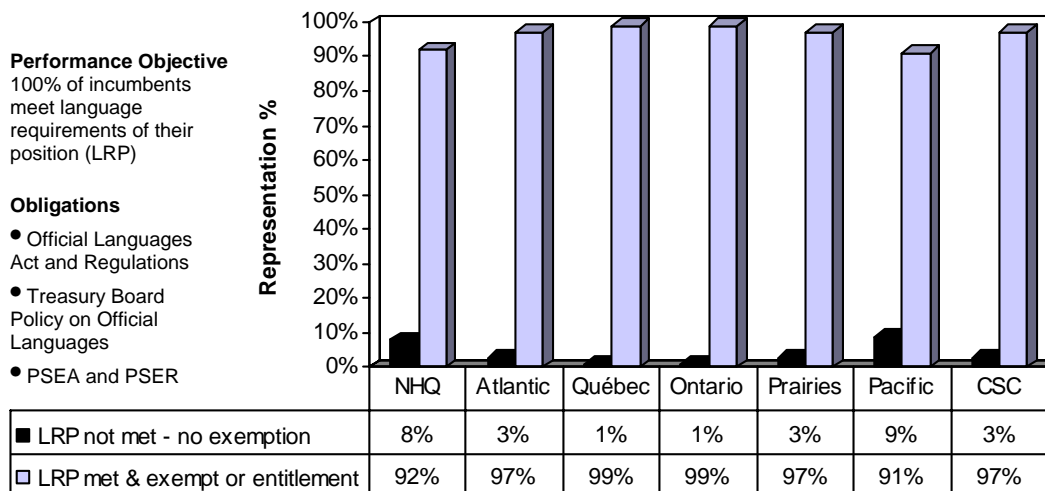


Source: CSC - Human Resource Management System.

Official language standards

In 2003/04, CSC's workforce was comprised of 70% English-speaking and 30% French-speaking staff. These proportions are similar to the overall representation in the Public Service (69% English-speaking; 31% French-speaking)⁴⁴. Furthermore, in 2003/04, 16 complaints from CSC were filed with the Commissioner of Official Languages, which is fewer than the previous year (24). In fact, over the last five years the number has decreased significantly, from 93 in 1998/99, to 16 in 2003/04.

CSC Official Language Profile for Bilingual Positions as of March 31st, 2004



Source: CSC - Human Resource Management System.

CSC employees' competencies in bilingual positions have also been increasing, from 89% in 2001 and 2002, to 92% in 2003, and 93% as of March 2004⁴⁵. As demonstrated

⁴⁴ 2003/04 Annual Review on Official Languages, Correctional Service of Canada.

⁴⁵ CSC Linguistic Competencies for Bilingual Positions, Official Languages Division, Correctional Service of Canada.

in the figure, overall 97% of CSC incumbents meet the language requirements of their position or have been deemed exempt from these requirements. Three percent are in the process of meeting their language requirements.

CSC, along with other government departments, will face a major challenge in the next few years as it responds to recent changes in the government's official languages policy, particularly in the area of staffing. These changes will require CSC to provide more developmental language training to employees over the course of their careers. CSC is an active participant in government-wide discussions regarding the implementation of this new policy.

Learning opportunities for employees

The provision of learning opportunities for staff is a high priority for CSC in order to continue to provide the highest level of service possible to offenders and the public in general. This includes initial formal training of new staff, formal programs at various stages of career development, and continuous on-the-job learning.

The Correctional Management Learning Centre's (CMLC) mandate is to assist CSC managers to effectively carry out their responsibilities and to prepare them for increased responsibilities. This past year, the CMLC offered training programs to over 1,100 CSC managers. Throughout 2003/04, the CMLC has worked to develop a new training program to meet succession planning needs for CSC's Senior Management. This training, called "Leadership for Senior Management" is a first for CSC, and will be implemented in 2004/05.

Each year, CSC establishes National Training Standards, which identify the training needed to be taken by various groups of employees. This training ranges from mandatory certification in First Aid and firearms to orientation programs for new employees, to in-service training for parole officers. CSC continues to monitor its performance in terms of meeting National Training Standards and the results are encouraging. At the end of 2003/04, there was 94% compliance on training. Training of our employees is of paramount importance and continued efforts will be made to further improve on training standards.

In addition to the more formal learning opportunities, CSC provides developmental opportunities to staff on an ongoing basis, through acting assignments, interchanges, training and conferences, as well as through challenging work activities.

Immediate Outcome: Monitoring and analyzing performance to improve operational practices

Management Accountability Framework and Performance Agreements

During 2003/04, CSC started integrating the Management Accountability Framework into its performance management program. Performance Agreements for 2004/05 have



been enhanced to reflect the indicators of the Management Accountability Framework to broaden staff accountability.

The 2003/04 Performance Management Year-end Report provides a summary of performance indicators obtained from Senior Executives' Performance Agreements from each of the five regions in CSC. These Performance Agreements are reviewed annually to determine areas for improvement in compliance and in achieving corporate results, as well as measuring management accountability.

Management Control Frameworks

In the summer of 2002, the Audit team began the task of researching and compiling departmental policies, as well as the various pieces of legislation that govern CSC, in order to develop the Management Control Framework (MCF). The framework is a series of tools that allow operational sites to self monitor their activities, ensuring that they are acting in compliance with applicable laws, regulations and policies. Currently the framework consists of 88 tools, allowing for a comprehensive review of CSC's operational activities. In October 2003, the Performance Assurance Sector started the formal reporting process for the MCF, requiring that sites complete, on a monthly basis, a number of these tools (four to six MCFs per month) and report their results to their region. The regions are then responsible for reporting the overall results to NHQ.

Once the regional results are rolled up by NHQ, a presentation is prepared for the Executive Committee (EXCOM). The MCF has become a standing agenda item at EXCOM meetings; at each meeting members are updated regarding policy and performance issues that are identified through the reporting process. To date this practice has identified and allowed for review and revision of a number of policy areas. In addition, self monitoring at the site level has resulted in an increase in compliance throughout the organization as action plans have been created and implemented to address areas where performance issues have been identified.

Compliance on Access to Information and Privacy requests

During 2003/04, CSC implemented an action plan to improve CSC's compliance on *Access to Information and Privacy* requests. As can be seen in the table below, there have been some improvements. During 2003/04, CSC reviewed almost 28,000 requests for information – 639 access to information requests and 27,313 privacy requests. This number is substantially larger than in other years (8,112 in 2002/03; 7,448 in 2001/02), due to the large number of privacy requests by staff.

Of the 639 access to information requests, 89% were completed during 2003/04, which is similar to 2002/03 (88%), but more than 2001/02 (77%). Approximately three-quarters (73%) of the 27,313 privacy requests were completed during 2003/04. This is slightly less than the previous two years (78% and 88%, respectively). However, considering the large increase in the number of privacy requests, the completion rate is quite good.

Access to Information and Privacy Requests

	2001/02			2002/03			2003/04		
	Access to Info.	Privacy	Total	Access to Info.	Privacy	Total	Access to Info.	Privacy	Total
Requests									
Received	416	5,184	5,600	468	6,688	7,156	570	25,680	26,250
Carried over from previous year	78	1,770	1,848	112	844	956	69	1,633	1,702
Total Reviewed	494	6,954	7,448	580	7,532	8,112	639	27,313	27,952
Outcome									
Carried forward to next year	112	844	956	69	1,633	1,702	67	7,485	7,552
Completed	382 (77%)	6,110 (88%)	6,492 (87%)	511 (88%)	5,899 (78%)	6,410 (79%)	572 (89%)	19,828 (73%)	20,400 (76%)
Completed w/in statutory time	169 (44%)	2,428 (40%)	2,597 (40%)	261 (51%)	3,049 (52%)	3,310 (52%)	534 (93%)	10,993 (55%)	11,527 (57%)

Source: CSC - Access to Information Office.

Furthermore, the proportion of requests that have been completed within the statutory time limits have been increasing. In 2003/04, of the access to information requests completed, 93% were completed on time. This is substantially better than in the previous two years (51% and 44%, respectively). Among privacy requests, 55% of those completed during 2003/04 were completed on time, a slight increase from 2002/03 (51%), but a larger increase from 2001/02 (40%).

Investigations, evaluations, reviews, and research

As part of its performance assurance process, CSC evaluates its operations and processes on a continuous basis, through evaluations, reviews, research, investigations and internal audits. To review the list of projects conducted during 2003/04, please refer to *Appendix C "Policy Requirements"*.

Immediate Outcome: Sharing of expertise and knowledge with national and international partners

Partnerships with the community

As noted in *Section 2.1 "Care"* and *Section 2.3 "Reintegration"*, CSC has been actively working with community partners to help reintegrate offenders into the society.

Citizens' Advisory Committees (CACs) provide an important partnership with the community. CSC also engages various non-governmental partners on an ongoing basis for the development of resources and the provision of services (e.g., John Howard Society, Elizabeth Fry Society, United Church Halfway Homes, Stella Burry Corporation, St. Leonard's Society). The residential services run by some of these organizations are mentioned in *Section 1 "Context"*. For more information on chaplaincy's contacts with non-governmental organizations, see *Section 1.3 "Reintegration"*.



A computerized data system for volunteers has been implemented. Training was delivered in each region and data entry is in process at each operation unit. Finally, a National Volunteer Handbook was completed and is now available electronically.

In particular, CSC has established several Aboriginal advisory and working groups, working in partnership with Aboriginal organizations and community members. Aboriginal organizations have been involved in research projects relating to the special needs of Aboriginal offenders and the involvement of Aboriginal communities in corrections. CSC has also introduced Aboriginal community development officers to support Section 84 agreements for Aboriginal offenders on conditional release.

Partnerships and connectivity with provinces/territories

To ensure the effective administration of corrections in Canada, it is essential that federal, provincial and territorial representatives of the criminal justice system consult and form partnerships. These collaborations and the subsequent formalized Agreements between CSC and the provincial/territorial governments seek to enhance public safety and the quality of life of Canadians by promoting partnerships within the community.

Bi-annual Heads of Corrections meetings took place in May and November 2003. The Heads of Corrections meetings offer an opportunity for consultation and dialogue between federal, provincial and territorial correctional jurisdictions. This forum provides pro-active leadership and advice on policy and operational issues, which have an impact on the delivery of correctional services in Canada and contribute to the public safety and security of Canadians. This is done, in part, by responding to issues raised by Deputy Ministers of Justice and by bringing appropriate topics to the attention of the Deputy Ministers’ forum for discussion.

Exchange of Services Agreements (ESA), which exist with each province and territory represent one instrument employed by CSC to ensure coherent and efficient corrections. As per section 16 of the *Corrections and Conditional Release Act (CCRA)*, ESAs govern the transfer, temporary detention and transportation of offenders between jurisdictions. The following table outlines new Agreements finalized last fiscal year, followed by additional federal-provincial/territorial accomplishments in 2003/04.

Federal – Provincial/Territorial Inter-jurisdictional Agreements			
Province/Territory	Agreement	Description	Finalized
New Brunswick	ESA	The new Correctional Services Coordination Agreement (CSCA) builds upon the original 1998 ESA. The Agreement expires March 31, 2009, with the possibility of a five-year renewal (a description of the Agreement follows this table).	New Agreement signed March 31, 2004

Federal – Provincial/Territorial Inter-jurisdictional Agreements (cont.)			
Québec	ESA	This Agreement will remain in effect until a new Agreement is signed. To be reviewed every five years. This Agreement replaces three previous ESA's with the province.	New Agreement signed March 31, 2004
British Columbia	ESA	As both existing ESA's were to expire March 31, 2004, an extension was required to September 2004, in order to allow for the transfer of parole supervision from the province. The new comprehensive ESA, which will govern both men and women offenders, is near completion and will be finalized prior to September 30, 2004.	Extension signed March 31, 2004
Alberta	ESA	The original term of this ESA was five years. A one-year extension of this Agreement will expire March 31, 2005. It is likely that another one-year extension will be agreed to by the province, until such time that a new ESA can be negotiated.	Extension signed March 31, 2004

Source: CSC - Federal - Provincial / Territorial Relations Directorate.

The signing of the Canada/New Brunswick Correctional Services Co-ordination Agreement (CSCA), a new form of ESA, reflects the on-going commitment of both the federal and provincial governments to work together in the interest of public safety. It also represents a renewed approach to ESA's with a focus on strengthening community infrastructure and thus better crime prevention through improved access to programming both within the institution and in the community, for offenders on conditional release. The CSCA is an expansion of the original and innovative 1998 ESA between CSC and the New Brunswick (NB) Department of Public Safety. The ESA transferred higher risk provincial offenders to federal institutions providing access to CSC programs to better address their needs, thereby reducing the risk of re-offending. Resources freed up at the provincial level as a result of these transfers were invested in community programs for both federal and provincial offenders.

Approximately 778 NB offenders were transferred through the original ESA, and the following reduction in re-offending and cost savings were reported as a result:

- NB reduced its incarceration rate by 30% from 1996 to 2001;
- Re-conviction rates reduced from 41% to 33% within 2 years of release;
- Total cost avoidance is approximately \$1 million (based on a reduction of eleven and nine fewer federal and provincial medium security offenders respectively, during the course of the Agreement); and,
- Due to the closure of a provincial facility and increased spending on community programming, NB saved \$1.8 million.

The new CSCA builds on the general successes of the ESA, namely:

- reduced duplication in program delivery;



- incarceration cost avoidance;
- maximization of institutional capacity across correctional systems;
- streamlined front-end risk/need assessments;
- increased public safety by providing improved assistance to offenders; and,
- best use of public sector resources.

In addition, the parties have committed to the following through the new CSCA:

- NB will invest \$1.0 million annually into community services (savings from the cost of incarceration);
- NB will examine the possibility of opening a geriatric offender or substance abuse treatment facility;
- CSC will examine the possibility of housing NB women; and,
- Potential to focus on Aboriginal offenders.

Further to the use of ESA's, section 23 of the *CCRA* and section 743.2 of the *Criminal Code of Canada* mandate that CSC and the provinces and territories exchange information regarding offender sentencing. Information Sharing Agreements (ISA) are used to ensure the appropriate and timely exchange of such information.

CSC also shares four Memoranda of Understanding (MOU) with its provincial and territorial partners: Nunavut, the Northwest Territories, Manitoba, and a general MOU with the Atlantic provinces. These Agreements form the basis of innovative collaborative arrangements and coordinated strategies with the objective of increased effectiveness and efficiency in corrections.

Sharing information internationally

CSC has gained recognition as a correctional leader, and as a valued source of information and expertise in the international justice and corrections communities.

International recognition of CSC as a source of expertise is reflected in the number of requests for visits from international correctional jurisdictions to visit CSC facilities, learn about programs and observe management practices. In 2003/04, CSC hosted 49 such delegations from across the world who wished to benefit from CSC's knowledge and experience in order to support their own correctional reform and development process (e.g., Belgium, South Korea, Zambia, Jamaica, Hong Kong, etc.).

CSC has concluded MOUs with a number of jurisdictions. The Memoranda outline joint commitments to certain principles and provide generic guidelines for the development and implementation of initiatives in the pursuit of improved correctional practices appropriate to each country's objectives. CSC and its counterparts are committed to sharing best practices, expertise, information, and research.

CSC has also provided technical assistance to various countries such as Hungary, Slovakia, the Czech Republic, Barbados, St. Lucia, Sweden, Namibia, and Algeria.

Technical assistance includes a variety of interventions and joint projects, including program and operational assessment, policy development, and training.



Appendices

Appendix A: Consolidated Reporting

A. Review of RPP Commitment Results

The Report on Plans and Priorities (RPP) identified a number of plans for 2003 – 2006 for each of the business lines. The following identifies initiatives CSC has been involved in during 2003/04 to address these plans.

Care

In the strategic outcome for “Care”, a particular focus on addictions and mental health was noted. By addressing addiction-related and mental health problems of offenders, CSC contributes to their safe reintegration into society and limits further re-victimization. Similarly, CSC can contribute to greater safety in institutions and in the community by: addressing the links between serious substance abuse and infectious diseases; enhancing understanding of the impact of Fetal Alcohol Syndrome and Fetal Alcohol Effect (FAS/FAE); and, promoting healthy lifestyles to prevent future health problems.

BUSINESS LINE: CARE	<i>Strategic Outcome: “A safe and healthy environment, for those living and working in the correctional system, as well as members of the public”</i>
RPP Plans – 2003-2006	Outputs
<i>Implement initiatives that contribute to the management of addictions and the reduction of the harmful consequences of drug use in support of Canada’s National Drug Strategy</i>	Methadone Maintenance Treatment (MMT) <ul style="list-style-type: none"> • New MMT program staff • MMT participant database • Phase I Evaluation • 470 inmates in MMT • 60 pending assessment for entry
<i>Develop a protocol for assessing the characteristics and behaviours associated with Fetal Alcohol Syndrome/Fetal Alcohol Effect, the types of interventions required and staff-related training needs</i>	<ul style="list-style-type: none"> • Inventory of interventions and training needs • Memorandum of Understanding with Health Canada • Research plan
<i>Implement a Health Promotion Strategy aimed at changing lifestyles and preventing the transmission of diseases</i>	<ul style="list-style-type: none"> • Inmate Health Care Needs Assessment • Review of health promotion tools (in progress) • Communication strategy for safe tattooing
<i>Provide more targeted treatment to respond to the mental health problems of offenders</i>	<ul style="list-style-type: none"> • Out-patient and/or enhanced residential services in each region • Review of mental health treatment centres • Dialectical Behaviour Therapy (DBT) program for women • DBT Evaluation (in progress) • Staff training and tools
<i>Provide support services for chronically ill offenders and those requiring palliative care</i>	<ul style="list-style-type: none"> • Out-patient and/or enhanced services in several regions • Community partnership to respond to individual needs • National Palliative Care Guidelines • Staff training (in progress)



<p><i>Engage communities as partners in the continuum of care for offenders transitioning from institutions into the community</i></p>	<ul style="list-style-type: none"> • Comprehensive Discharge Planning Guidelines • Staff education and training • Developed curriculum for Restorative Justice Training for Trainers • Developed strategy for working with partners to implement Voluntary Sector Accord • Engaged partners in developing specific resources for special needs offenders to support their transition • Completed research profiling offenders residing in Community-based Residential Facilities. Evaluation of some CRFs is planned • Completed examination of Citizens' Advisory Committees • To better work with Aboriginal communities: <ul style="list-style-type: none"> ▪ Introduced Aboriginal Community Development Officers to support Section 84 agreements ▪ Introduced Elder-assisted parole hearings to complement already existing Elder and native liaison services ▪ Established several Aboriginal advisory and working groups, including National Aboriginal Advisory Committee to the Commissioner; National Elder's Working Group; and National Aboriginal Working Group • Representation of Aboriginal communities: <ul style="list-style-type: none"> ▪ Regional Aboriginal Advisory Committees ▪ Partnership with various Aboriginal communities through Section 81 agreements ▪ Section 84 release plans being developed by Aboriginal communities ▪ Elders Council are consulted for programs development ▪ Aboriginal representation at National Associations Active in Criminal Justice (NAACJ) ▪ Aboriginal representation on Citizens' Advisory Committees • Held annual Aboriginal Research meeting • Effective Corrections Initiative: development of interventions to ensure a continuum of care and promotion of traditional Aboriginal healing approaches • Aboriginal violence prevention; family violence; substance abuse; basic healing programs; Pathways Healing Units in three locations (Stony Mountain, Saskatchewan Penitentiary, La Macaza)
<p><i>Develop and implement an enhanced health care quality assurance framework in CSC's institutions</i></p>	<p>Underway:</p> <ul style="list-style-type: none"> • Institutional Self Assessments • Revised Health Services Manual

Custody

In the 2003/04 RPP, CSC identified a number of priorities relating to the strategic outcome of “custody”. It was noted that safe, secure, and supportive environments ensure public, staff, and offender safety within institutions and communities. Further, secure intelligence networks can result in the prevention of crime domestically and internationally. Finally, information shared on a timely basis can support appropriate decision-making about offenders and appropriate responses to incidents in support of public safety.

BUSINESS LINE: CUSTODY	Strategic Outcome: "Accommodation and management of offenders that is reasonable, safe, secure and humane and in accordance with the least restrictive option."
RPP Plans – 2003-2006	Outputs
<i>Integrate approaches to security, case management, and programming for offenders presenting similar risk/needs profiles</i>	<ul style="list-style-type: none"> • Developed Integrated Correctional Intervention Strategies (ICIS) (an integration model for maximum security) • Trained Parole Officers in risk assessment/management • Developed a Pending Release report • Secure unit operational plan (women) finalized • Developed and implemented guidelines regarding the proper matching of programs versus needs • Revised Commissioner's Directive (CD) 726 on Correctional Programs
<i>Enhance operational strategies to control the supply and reduce the demand for drugs</i>	<ul style="list-style-type: none"> • Establish guidelines for use of non-intrusive search tools • Ion Scan and Itemizer Drug Detector training • Drafted evaluation framework for drug interdiction practices • Developed Threat Risk Assessment Tool for screening visitors
<i>Implement a comprehensive strategy to improve prediction, prevention and management of critical and emergency incidents</i>	<ul style="list-style-type: none"> • Climate Indicator Profile System • Crisis management training (for senior and middle managers) • Mental health awareness training for employees in women's facilities • Community Parole Officer Safety videos in all regions • Increased participation by Chaplaincy in Critical Incident Stress Management • Review of CD 600 (Management of Emergencies and Security Manual Part II)
<i>Enhance CSC's strategic intelligence approaches to address the risks posed by offenders</i>	<ul style="list-style-type: none"> • Development of model to enhance CSC's strategic intelligence approaches to address the risks posed by offenders.
<i>Fully implement the accommodation strategy for federally sentenced women</i>	<ul style="list-style-type: none"> • Opening of Fraser Valley Institution • Opened secure units at Nova Institution (January 2003), Edmonton Institution for Women (March 2003), and Joliette Institution (June 2003)
<i>Minimize the negative impact of operations on the environment through continued implementation of CSC's Sustainable Development Strategy Revision 2000</i>	<ul style="list-style-type: none"> • CSC's Sustainable Development Strategy Revision 2003 • New CD on "Environmental Programs" and supporting guidelines • Environmental Policy and Management System

Reintegration

In the 2003/04 RPP, it is noted that CSC contributes to the protection of society through the timely, gradual, structured and supervised release of offenders. Recognizing that most offenders return to their communities, CSC will help build community capacity to support and sustain offenders and their families, which will, in turn, contribute to public safety.



BUSINESS LINE: REINTEGRATION	<i>Strategic Outcome: "Offenders who are safely and effectively reintegrated"</i>
RPP Plans – 2003-2006	Outputs
<i>Implement the approaches identified through the Government Response to the Corrections and Conditional Release Act to prepare offenders for safe release, support and supervision in the community</i>	<ul style="list-style-type: none"> • Established 6 Community Residential Centre projects for special needs and older offenders • National Long Term Supervision meeting with stakeholders to address common issues • Established the National Joint CSC/NPB Victim Office • Trained victim liaison staff • Implemented Circles of Support and Accountability for sex offenders <ul style="list-style-type: none"> ▪ implemented other circle approaches to target mental health issues or other challenging reintegration needs ▪ 175-200 offenders receive support through Circles every month • Amended directive on victims to clarify purpose and principles
<i>Develop and test a continuum of integrated security, case management and programming approaches targeted to smaller groups of offenders who share similar needs and risks (in the institutions, through transition to the community)</i>	<ul style="list-style-type: none"> • Introduced ICIS • Established Pathways Healing Units • Implemented Aboriginal High Intensity Family Violence Prevention Program • Implemented Structured Living Environment and Secure Unit Operational Plans in women's institutions • Developed diversity lens to review all CSC policies. Recommendations are being addressed
<i>Engage citizens in building safer and healthier communities</i>	<ul style="list-style-type: none"> • Formalized a forward agenda for community outreach • Introduced computerized data system for volunteers and completed National Volunteer Handbook • Interfaith Committee on Chaplaincy -- over 100 contracts and 4,000 volunteers • Drafted integrated five-year strategy for Lifeline and completed initial consultation • Using communications to assist in the drug interdiction effort: <ul style="list-style-type: none"> ▪ Media and public open-houses to demonstrate drug interdiction methods such as ION scanners and drug detector dogs ▪ Communications to heighten awareness of the dangers to inmates posed by drugs in prisons • Partnerships with police and citizen groups to ensure community notification • Consulted for policy issues related to Aboriginal corrections
<i>Revitalize partnerships with criminal justice partners</i>	<ul style="list-style-type: none"> • Implementing corporate communications plan • Held two "Banking on Youth" events for at-risk youth in partnership with education stakeholders and NCPC • Established Heads of Corrections Working Group on restorative justice to identify shared activities • Re-vitalized consultation process -- two meetings of key partner groups held • Enhanced consultation and communications tools • Engaged NAACJ partners regarding the Voluntary Sector Accord • Eliminated Access to Information backlog • Worked on 20,000 Privacy requests • With Canadian Human Rights Commission, developed a process

	<p>framework and response to report on women offenders</p> <ul style="list-style-type: none"> Restorative Justice Victim Offender Mediation (VOM) Program - Of the 63 offenders/VOM participants reviewed: <ul style="list-style-type: none"> 92% (58) had not committed new offences and 8% (5) committed new offence (4 charged after WED and 1 charged and received an addition to current term) 10 offenders suspended post-VOM (16%) with no charges laid <ul style="list-style-type: none"> 80% (8) were suspended as their risk was no longer manageable 20% (2) were suspended for failure to return to CRF Increased referrals for mediations (over 50 new referrals and over 75 cases being managed) Revised VOM protocols and trained 16 new community facilitators (1/2 with successful completions) Delivered training on the use of the “circle” process
<p><i>Implement restorative justice approaches that foster conflict resolution and the healing of offenders, victims, their families and their communities</i></p>	
<p><i>Enhance the role of Aboriginal communities in providing effective alternatives to incarceration and community supervision</i></p>	<ul style="list-style-type: none"> Established Advisory Bodies – National Aboriginal Advisory Committee, National Aboriginal Working Group, National Elder’s Working Group Worked with communities in support of existing healing lodges Contracts with 70 Elders Engaging community in the development of Aboriginal programs Put in place a Christian Aboriginal Reintegration Chaplain in Prairie Region Commenced discussions with faith community representatives who work with Inuit Seeking to develop Section 84 agreements for Aboriginal women Contracts with Aboriginal Women’s’ organizations to assist CSC in meeting the needs of Aboriginal women Addressing identified issues from National Aboriginal Initiatives Meeting Undertook 3 research projects with Métis provincial associations to examine needs of Métis offenders
<p><i>Renew the OMS, as part of the CPSIN, to enable enhanced connectivity and information sharing with criminal justice partners</i></p>	<ul style="list-style-type: none"> OMS Application and eight related offender-base applications migrated to Oracle/VB/ASP Migrated deliverables tested by CSC Initiated connectivity with Newfoundland and Labrador and drafted MOU Connectivity with Community Residential Facility/Community Assessment and Parole Supervision Program: <ul style="list-style-type: none"> Pacific - 19 sites; Atlantic - 7 sites; Quebec – 11 sites Quebec Provincial Parole Board connected in April 2003 Connectivity to InfoPol (police interface to the OMS): <ul style="list-style-type: none"> Quebec – 12 police forces; Atlantic – 13 police forces; Pacific – 6 police forces
<p><i>Initiatives relating to addiction.⁴⁶</i></p>	<ul style="list-style-type: none"> Implemented the Women Offender Substance Abuse Program (WOSAP) demonstration project at five sites. Introduced second phase of WOSAP, piloting the Maintenance/Relapse Prevention portion at 11 community sites Accredited the high, moderate, and low intensity substance

⁴⁶ Although these outputs appear under the “Care” Business Line in the RPP, references to Substance Abuse Programs belong under the “Reintegration” Business Line.



	<p>abuse programs</p> <ul style="list-style-type: none"> • Current development of an Aboriginal Substance Abuse Program • Currently 47 Intensive Support Units (ISU) with 1,400 offender beds • Completed evaluation of three High Intensity Substance Abuse pilot programs -- 168 offenders participating with positive outcomes
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Corporate Management

In the 2003/04 RPP, CSC identified a number of priorities relating to the strategic outcome of “corporate management”. To effectively support the care, custody and reintegration of offenders in the interest of public safety, CSC must have a representative knowledgeable, productive and sustainable workforce. By sharing expertise and helping establish safe and humane corrections domestically and internationally, CSC supports Canada’s provincial, territorial and international priorities.

BUSINESS LINE: CORPORATE MANAGEMENT	Strategic Outcome: “Corporate Management Supports the care, custody and reintegration of offenders, and partnerships to promote the achievement of CSC’s Mandate and Mission”
RPP Plans – 2003-2006	Outputs
<i>Enhance processes and practices that will ensure a safe, healthy and supportive workplace and the effective management of CSC</i>	<ul style="list-style-type: none"> • Revised 35 policies, standards, guidelines; deleted 10 policies • Reviewing case management Standard Operating Procedures to develop CD • Implemented anti-harassment program • Increased referrals for dispute resolution • Completed Sustainable Development Strategy
<i>Attract, select, and develop diverse knowledge workers consistent with the Government’s Human Resources Modernization Approach</i>	<ul style="list-style-type: none"> • Employment Equity: representation increased; recruitment increased or stable; promotions mostly increased; departures mostly increased • Official Languages: Anglophone and Francophone proportion similar to overall Public Service; fewer language complaints filed; increased bilingualism • Modernized Human Resource strategies: developed generic approach to most CSC jobs and CD 285; revised staffing policy framework; and reviewed CSC HR capacity
<i>Develop leadership strategies and career continuum through training, coaching, mentoring and support tools for continuous learning and development</i>	<ul style="list-style-type: none"> • Developed training programs: orientation for new employees, succession planning for senior management, conflict resolution
<i>Provide support to staff to manage the challenges of the correctional environment</i>	<ul style="list-style-type: none"> • Made many training programs mandatory
<i>Develop collaborative approaches to correctional service delivery through arrangements with federal, provincial and territorial jurisdictions</i>	<ul style="list-style-type: none"> • Partnerships: federal-provincial substance abuse intervention training; Federal-Provincial-Territorial Working Group for Restorative Justice and Victims; training with RCMP in restorative justice • Increased coordination with federal government partners in restorative justice • Community partners: implemented computerized data system for

	<p>volunteers, completed <i>National Volunteer Handbook</i>; established Aboriginal advisory and working groups</p> <ul style="list-style-type: none"> • Exchange of Service Agreements signed with New Brunswick, Quebec, British Columbia, Alberta
<p><i>Support Canada's foreign policy priority in human rights and criminal justice matters, through providing expertise and helping establish safe and humane corrections in developing countries</i></p>	<ul style="list-style-type: none"> • Assistance provided to: Hungary, Slovakia, Czech Republic, Barbados, St. Lucia, Sweden, Namibia, Algeria • Support to United Nations (UN): participated in Kosovo Correctional Service; seconded senior manager in Afghanistan • To support UN Development Program (UNDP): gave keynote address at Conference; planned interventions in Honduras and Brazil; supporting UNDP programming in Afghanistan • To develop relationship with UN Dept of Peacekeeping Operations (DPKO): provided advice to UN DPKO in Haiti and Afghanistan; assisted in mission development in Liberia; working with DPKO in Afghanistan
<p><i>Implement Modern Comptrollership strategies to support effective allocation and use of resources and support management decision-making and accountability</i></p>	<ul style="list-style-type: none"> • Developed an action plan of 23 initiatives • Coordinated Departmental Management Improvement Plan • Revised CD 001 on CSC's Mission • Updated planning cycle model and related tools (completed Overview, information deck for Parliamentarians, modified Legal Risk Management) • Management Accountability Framework (MAF) and Program Activity Architecture (PAA) to improve transparency (PCO/TBS MAF, PRAS review, mapping of commitments)
<p><i>Optimize the maintenance and delivery of common service systems in support of correctional operations</i></p>	<ul style="list-style-type: none"> • Reviewed selected common services provided • Supported migration of Offender Management System Renewal (OMS-R); implemented CEDv2; networked CSC desktops; developed functional technical disaster recovery plan • Performance Assurance reviewed Informatics Services • Grievance process: improved timeliness
<p><i>Implement Knowledge Management initiatives to ensure that operational staff have the information they need to make informed and timely decisions</i></p>	<ul style="list-style-type: none"> • Put on line: Circles of Support, Accountability Resources, and Manual on Religious and Spiritual Accommodation • Published CD 726 using Knowledge Management (KM) format • Integrated Aboriginal policy within existing CSC policy • Consulted with Long-Term Supervision Order (LTSO) Regional Representatives regarding: KM docs on LTS and <i>Appearing as a Witness</i> • Developed models for case management knowledge support tools • Ensured completion of KM system for grievances management
<p><i>Conduct policy research related to CSC strategic challenges</i></p>	<ul style="list-style-type: none"> • Consulted on reduction/elimination of exposure to 2nd hand smoke in institutions • Pastoral Care Impact Study: action plan for 25 recommendations • Research under way: Community Engagement Impact Study, assessment technology • Completed research report on learning disabilities instructional pilot project • Developed research agenda for Aboriginal research, Dynamic Factor Identification Analysis • Violent offender assessment, program completion research, program evaluation framework • Report on learning disabilities instructional pilot project • Examined risk assessment for Aboriginal offenders, correctional staff retention and measurement of change



	<ul style="list-style-type: none">• Completed research report on parole officer training• Research projects re: Aboriginal offenders, halfway houses, visible minority offenders, Citizens' Advisory Committees (CAC)• Medium-term projections of federal offender populations
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B. Modern Comptrollership

For fiscal year 2003/04, CSC committed to:

- a) implement Modern Comptrollership strategies to support effective allocation and use of resources and support management decision-making and accountability; and,
- b) optimize the maintenance and delivery of common services systems in support of correctional operations.

CSC has implemented various projects to support the implementation of Modern Comptrollership strategies. A first Action Plan was created addressing Capacity Assessment identified opportunities. This Plan was expanded and is now entitled the Management Improvement Plan. This plan includes not only CSC specific approved operational projects, but also other initiatives to enhance management capabilities. Many of these projects were either realized or are well underway (i.e., the implementation of a revised budget allocation process using monitoring by expenditures envelopes, and the review of Health Care Services funding mechanisms and of an internal process regarding Workers Compensation and Return to Work programs). The responsibilities of the CSC's Comptrollership Office have evolved from coordinating activities required by the MAF implementation role to also being responsible for the application of the Management Resources and Results Structure.

While CSC has not been identified as one of the departments targeted for the implementation of Service Improvement Initiative, proposals for different delivery mechanisms of common services have been analyzed to optimize the maintenance and delivery of common services systems in support of correctional operations, such as Information Technology, Food services, Finance, etc. Following consultations with key stakeholders, standards and indicators are being developed to measure efficiency.

C. Government On-Line

In order to keep the information current and relevant to all audiences, a user committee has been established to oversee new publications and changes to the ever evolving site. Additions to the site are aimed at informing the public about CSC's mission and values, and provide educational tools to ensure Canadian citizens are provided with timely, correct information about how the department manages offenders and protects society.

In addition, the CSC Intranet site (InfoNet) has proven to be a fundamental communication tool within the Department. The site houses all policies guiding the Department as well as on-line tools and information required by employees to do their jobs.

D. Sustainable Development Strategy

Issues of sustainable development remain very much on CSC's agenda as the Service moves into implementing its third Sustainable Development Strategy (SDS 2004-07). By accomplishing long-term environmental goals in its institutional operations, CSC can enhance its preventative role by limiting the deterioration of the environment and its potential effects on the health and standard of living of Canadians.

Departmental SDSs for 2004–07 were tabled in Parliament in February 2004, updating those that had been tabled three years earlier. Our current SDS provides a summary on progress made against commitments in the SDS tabled in February 2001. Linkages between the SDS 2004 and the previous strategy were included in SDS 2004, including ongoing key commitments. The following web-link provides specifics: http://www.csc-scc.gc.ca/text/pblct/sustain/8_e.shtml

Long-term goals address the integrity of the atmosphere (air quality) and the hydrosphere (water) as well as the availability of natural resources. Specific targets include the following:

- Reduction of greenhouse gases, carbon dioxide and methane;
- Reduction of emissions that contribute to smog (volatile organic compounds and nitrogen oxides);
- Taking steps to reduce water pollution (leachate from contaminated sites, runoffs from land, sewage);
- Reducing water use and solid waste generation and;
- Providing environmental awareness training to offenders.

CSC's performance information, in all of our correctional facilities, is gained through data collection instruments, some of which are "real time" reports, or various source testing projects and modeling techniques.

Achievements

In 2002/03 a plan had been activated to speed up the implementation of a more robust Environmental Management System (EMS). The plan included the drafting of a CD and technical guidelines, integrating Policy and Accountability frameworks, and the provision of training to senior, middle and front line managers. A total of over 400 training/days had been delivered to over 200 managers with direct responsibilities for strengthening CSC's EMS.



In June 2003, the CD has been promulgated, along with nine enforceable Environmental Guidelines. Progress has been made in implementing the Guidelines in 2003/04 although there are variances in level of implementation from Region to Region.

SDSs typically include commitments made by departments and agencies to make their operations greener. At a government-wide level, such activities are co-ordinated under the Sustainable Federal House in Order (SFHIO), which includes work toward common measurement and reporting methods across departments. Where possible, CSC follows SFHIO guidelines in reporting progress on sustainable development commitments related to its specific operations.

CSC is actively managing many of its contaminated sites. In 2003/04, CSC spent \$890,000 on site assessments and remediation engineering plans. In total, over the past five years, CSC spent over \$4 million on site assessments and risk management techniques. CSC has also produced an update to its five-year Contaminated Sites Management Plan, in compliance with TBS Policy. The following web-link provides specifics on the status of ongoing projects: <http://publiservice.tbs-sct.gc.ca/dfrp-rbif/csc-sc/numbers-numeros.asp?view=dat&Format=html&Referrer=Query&Qid=32592&language=en>.

E. Government Response to the 26th Report of the Standing Committee on Public Accounts

The 26th Report of the Standing Committee on Public Accounts was released in November 2003. This report reviewed the April 2003 report of the Auditor General of Canada (Chapter 4, CSC, Reintegration of Women Offenders) and CSC's response to it. It also addressed some of the issues discussed during the Commissioner's testimony before the Committee on May 14, 2003.

A total of 12 recommendations were put forth in the Standing Committee's report, including calls for CSC to terminate the co-location of women offenders in men's institutions, to undertake further testing of classification instruments used for women offenders, to provide reintegration programs more specific to women, to enhance employment programs, to increase program options for Aboriginal women offenders, to improve programs and accommodation options for women offenders in the community, and to establish an external body to oversee the grievance process.

Eight of the recommendations put forth by the Standing Committee on Public Accounts require CSC to detail progress in its Departmental Performance Report. These recommendations, a summary of the Government's response to them, and associated progress/results are documented below.

Recommendation No. 2

That CSC implement its action plan that addresses the recommendations contained in Chapter 4 of the April 2003 Report of the Auditor General according to the timetable set forth in the plan, and report the results to Parliament in its annual performance reports.

Results/Response

In the summer of 2003, CSC developed and provided its Action Plan to the Auditor General to address the 11 recommendations put forth in the Report. CSC is currently implementing the Action Plan. Regular progress reports are submitted to the Auditor General.

Recommendation No. 4

That upon completion of the tests (i.e., reliability and validity testing of classification instruments used for women offenders), CSC report the results and any actions taken in response to the outcomes in its annual performance report for the year in which testing occurred.

Results/Response

CSC contracted with an external firm to conduct Inter-Reliability Tests on the Custody Rating Scale (CRS) and the Offender Intake Assessment (OIA). Public Safety and Emergency Preparedness Canada (PSEPC) is reviewing all research conducted to date for both men and women offenders.

Recommendation No. 5

That CSC conduct and integrate into its decision-making process a regular evaluation of its intervention programs for women to determine their effectiveness and report the results to Parliament in its annual performance report. The Service should also reference any adjustments to its intervention programs made in response to the evaluation findings. CSC's evaluation should include programs to address the physical and sexual abuse suffered by offenders in their lives, and the accessibility of mental health support programs and the linkages between programs intended for women offenders within institutions and the community.

Results/Response

All of CSC's women offender correctional programs include a 'built-in' evaluation plan where offenders are assessed both pre- and post- program participation. The process requires sufficient data and sample sizes to properly assess programs. Given the few numbers of women, these evaluations take time.



CSC is evaluating a number of its correctional programs for women offenders, including: the Women Offender Substance Abuse Program (WOSAP), Spirit of a Warrior, Circles of Change, Dialectical Behaviour Therapy, and Psychosocial Rehabilitation.

Institutional program facilitators completed the WOSAP training in May 2003 and program delivery began shortly after. A second training session was held in June 2004. To date, over 200 women have started the program at one of the five pilot sites, completing the Engagement and Education module, and over 50 women have participated in the Intensive Therapeutic Treatment Module of the program. Preliminary results indicate that program objectives are being met. The Maintenance module has also been put in place and women who have completed the program are able to continue treatment within the institutions and in their communities. Research is underway to provide a comprehensive evaluation of the impact of the program on women offenders.

An evaluation framework for the Spirit of a Warrior program was completed in 2003/04. The framework was subsequently presented to stakeholders and approval was granted to go forth with the evaluation proper. Evaluation of this program will commence in 2004/05.

The Circles of Change program was slated for evaluation in 2003/04. Unfortunately, deficiencies in data collection and participant attrition rates precluded meaningful analysis and rendered the results inconclusive. In spite of such, a brief summary of the process and data will be prepared. Details will be provided in the next DPR.

The preliminary evaluation of the Dialectical Behaviour Therapy (DBT) program is nearing completion. Forty-two staff and 23 women from facilities across Canada took part in semi-structured interviews and 20 staff surveys were completed. Qualitative research techniques (content analysis) indicate that staff and participants demonstrate an understanding of the goals and objectives of DBT. In addition, more than one-half indicated that they are in the process of achieving these goals. While overall results were supportive of the effectiveness of this treatment approach, preliminary analysis suggests some program components within DBT could be ameliorated. Given that the evaluation has yet to be finalized, and quantitative analyses are forthcoming, specific results cannot be provided at this time; they will be detailed in the next DPR.

Evaluation of the Psychosocial Rehabilitation program is nearing completion. Forty staff and three women from facilities across Canada took part in semi-structured interviews and 18 staff surveys were completed. Given the small number of women offenders participating in the program, primarily qualitative research techniques were employed in this evaluation. Thematic content analysis formed the basis of which the following results emerged. Overall, both staff and women identified the core objective of PSR as teaching basic life skills and all of the participants who were interviewed confirmed that they feel they are making progress towards accomplishing their personal goals. Importantly, only 50% of staff feel that the program goals are being met. Again, given that the evaluation has yet to be finalized, specific results cannot be delineated at this time; they will be detailed in the next Departmental Performance Report.

The Service continues to work to refine these gender-specific programs and will report current and future program evaluation results in subsequent DPR.

Institutional and community programs are being adjusted to allow for open-entry, where appropriate (e.g., WOSAP and DBT). Others have been adjusted to allow for small group and/or one-to-one intervention.

Abuse issues are addressed in the WOSAP, the DBT program, and the Survivors of Abuse and Trauma program. A preliminary review of the Survivors of Abuse and Trauma program was conducted in 2001 and some refinements were made to the program at that time.

A Substance Abuse Maintenance/Relapse Prevention Program for women offenders has been implemented in eleven community districts. The Program is in the process of being piloted and evaluated.

A Community Integration Program has also been implemented to assist women offenders with their transition back into the community.

Community Integration Workers are placed in each of CSC's Structured Living Environment houses.

Recommendation No 6

That CSC place an emphasis on the timely provision of, and full access to, adequately resourced programs that will assist women offenders obtain skills relevant to the current job market and secure meaningful, rewarding employment following completion of their sentences. This emphasis must result in an employment strategy for inclusion in the Service's RPP for 2004.

Results/Response

The Service's Research Branch is conducting a survey with both incarcerated women and women on conditional release to obtain an enhanced understanding of their work experience and current needs. Survey dissemination to offenders and staff began in February 2004 and is now complete. Data collection and analysis will conclude in the Fall 2004.

The information derived from the above survey will serve as the basis for developing a national employment strategy framework for women offenders. Details will be provided in the next DPR.



Recommendation No. 7

That following implementation of programs geared towards the provision of marketable skills for women offenders, CSC regularly evaluate the success of its efforts and report the results to Parliament in its annual performance reports.

Results/Response

CSC was successful in allocating 10% of its total vocational training program restructuring monies (\$1.1 M) to women offender initiatives in 2002-2003. The monies were designated into the following: Career and Occupational Preference System (COPS) and Career Ability Placement Surveys (CAPS); Vocational Assessments; Basics in Food Safety; WHMIS; Industrial Cleaning Program; First Aid and CPR; Portfolio and Essential Skills; Socio-Occupational Integration Services; Industrial Sewing Machine Mechanic's Helper and Industrial Design.

Progress related to the national employment strategy framework for women offenders and newly implemented programs will be documented in the next DPR.

Recommendation No. 8

That CSC work with its counterparts in the provinces and territories and with non-governmental women's advocacy organizations to develop a shared approach to addressing the needs of women offenders under community supervision and discuss the results in its annual performance reports to Parliament.

Results/Response

Discussions have begun with the Heads of Corrections Sub-Committee on Women Offenders. It is anticipated that CSC and its provincial and territorial counterparts will meet in 2005.

Non-Governmental Stakeholders: CSC held a National Community Initiatives Meeting with stakeholders in June 2003 and a National Aboriginal Community Initiatives Meeting in May 2004. The purpose of both meetings was to examine current program and service delivery and to further enhance community initiatives for women offenders. Results of these meetings are being analyzed and next steps will be determined.

Recommendation No. 9

That CSC in each region, together with its provincial and territorial counterparts and community stakeholders, establish targets for the significant improvement of community accommodation for women in conflict with the law and make every effort to secure adequate public funding to meet those targets.

Results/Response

CSC has arrangements with community service providers for 144 beds in the community for women on day parole or on statutory release with residency. While there is sufficient bed space to meet the residential accommodation needs of women on day parole or residency, CSC continues to work with its partners to expand and strengthen these and other residential options for women in the community.

In the last three years, residential accommodation for women offenders in the community has increased by 37 beds. These beds are dispersed across the country as follows: Pacific (1), Prairies (18), Ontario (5), and Atlantic (13).

Progress will continue to be detailed in subsequent DPRs.

Recommendation No. 10

That CSC work closely with interested Aboriginal communities to help them develop the capacity to participate in reintegration efforts for Aboriginal women offenders, and report progress in its annual performance reports to Parliament. In so doing, that CSC, together with other federal government departments, its provincial and territorial counterparts and Aboriginal organizations, explore new means of providing the necessary financial resources to those communities wishing to undertake the responsibility of assisting in the reintegration of women offenders.

Results/Response

CSC is already involved in a number of initiatives to help develop the capacity of Aboriginal communities to participate in the reintegration efforts of Aboriginal women offenders. For example:

- Regions have been engaged in discussions with a number of Aboriginal communities regarding potential Section 84 arrangements.
- A total of 10 Section 84 arrangements with Aboriginal women offenders are currently in effect.
- Institutional awareness sessions have been held to increase staff and inmate knowledge about Section 81 and 84 provisions.
- 10 Aboriginal Community Development Officer positions have been staffed across the country to create links for both men and women offenders with Aboriginal communities, to raise Aboriginal community interest in participating in the correctional process, and to initiate Section 84 arrangements.
- An Aboriginal Advisory Committee has been established in the Pacific Region to explore Section 81 and 84 arrangements for women offenders.
- Two institutional, culturally-specific programs are currently offered to Aboriginal women offenders to help prepare them for release: Spirit of a Warrior and Circles of Change.



- A National Aboriginal Community Initiatives meeting was held in May 2004. Participants examined current program and service delivery in Aboriginal communities and discussed ways to further develop and enhance community initiatives for Aboriginal women offenders. Results of this meeting are being analyzed and next steps will be determined.

One of CSC's priorities for 2004/05 is to strengthen citizen and community engagement and criminal justice partnerships in correctional endeavors.

Some of the resources allocated for this priority will be dedicated to enhancing the role of Aboriginal communities in the correctional process. The Department of Public Safety and Emergency Preparedness will explore new means of providing assistance to communities wishing to undertake the responsibility of assisting in the reintegration of Aboriginal women offenders.

F. Planned Effective Corrections Allocations

Aboriginal Community Reintegration

Project Description	Regions						Totals
	Pacific	Prairies	Ontario	Quebec	Atlantic	NHQ	
Priority 1 - Reintegration and Urban Transition Support							
Coordination and Support of Activities						150,000	150,000
Aboriginal Lifeline Outreach Worker	25,000	23,900				6,100	55,000
Aboriginal Outreach Worker - Chaplaincy						40,000	40,000
ACDO Travel		12,000			25,000		37,000
ACDO Salary	116,000	165,000	58,000	58,000	58,000		455,000
FSIN – Prairies (ongoing from last year)		43,100					43,100
Resource Compendium	20,000						20,000
Urban/Transition Support Worker/Elders		130,000	90,000	48,000	36,000		304,000
Sub-Total - Priority 1	161,000	374,000	148,000	106,000	119,000	196,100	1,104,100
Priority 2 - Community Capacity Building							
National Aboriginal Working Group						525,000	525,000
AFN Think Tank						100,000	100,000
Morning Star Residential Facility		66,020					66,020
Sub-Total - Priority 2	-	66,020	-	-	-	625,000	691,020
Priority 3 - Inuit Offender Management							
Inuit Offender Management Development						75,000	75,000
Happy Valley/Goose Bay ESA Dev.					50,000		50,000
Inuit Programming				60,000			60,000
Sub-Total - Priority 3	-	-	-	60,000	50,000	75,000	185,000
Priority 4 - Healing Lodge Strengthening							
Coordination, Monitoring & Support/Communications						200,000	200,000
Pathways - Sask. Pen Max. & Stony Mountain		500,000					500,000
Pathways – La Macaza - Quebec Region				300,000			300,000
Pathways Project Director	70,000		70,000		70,000		280,000
Healing Lodge Implementation	150,000	150,000		50,000	25,000		375,000
Sub-Total - Priority 4	220,000	650,000	70,000	420,000	95,000	200,000	1,655,000

Project Description	Regions						Totals
	Pacific	Prairies	Ontario	Quebec	Atlantic	NHQ	
Priority 5 - Research, Evaluation and Program Development							
Basic Healing Program & Family Violence/Aboriginal Substance Abuse Program						450,000	450,000
Research Branch						250,000	250,000
Aboriginal Women's Programming (WARRIOR)	20,000	45,000					65,000
Evaluation of EC Initiatives						100,000	100,000
Sub-Total - Priority 5	20,000	45,000	-	-	-	800,000	865,000
Priority 6 - Innovative Offender Management							
National Meetings (NAAC, Elders,)						174,880	174,880
Aboriginal Gangs – Prairies (Bimosewin)		450,000					450,000
Sub-Total - Priority 6	-	450,000	-	-	-	174,880	624,880
Totals	401,000	1,585,020	218,000	586,000	264,000	2,070,980	5,125,000

Community Reintegration

Project Description	Regions						Totals
	Pacific	Prairies	Ontario	Quebec	Atlantic	NHQ	
Aboriginal Programs							
ISOYW						301,000	301,000
Com. Reintegration Prog. – Totals	-	-	-	-	-	301,000	301,000

Community Halfway House Development

Project Description	Regions						Totals
	Pacific	Prairies	Ontario	Quebec	Atlantic	NHQ	
Developmental Projects	298,000	181,000	71,000	213,000	219,000	18,000	1,000,000
Community Halfway House – Totals	298,000	181,000	71,000	213,000	219,000	18,000	1,000,000

Community Engagement - Volunteers

Project Description	Regions						Totals
	Pacific	Prairies	Ontario	Quebec	Atlantic	NHQ	
Volunteer Contracts/ Training / Recruitment Activities / National Initiative	39,000	25,000	17,000	41,000	39,000	39,000	200,000
Community Engagement – Totals	39,000	25,000	17,000	41,000	39,000	39,000	200,000

Management - ACCOP

Project Description	Regions						Totals
	Pacific	Prairies	Ontario	Quebec	Atlantic	NHQ	
Management Activities						100,000	100,000
Management – Totals						100,000	100,000

	Pacific	Prairies	Ontario	Quebec	Atlantic	NHQ	Totals
Total Planned Effective Corrections Allocations 2003/04	738,000	1,791,020	306,000	840,000	522,000	2,528,980	6,726,000

	Pacific	Prairies	Ontario	Quebec	Atlantic	NHQ	Totals
CORCAN	147,000	354,067	200,676	195,000	103,257	-	1,000,000



Appendix B: Financial Information

A. 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 1998/99 to 2002/03, in current year dollars.

Annual Costs per Offender - \$ Current

	2002/03	2001/02	2000/01	1999/00	1998/99
Maximum - Men	110,213	108,277	98,904	96,740	87,135
Women	169,399	155,589	132,475	115,465	113,610
Medium	69,716	71,894	63,931	60,673	52,688
Minimums/Farms	69,239	69,178	57,912	53,634	46,988
CCC	42,202	41,583	33,799	29,921	29,522
Average Institutional Cost	80,807	80,373	70,343	66,384	59,550
Parole	19,527	17,520	15,903	14,534	13,114

B. Business Line Expenditures

Total Budget Approved	1,578,219,670	
Actual Expenditures	1,526,102,706	96.7%
Variance	52,116,964	3.3%
Actual FTEs Utilized (employees)	14,495	

Business Line Expenditure

Business Line	Main Estimates	Planned Spending	Total Authorities	Final Total Actuals	Actual FTEs Utilized	Percentage of FTEs
Care	208,187,000	211,787,000	223,424,211	225,219,974	1,343	9.3%
Custody	651,479,000	653,949,000	663,781,002	628,326,126	6,800	46.9%
Reintegration *	482,796,000	500,096,000	501,527,315	468,736,213	4,464	30.8%
Corporate Services	193,401,000	193,401,000	189,487,142	203,820,393	1,887	13.0%
TOTAL	1,535,863,000	1,559,233,000	1,578,219,670	1,526,102,706	14,495	

* includes CORCAN Revolving Fund.

**C. Financial Statement of Departmental Corporation
CORCAN Revolving Fund**

STATEMENT OF FINANCIAL POSITION
[in thousands of dollars]

As at March 31

	2004	2003
	\$	\$
ASSETS		
Current		
Accounts receivable <i>[note 4]</i>	8,176	7,522
Inventories <i>[note 5]</i>	8,639	10,147
Other	34	18
Total current assets	16,849	17,687
Capital assets <i>[note 6]</i>	6,837	6,614
	23,686	24,301
LIABILITIES		
Current		
Accounts payable <i>[note 7]</i>	7,125	12,094
Vacation pay and salary accrual	1,675	1,381
Current portion of obligations under capital lease <i>[note 8]</i>	18	16
Total current liabilities	8,818	13,491
Long-term:		
Employee termination benefits <i>[note 9]</i>	2,773	2,626
Obligations under capital lease <i>[note 8]</i>	24	42
	11,615	16,159
Commitments and contingencies <i>[notes 10 and 13]</i>		
Equity of Canada		
Contributed capital <i>[note 14]</i>	30,542	30,542
Accumulated net charge against the Fund's authority	(7,082)	(8,731)
Accumulated deficit	(11,389)	(13,669)
Total equity of Canada	12,071	8,142
	23,686	24,301

The accompanying notes are an integral part of the financial statements



CORCAN Revolving Fund

STATEMENT OF OPERATIONS
[in thousands of dollars]

Year ended March 31

	2004	2003
	\$	\$
Revenues <i>[note 11]</i>	49,984	62,685
Cost of goods sold <i>[note 11]</i>	57,078	68,105
Gross margin	(7,094)	(5,420)
OTHER REVENUES		
Training and correctional fees <i>[note 3]</i>	21,824	21,716
Miscellaneous	560	843
	22,384	22,559
EXPENSES		
Operating	5,937	5,522
Administrative	5,357	8,210
Selling and marketing	1,716	1,952
	13,010	15,684
Net income for the year	2,280	1,455

The accompanying notes are an integral part of the financial statements

CORCAN Revolving Fund

STATEMENT OF ACCUMULATED DEFICIT
[in thousands of dollars]

As at March 31

	2004	2003
	\$	\$
Balance, beginning of year	(13,669)	(15,124)
Net income for the year	2,280	1,455
Balance, end of year	(11,389)	(13,669)

The accompanying notes are an integral part of the financial statements



CORCAN Revolving Fund**STATEMENT OF CASH FLOWS**
[in thousands of dollars]

Year ended March 31

	2004	2003
	\$	\$
OPERATING ACTIVITIES		
Net income for the year	2,280	1,455
Adjustments for non-cash items:		
Provision for termination benefits	478	472
Amortization	1,407	2,548
Other	(25)	282
	4,140	4,757
Changes in non-cash working capital:		
Accounts receivable	(654)	2,370
Inventories	1,508	2,055
Other	(16)	(5)
Employee termination benefits	(331)	(276)
Accounts payable	(4,969)	(8,637)
Deferred revenue	—	(641)
Vacation pay and salary accrual	294	62
Net financial resources used by operating activities	(28)	(315)
INVESTING ACTIVITIES		
Capital assets acquisitions	(1,795)	(1,400)
Proceeds on disposal	190	21
Net financial resources used by investing activities	(1,605)	(1,379)
FINANCING ACTIVITIES		
Capital lease obligations	(16)	(156)
Net financial resources used by financing activities	(16)	(156)
Net decrease in accumulated net charge against the Fund's authority	(1,649)	(1,850)
Accumulated net charge against the Fund's authority, beginning of year	8,731	10,581
Accumulated net charge against the Fund's authority, end of year	7,082	8,731

The accompanying notes are an integral part of the financial statements

1. AUTHORITY AND PURPOSE

CORCAN Revolving Fund is an agency within CSC financed by way of a Revolving Fund. The CORCAN Revolving Fund [the “Fund”] was established under *Appropriation Act No. 4, 1991-92*, which authorized the operation of the Fund effective April 1, 1992 in accordance with terms and conditions prescribed by TB. CORCAN Revolving Fund’s purpose is to aid in the safe reintegration of offenders into Canadian society by providing employment and training opportunities to offenders incarcerated in federal penitentiaries and, for brief periods of time, after they are released into the community. The Fund has a continuing non-lapsing authority from Parliament to make payments out of the Consolidated Revenue Fund for working capital, capital acquisitions and temporary financing of accumulated operating deficits, the total of which is not to exceed \$5,000,000 at any time. An amount of \$15,218,000 representing net assets assumed by the Fund was charged to this authority when the Fund became operative on April 1, 1992.

2. SIGNIFICANT ACCOUNTING POLICIES

The financial statements have been prepared in accordance with the reporting requirements for revolving funds prescribed by TB. Since a precise determination of many assets and liabilities is dependent upon future events, the preparation of financial statements for a period necessarily involves the use of estimates and approximations which have been made with careful judgment. These financial statements present the assets, liabilities and results of operations of the Fund and have been prepared with reasonable limits of materiality and within the framework of the accounting policies summarized below. The basis of accounting used in these financial statements differs from Canadian generally accepted accounting principles because services received without charge from CSC are not reported as expenses, the obligation for employee termination benefits is based on management’s estimate of the liability rather than an actuarial valuation and the liability for employee termination benefits to be assumed in future years [see note 9] is not reflected.

The significant accounting policies are as follows:

Recognition of revenue and expense

Except as noted below, revenues are recognized when goods are sold or services rendered.

For multi-year construction contracts in excess of \$100,000, the percentage of completion method of accounting is used. Degree of completion is determined by comparing direct costs incurred to date to the total direct costs anticipated for the entire contract. The effect of changes to the total estimated income for each contract is recognized in the period in which the determination is made and losses, if any, are recognized fully when anticipated. Profits on construction contracts of up to \$100,000 are recognized when the contract has been substantially completed.



Expenses are recorded in the period they are incurred.

Inventories

Raw materials are valued at cost. Other inventories are valued at the lower of cost and net realizable value.

Capital assets

Capital assets are recorded at cost and are amortized commencing the month following the month of acquisition on a straight-line basis over their estimated useful lives as follows:

Equipment	10 years
Office furniture and equipment	10 years
Computer equipment	3 years
Vehicle fleet	5 years
Livestock	3-5 years

Pension plan

Employees of CORCAN Revolving Fund are covered by the *Public Service Superannuation Act* and the *Supplementary Retirement Benefits Act*. The Government of Canada's portion of the pension cost is included in the employee benefits assessed against the Fund. The actual payment of the pension is made from the Public Service Superannuation and Supplementary Retirement Benefits accounts. Pension plan expense is recognized when it is paid.

Employee future benefits

Employees of CORCAN Revolving Fund are entitled to specified termination benefits based on salary levels in effect at the time of termination as provided for under collective agreements and conditions of employment. Employee termination benefits earned by employees of CORCAN Revolving Fund prior to April 1, 1992 are considered a liability of the TB and, accordingly, have not been recorded in the accounts. The financial statements of CORCAN Revolving Fund include the termination benefits earned by the employees of CORCAN since the inception of the Fund. The employee future benefits are recognized when they are earned.

Sick leave

Employees are permitted to accumulate unused sick leave. However, such leave entitlements may only be used in the event of an illness. As per current Government practice, unused sick leave upon employee termination is not payable to the employee. Accordingly, no amount has been accrued in these financial statements.

Warranty provision

Potential warranty costs associated with products are recorded when the products are sold.

Financial instruments

The fair value of the financial instruments approximates costs unless otherwise specified. The Fund's financial instruments consist of accounts receivable, accounts payable, accrued liabilities and long-term debt. It is management's opinion that the Fund is not exposed to significant interest, currency or credit risks arising from those instruments.

3. RELATED PARTY TRANSACTIONS

CORCAN Revolving Fund entered into the following transactions with the CSC, its parent organization:

	2004	2003
	\$	\$
	<i>[in thousands of dollars]</i>	
Trade revenues	8,967	12,390
Training, correctional and other fees	21,824	21,716
	30,791	34,106

As at March 31, 2004, CORCAN Revolving Fund has \$1,054,000 receivable from CSC.

CSC has provided and will continue to provide CORCAN Revolving Fund with the use of existing infrastructure including buildings, shops and farms as well as maintenance of said facilities, free of charge.

4. ACCOUNTS RECEIVABLE

	2004	2003
	\$	\$
	<i>[in thousands of dollars]</i>	
Government of Canada	5,520	5,424
Outside parties	3,299	2,813
Less allowance for doubtful accounts	(643)	(715)
	8,176	7,522



5. INVENTORIES

Inventories consist of the following:

	2004	2003
	\$	\$
	<i>[in thousands of dollars]</i>	
Raw materials	3,850	3,898
Work-in-progress	183	252
Finished goods	4,004	4,664
Agribusiness inventory	1,440	2,167
	9,477	10,981
Provision for obsolete inventory	(838)	(834)
	8,639	10,147

6. CAPITAL ASSETS AND ACCUMULATED AMORTIZATION

Capital assets consist of the following:

	2004		2003	
		Accumulated		Accumulated
	Cost	Amortization	Cost	Amortization
	\$	\$	\$	\$
	<i>[in thousands of dollars]</i>			
Equipment	21,545	15,958	20,175	15,032
Office furniture and equipment	134	134	1,055	740
Computer equipment	346	331	346	324
Vehicle fleet	937	601	808	545
Livestock	1,160	336	1,075	291
Plant and equipment under capital lease	111	36	113	26
	24,233	17,396	23,572	16,958
Accumulated amortization	(17,396)		(16,958)	
Net book value	6,837		6,614	

7. ACCOUNTS PAYABLE

	2004	2003
	\$	\$
	<i>[in thousands of dollars]</i>	
Government of Canada	1,088	1,988
Outside parties	6,037	10,106
	7,125	12,094

8. OBLIGATIONS UNDER CAPITAL LEASE

The future minimum lease payments for obligations under capital lease are:

	\$
	<i>[in thousands of dollars]</i>
2005	21
2006	21
2007	4
	46
Financing charges included therein at 10.95%	(4)
	42
Current portion	(18)
Long-term portion	24

9. EMPLOYEE FUTURE BENEFITS

Termination benefits

Termination benefits earned by employees prior to the creation of CORCAN on April 1, 1992 are considered a liability of the TB and are therefore not recorded in the accounts. As at March 31, 2004, the TB liability for benefits earned by CORCAN employees prior to April 1, 1992 is \$1,362,000 [2003 - \$1,515,000]. The TB will fund the payout of these benefits for a period of up to 15 years from the establishment date of CORCAN. CORCAN will therefore become liable for these benefits within the next three years. The liability for benefits earned after April 1, 1992 is recorded in the accounts as the Employee Termination Benefits. As at March 31, 2004, CORCAN's liability is \$2,773,000 [2003 - \$2,626,000].

CORCAN expensed \$478,000 related to Employee Termination Benefits in 2003-2004.

Pension plan

During the year CORCAN has expensed \$3,908,000 [2003 - \$3,832,000] for employee benefits including \$2,783,000 [2003 - \$2,694,000] of contributions to the Public Service Superannuation Pension Plan.



10. COMMITMENTS

CORCAN Revolving Fund is committed under the terms of various lease agreements. The lease commitments include an amount of \$1,000,000 through 2007, relating to the Kingston warehouse. This lease was renewed in 2003 and expires September 30, 2006.

The minimum annual payments over the next five years are as follows:

	\$
	<i>[in thousands of dollars]</i>
2005	443
2006	426
2007	208
2008	2
2009	2
	<hr/> 1,081 <hr/>

11. REVENUES AND COST OF GOODS SOLD

Year ended March 31, 2004:

	Revenues	Cost of Goods Sold	Gross Margin
	\$	\$	\$
	<i>[in thousands of dollars]</i>		
Agribusiness and forestry	7,370	10,315	(2,945)
Services	5,126	4,647	479
Textile	3,145	4,338	(1,193)
Manufacturing	19,477	24,059	(4,582)
Construction	14,866	13,719	1,147
	<hr/> 49,984 <hr/>	<hr/> 57,078 <hr/>	<hr/> (7,094) <hr/>

Year ended March 31, 2003:

	Revenues	Cost of Goods Sold	Gross Margin
	\$	\$	\$
<i>[in thousands of dollars]</i>			
Agribusiness and forestry	10,172	13,037	(2,865)
Services	4,859	4,962	(103)
Textile	5,770	6,510	(740)
Manufacturing	28,515	29,439	(924)
Construction	13,369	14,157	(788)
	62,685	68,105	(5,420)

12. OTHER INCOME STATEMENT ITEMS

Included in the expenses are the following items:

	2004	2003
	\$	\$
<i>[in thousands of dollars]</i>		
Amortization of capital assets (including assets under capital lease)	1,407	2,548
Deferred development costs amortization	—	206
Interest on capital lease obligations	5	37

13. CONTINGENCIES

In the normal course of operations, CORCAN Revolving Fund becomes involved in various claims and legal proceedings. While the final outcome with respect to claims and legal proceedings pending at March 31, 2004 cannot be predicted with certainty, it is the opinion of management that their resolution will not have a material adverse effect on the Fund's financial position or results of operations. A provision for these expenses has been established according to the best estimates of management.

14. CONTRIBUTED CAPITAL

In 2001/02, TB and CORCAN Revolving Fund negotiated a new revolving fund level to reduce CORCAN's Accumulated Net Charge against the Fund's Authority from \$45,000,000 to \$5,000,000. As part of the agreement, TB wrote off \$20,456,000 of CORCAN's Accumulated Net Charge against the Fund's Authority balance and therefore increased CORCAN's Contributed Capital.



15. COMPARITIVE AMOUNTS

The comparative amounts have been reclassified to conform to the current year presentation.

AUDITORS' REPORT

To the Advisory Board of
CORCAN Revolving Fund

We have audited the statement of financial position of **CORCAN Revolving Fund** as at March 31, 2004 and the statements of operations, accumulated deficit and cash flows for the year then ended. These financial statements have been prepared to comply with Section 4 of the Treasury Board of Canada's policy on special revenue spending authorities. These financial statements are the responsibility of **CORCAN's Revolving Fund** management. Our responsibility is to express an opinion on these financial statements based on our audit.

We conducted our audit in accordance with Canadian generally accepted auditing standards. Those standards require that we plan and perform an audit to obtain reasonable assurance whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation.

In our opinion, these financial statements present fairly, in all material respects, the financial position of **CORCAN Revolving Fund** as at March 31, 2004 and the results of its operations and its cash flows for the year then ended in accordance with the basis of accounting as described in note 2 to the financial statements.

These financial statements, which have not been, and were not intended to be, prepared in accordance with Canadian generally accepted accounting principles, are solely for the information and use of the management of the Revolving Fund and the Treasury Board. The financial statements are not intended to be and should not be used by anyone other than the specified users or for any other purpose.

Ottawa, Canada,
June 8, 2004.

ERNST & YOUNG

Chartered Accountants



D. Financial Performance Overview

In 2003/04, the budget of the CSC was \$1,535,863,000, as approved by Parliament in the Main Estimates. This budget was comprised of the following main elements, (which includes CORCAN):

	\$M	%
Salaries	790	51.4%
Employee Benefit Plans (EBP)	159	10.4%
Operating	460	29.9%
Capital	<u>127</u>	8.3%
	1,536	

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

	\$M	%
Care	208	13.6%
Custody	652	42.4%
Reintegration	483	31.4%
Corporate Services	<u>193</u>	12.6%
	1,536	

E. Financial Summary Tables

Financial Table 1 – Summary of Voted Appropriations

Financial Requirement by Authority (\$ millions)

Vote		Total Main Estimates	Total Planned Spending (1)	2003/04	
				Total Authorities (2)	Total Actual Spending
15	Correctional Service Operating Expenditures (3)	1,254.0	1,259.1	1,289.8	1,264.7
20	Capital Expenditures (3)	127.0	145.3	126.9	110.1
S	Pensions and other employee Benefits	0.2	0.2	0.0	0.0
S	Contributions to employee benefit plans	154.6	154.6	146.7	146.7
S	CORCAN Revolving Fund	0.1	0.1	13.7	3.8
S	Spending of proceeds from disposal of Crown Assets			1.0	0.8
S	Forgiveness of loans				
S	Court Awards				
S	Refund of previous year's revenues				
	TOTAL DEPARTMENT	1,535.9	1,559.3	1,578.2	1,526.1

(1) As per 2003-2004 Report on Plans and Priorities.

(2) Main Estimates plus Supplementary Estimates and other authorities.

(3) Excludes CORCAN.

During the fiscal year, the operating and capital budgets were adjusted via Supplementary Estimates to reflect:

- a) management decisions regarding the reintegration agenda;
- b) changes in capital requirements including carry forward; and,
- c) CSC's portion of the government-wide \$1 billion reduction.



Financial Table 2 – Historical Comparison of Total Planned to Actual Spending

Departmental Planned versus Actual Spending by Business Line (\$ millions)

Business Line	FTEs	Operating (3)	Capital	Grants & Contributions	Total Gross Expenditures	less: Responsible Revenue (5)	Total Net Expenditures
Care	1,371	206.8	1.2	0.2	208.2		208.2
	<i>1,371</i>	<i>221.1</i>	<i>1.2</i>	<i>1.1</i>	<i>223.4</i>		<i>223.4</i>
	1,343	224.0	0.1	1.1	225.2		225.2
Custody	6,417	530.7	120.8		651.5		651.5
	<i>6,417</i>	<i>543.1</i>	<i>120.7</i>		<i>663.8</i>		<i>663.8</i>
	6,800	534.2	94.1		628.3		628.3
Reintegration (*)	4,459	552.0	5.0	2.1	559.0	76.2	482.8
	<i>4,459</i>	<i>569.7</i>	<i>6.9</i>	<i>1.2</i>	<i>577.7</i>	<i>76.2</i>	<i>501.5</i>
	4,464	526.8	17.8	1.2	545.7	77.0	468.8
Corporate Services	2,102	193.1	0.0	0.3	193.4		193.4
	<i>2,102</i>	<i>188.9</i>	<i>0.0</i>	<i>0.6</i>	<i>189.5</i>		<i>189.5</i>
	1,887	203.1	0.2	0.6	203.8		203.8
TOTALS	14,349	1,482.5	127.0	2.5	1,612.1	76.2	1,535.9
	<i>14,349</i>	<i>1,522.8</i>	<i>128.8</i>	<i>2.9</i>	<i>1,654.4</i>	<i>76.2</i>	<i>1,578.2</i>
	14,495	1,488.0	112.1	2.9	1,603.1	77.0	1,526.1
Non-Responsible Revenue (6)							17.0
							17.0
							16.5
Cost of services provided by other departments (4)							85.6
							79.2
							86.4
Net cost of program	14,349	1,482.5	127.0	2.5	1,612.1	76.2	1,638.4
	<i>14,349</i>	<i>1,522.8</i>	<i>128.8</i>	<i>2.9</i>	<i>1,654.4</i>	<i>76.2</i>	<i>1,674.4</i>
	14,495	1,488.0	112.1	2.9	1,603.1	77.0	1,629.0

* Reintegration includes CORCAN Revolving Fund.

(1) Numbers in italics denote Total Authorities for 2003/04 (Main plus Supplementary Estimates and other authorities).

(2) Bolded numbers denote actual expenditures/revenues in 2003/04.

(3) Operating includes Contributions to Employee Benefit Plans and Ministers' allowances.

(4) The cost of services provided by other departments represents an estimated cost of: accommodation from Public Works and Government Services Canada (PWGSC); cheque issue services from PWGSC; employer's share of Public Service Insurance Plans not included already in Operating expenditures (e.g., Health and Dental Plan) from Treasury Board Secretariat (TBS) and other services from Human Resources & Development Canada (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.

(5) These revenues were formerly called "Revenues Credited to the Vote".

(6) These revenues were formerly called "Revenues Credited to the General Government Revenues (GGR)".

The source of responsible revenue is the CORCAN Revolving Fund. Revenues are mainly from the sale of products manufactured by inmates.

Financial Table 3 – Historical Comparison of Total Planned Spending to Actual Spending

Historical Comparison of Departmental Planned vs Actual Spending by Business Line (\$ millions)

Business Line	Actual 2001-02	Actual 2002-03	2003/04			
			Total Main Estimates	Total Planned Spending	Total Authorities	Total Actual Spending
Care	190	196	208.2	211.8	223.4	225.2
Custody	648	646	651.5	653.9	663.8	628.3
Reintegration*	482	483	482.8	500.1	501.5	468.8
Corporate Services	190	215	193.4	193.4	189.5	203.8
TOTALS	1,510	1,540	1,535.9	1,559.2	1,578.2	1,526.1

*includes CORCAN Revolving Fund.

The increase in expenditures for all Business Lines is due to: collective agreements plus increases to contribution to Employee Benefit Plans; and increases in prices paid (inflation) for basic goods and services.

Explanations of changes between the Estimates and the actual expenditures for 2003/04.

For fiscal year 2003/04, the Service has spent the amount of \$1,526.1M or \$9.8M less than the amount approved in Part II of the Estimates; i.e. \$1,535.9M. In order to analyze the financial results of the Service, additional resources provided via Supplementary Estimates should be taken into consideration. The following reconciliation is provided:

Main Estimates	1,535,863
Plus	
Supplementary Estimates "A"	0
Supplementary Estimates "B"	18,676
Treasury Board Vote 5	10,000
Treasury Board Vote 10	758
Crown Assets	1,031
Collective Bargaining	6,251
Increase to EBP	-7,830
Non-Estimate Items	
CORCAN - ANCAFA (net of Main Estimates)	13,647
Others (including Pensions, Crown Assets, etc.)	-176
Total Authority available for use	<u>1,578,220</u>
Less	
CORCAN & Crown Assets	10,134
Disposal Available for future years	
Total Available to CSC	1,568,086
Less	
Actual	1,526,103
Variance	41,983



Financial Table 4 – Crosswalk between Strategic Outcomes and Business Lines

Not Applicable

Financial Table 5 – Revenue: Respendable and Non-respendable

Revenue by Business Line (\$ million)

Respendable Revenue

Business Line	Actual 2001/02	Actual 2002/03	2003/04		
			Planned Revenues	Total Authorities (1)	Actual Revenue
Care	-	-			
Custody	-	-			
Reintegration*	92.4	87.4	76.2	76.2	77.0
Corporate Services	-	-			
Total Respendable Revenues (2)	92.4	87.4	76.2	76.2	77.0

Non-Respendable Revenue

Business Line	Actual 2001/02	Actual 2002/03	2003/04		
			Planned Revenues	Total Authorities (1)	Actual Revenue
Care	9.1	10.0	10.6	10.6	9.3
Custody	2.6	2.1	3.5	3.5	5.6
Reintegration*	-	-	-	-	1.0
Corporate Services	2.2	4.3	2.9	2.9	0.6
Total Non-Respendable Revenues (3)	13.9	16.4	17.0	17.0	16.5
Total Revenues	106.3	103.8	93.2	93.2	93.5

* includes CORCAN Revolving Fund

(1) Main Estimates plus Supplementary Estimates and other authorities.

(2) The source of this revenue in the CORCAN Revolving Fund. Revenues are mainly from the sale of products made by inmates.

(3) The main sources of these revenues are: offender canteen sales, user fee revenues such as contracted offender maintenance; offender board and lodgings; and miscellaneous revenues such as fines, telephone, commissions, etc.

Financial Table 6 – Statutory Payments

Not Applicable

Financial Table 7 – Transfer Payments (Grants and Contributions)**Transfer Payments by Business Line (\$ million)**

Business Line	Actual 2001/02	Actual 2002/03	2003/04			
			Total Main Estimates	Total Planned Spending	Total Authorities (1)	Total Actual Spending
Grants						
Care		0.0	0.2	0.2	0.1	0.1
Custody		0.0	0.0	0.0	0.0	0.0
Reintegration		0.1	0.2	0.2	0.0	0.0
Corporate Services		0.2	0.3	0.3	0.1	0.1
Total Grants	0	0.3	0.7	0.7	0.2	0.2
Contributions						
Care		1.0	0.0	0.0	0.5	0.5
Custody	1	0.0	0.0	0.0	0.0	0.0
Reintegration	3	1.7	1.9	1.9	1.7	1.7
Corporate Services	1	0.7	0.0	0.0	0.5	0.5
Total Contributions	5	3.4	1.9	1.9	2.7	2.7
Total Transfer Payments	5	3.7	2.6	2.6	2.9	2.9

(1) Main Estimates plus Supplementary Estimates and other authorities.



Financial Table 8 – Resource Requirements by Organization and Business Line

Not Applicable

Financial Table 9 - Projects

Business Line	Current Estimated Total Cost	Actual 2001/02	Actual 2002/03	2003/04			
				Main Estimates	Total Planned Spending	Total Authority (1)	Actual
Care							
A. Equipment Portfolio		0.2	0.1	1.2	1.2	1.2	0.1
Custody							
A. New Accommodation Projects							
RHC Pacific Expansion	72.0	23.6	24.1	12.5	12.5	12.5	11.5
Archambault New CRSM & Redevelopment	51.0		0.2	1.5	1.5	1.5	0.5
Other Accommodation Projects		18.3	26.8	22.8	22.8	22.8	11.5
B. Major Asset Preservation							
Springhill Institution Refurbish/Replace	30.0	0.6	1.0	7.0	7.0	7.0	7.0
Collins Bay Refurbish/Replace	57.0	0.2	3.9	7.0	7.0	7.0	2.0
Cowansville Refurbish/Replace	48.0	0.4	0.1	1.8	1.8	1.8	0.3
Saskatchewan Pen Refurbish/Replace	80.0		0.6	1.5	1.5	1.5	0.6
Miscellaneous Asset Preservation		18.0	14.0	28.1	28.1	28.1	10.5
C. Regionally Managed Projects		39.7	33.0	30.0	30.0	30.0	39.2
D. Capital Program Management		0.5	0.8	2.5	2.5	2.5	0.7
E. Capital Contributions (3)		0.5					
F. Equipment Portfolio		13.6	11.0	6.1	7.1	6.0	10.3
G. Repayment of Y2K Loan		(4.7)	(4.7)				
Reintegration							
A. Equipment Portfolio		19.4	15.0	5.0	22.3	5.0	16.1
B. CORCAN		2.2	1.4		0.0	1.9	1.6
Corporate Services		0.5	0.3		0.0	0.0	0.2
Total Capital Spending		133.0	127.6	127.0	145.3	128.8	112.1

(1) Main Estimates plus Supplementary Estimates and other authorities.

(2) CSC's delegation 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.

(3) In Public Accounts, expenditures for Capital Contributions are shown as Transfer Payments and not Capital.

Financial Table 10 – Status Summary of Major Crown Projects

Not Applicable

Financial Table 11 – Loans, Investments and Advances

Not Applicable

Financial Table 12 – Revolving Fund Financial Summaries**CORCAN Revolving Fund (\$ million)**

	Actual 2001/02	Actual 2002/03	2003/04			
			Main Estimates	Planned Spending	Total Authorities	Actual
Revenue	92	85	76	76	76	72
Expenses	80	84	75	75	75	70
Profit (Loss) Add items not requiring use of funds	12	1	1	1	1	2
Depreciation/Amortization Changes in Working Capital	2	3	2	2	2	2
Investing Activities Capital Requirement (depreciable assets)	-20	-5	-1	-1	-1	-4
Cash Surplus (Requirements)	-8	-2	0	0	0	-2
Authority: Cumulative Surplus	16	14	14	14	14	12



Financial Table 13 – Financial Statements of Departmental Corporations

Not Applicable

Financial Table 14 – Contingent Liabilities

Contingent Liabilities (\$ million)

List of Contingent Liabilities	Amount of Contingent Liability		
	March 31, 2002	March 31, 2003	Current as of March 31, 2004
Claims related to physical or mental injury	2	2	2
Other Claims	2	1	2
Total Claims	4	3	4

Source: Public Accounts (Plate 16).

Appendix C: Policy Requirements

A. Internal Audits

National audit projects completed during 2003/04 include:

- Offender Transfer Audit (Follow-up Audit) (http://www.csc-scc.gc.ca/text/pblct/pa/transfer/offender_transfer_e.shtml)

In addition, the Audit Branch developed and managed the Management Control Frameworks (MCF) (see *Section 2.4 “Corporate Management”*)

B. Evaluations and Reviews

The following evaluations and reviews have been conducted by CSC during 2003/04:

- Evaluation of the Methadone Maintenance Treatment Program
- Canada-New Brunswick Initiative – Final Evaluation
- Chaplaincy Evaluation – Phase I Pastoral Care
- Evaluation of the Okimaw Ohci Healing Lodge
- Evaluation of the Mother-Child Program
- Final Evaluation of the 1000 CX Initiative
- Evaluation of the Employment & Employability Program (CORCAN)

C. Research

Research Publications Released during FY 2003-2004

The following 12 Research Publications were released during 2003/04. Research publications can be accessed through the CSC web site. English copies are available at http://www.csc-scc.gc.ca/text/research_e.shtml and French copies are available at http://www.csc-scc.gc.ca/text/research_f.shtml.

- R-140 – The High Intensity Substance Abuse Program (HISAP): Results from the pilot Programs
- R-139 – Safe and Humane Corrections Through Effective Treatment
- R-137 – A Medium-Term Federal Offender Population Forecast: 2003- to 2007
- R-134 – First Nations, Métis, Inuit and Non-Aboriginal Federal Offenders: A Comparative Profile
- R-133 – Predictors of Revocation of Conditional Release among Substance Abusing Women Offenders
- R-132 – The Changing Profile of the Federal Inmate Population 1997 and 2002 (Revised)
- R-130 – Examination of Healing Lodges for Federal Offenders in Canada



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- R-129 – The Needs of Métis Offenders in Federal Correctional Facilities in British Columbia
 - R-107 – Federal Offender Population Movement: A Study of Minimum-Security Placements
 - The Safe Return of Offenders to the Community – Statistical Overview April 2003
 - FORUM on Corrections Research: Volume 15 Number 2, - Performance Measurement
 - FORUM on Corrections Research: Volume 15, Number 1, - Community Engagement

Other Research projects completed or underway during 2003/04 include:

- Policy research on smoking was completed. Based on the findings, Operational Planning is coordinating implementation of measures to reduce/eliminate exposure to 2nd hand smoke in CSC institutions.
- Policy research on offender money management was completed. Consultations are now being initiated with stakeholders.
- Chaplaincy began work on the Community Engagement Impact Study. This phase of the Project is taking place in three stages: Community Ministry Boards, the Interfaith Committee, and Community Chaplaincy. This project will help CSC Chaplaincy understand where its community engagement work is having an impact and how this impact can be strengthened.
- Dynamic factor identification analysis – research underway.
- Assessment technology: reliability of CSC risk instruments, family violence screening, treatment readiness, program referral and employability – research underway.
- Violent offender assessment.
- Program completion research.
- Correctional staff retention and measurement of change.
- National inventory of research – ongoing.
- Examination of Aboriginal assessment tools.
- Evaluation of the “In Search of Your Warrior” program.
- A needs assessment of federal Aboriginal women offenders.
- Examination of Métis offenders (British Columbia, Saskatchewan, Manitoba).
- An examination of the needs of Inuit offenders in federal correctional facilities.
- A program for Inuit federal sexual offenders: An evaluation of the Tupiq program at Fenbrook institution.
- 6th annual Aboriginal Research Conference in Iqaluit, Nunavut, Sep. 30 to Oct. 3, 2003.
- A profile of visible minority federal offenders.
- Community residential facilities in Canada: A profile.
- Citizens’ Advisory Committees in Canada.
- Selected annotated bibliography: Aboriginal justice and corrections research.
- Medium-term projections of federal offender populations.

D. Investigations

The following is the list of the national investigation reports (89) that were completed last fiscal year. Each report includes findings and recommendations, when applicable, that are reviewed and monitored at the Executive Committee meetings.

REPORT #	INCIDENT TYPE	INCIDENT LOCATION	Incident date
1410-2-03-07	Inmate Murder	Millhaven Institution	2003-04-16
1410-2-03-11	Sexual Assault	Vancouver, BC	2003-05-31
1410-2-03-33	Attempted Suicide & Sexual Assault on partner	Drummond Institution	2003-10-18
1410-2-03-26	Hostage Taking	Mountain Institution	2003-10-06
1410-2-03-23	Death of inmate during PFV	Millhaven Institution	2003-08-06
1410-2-03-24	Suicide	Port-Cartier Institution	2003-08-31
1410-2-04-02	Suicide	Donnacona Institution	2004-01-22
1410-2-03-04	Murder	Delta, BC	2002-04-01
1410-2-03-21	Murder	Edmonton, AB	2002-01-14
1410-2-03-29	Inmate Murder	Collins Bay Institution	2003-10-06
1410-2-03-13	Inmate Murder	Kingston Penitentiary	2003-06-11
1410-2-04-04	Death Overdose	Federal Training Centre, QC	2004-02-27
1410-2-04-01	UAL Arrested and charged with attempted murder	Prince George, BC	2003-12-19
1410-2-03-18	Murder	Mississauga, ON	2003-07-15
1410-2-03-27	Escape/Hostage Taking/Robbery	Drummond Institution	2003-10-06
1410-2-03-36	Escape	Joliette Institution	2003-12-06
1410-2-03-16	Aggravated Assaults	New Westminster, BC	2003-06-07
1410-2-03-28	Aggravated Sexual Assaults	Vancouver, BC	2003-08-25
1410-2-03-34	Attempted Murder/Robbery	Montreal, QC	2003-11-13
1410-2-03-09	Disturbance	Edmonton Institution for Women	2003-05-13
1410-2-03-20	Escape ETA	Mission Institution	2003-07-25
1410-2-03-06	Murder	Kingston, ON	2003-04-14
1410-2-03-35	Serious Assault on visitor	Kent Institution	2003-12-13
1410-2-04-03	Murder	Winnipeg, MN	2004-02-01
1410-2-03-22	Suicide	Stony Mountain Institution	2003-08-28
1410-2-03-39	Suicide	Grand Valley Institution for Women	2003-12-19
1410-2-03-30	Hostage Taking	Quebec, QC	2003-10-12
1410-2-03-14	Assault	Edmonton Institution	2003-06-12
1410-2-03-08	Extortion	Winnipeg, MN	2003-04-07
1410-2-03-12	Death	La Macaza Institution	2003-05-28
1410-2-03-17	Inmate Murder & Major Disturbance	Kent Institution	2003-06-16
1410-2-03-19	Inmate Murder	Saskatchewan Penitentiary	2003-07-18
1410-2-03-03	Murder of a child in 1992	Edmonton, BC	1992-09-06
1410-2-03-10	Assault	Atlantic Institution	2003-05-25
1410-2-03-37	Suicide	Millhaven Institution	2003-12-08
1410-2-03-05	Murder	Winnipeg, MN	2004-04-06



REPORT #	INCIDENT TYPE	INCIDENT LOCATION	Incident date
1410-2-03-25	Murder	Calgary, BC	2003-09-11
1410-2-03-35	Self-mutilation & Use of Force	Port-Cartier Institution	2003-11-28
1410-2-03-22	Inmate Murder	Atlantic Institution	2003-11-06
1410-2-04-05	Suicide	Mountain Institution	2004-02-25
3100-02-03-08-15-231-005	Assault on Inmate	Atlantic Institution	2003-08-15
3100-02-04-01-16-231-008	Assault on Inmate by Staff Member	Atlantic Institution	2004-01-16
3100-05-03-10-10-831	Death Natural Causes	RTC Pacific	2003-10-10
3100-05-03-10-14-848	Death Natural Causes	Ferndale Institution	2003-10-14
3100-05-03-10-15-831	Death asphyxiated	Matsqui Institution	2003-10-15
3100-05-04-01-28-221-007	Death Unknown Causes	Westmorland Institution	2004-01-28
3100-06-04-03-01-250-009	Escape ETA	Nova Institution	2004-03-01
3100-10-03-05-16-833	Major disturbance/Assault on Inmate	Mountain Institution	2003-05-16
3100-10-03-06-22-510	Major disturbance/Assault on Inmate	Stony Mountain Institution	2003-06-22
3100-10-04-02-07-539	Major Disturbance	Edmonton Institution	2004-02-07
3100-1-03-08-02-465	Stillbirth	Grand Valley Institution for Women	2003-08-02
3100-15-03-06-29-510	Suicide	Stony Mountain Institution	2003-06-29
3100-15-03-07-12-535	Escape / Suicide in Community	Edmonton, AB	2003-07-12
3100-15-03-07-16-440	Suicide	Collins Bay Institution	2003-07-16
3100-15-03-08-13-210-004	Suicide	Springhill Institution	2003-08-13
3100-15-03-09-25-571	Suicide in Community	Edmonton, AB	2003-09-25
3100-16-03-07-27-551	Charges B&E/Robbery/Attempted murder	Brandon, MB	2003-07-27
3100-16-03-09-26-551	Attempted Murder	Winnipeg, MN	2003-09-26
3100-16-03-10-14-572	Charged with Robberies	Calgary, AB	2003-10-14
3100-16-03-12-12-551	UAL Arrested and charged with assault	Winnipeg, MN	2003-12-12
3100-20-03-08-15-285-006	Charged Sexual assault/confinement/uttering threats	Fredericton, NB	2003-08-16
3100-2-03-06-12-530	Sexual Assault on Inmate	Drumheller Institution	2003-06-12
3100-2-03-06-13-465	Muscling/Extortion/Assault and Sexual Assault of an Inmate	Grand Valley Institution for Women	2003-06-13
3100-2-03-07-18-415	Assault on Inmate	RTC Ontario	2003-07-18

REPORT #	INCIDENT TYPE	INCIDENT LOCATION	Incident date
3100-2-03-11-13-421	Assault on Inmate	Millhaven Institution	2003-11-13
3100-2-03-11-17-539	Assault on Inmate	Edmonton Institution	2003-11-17
3100-2-03-11-19-450	Assault on Inmate	Joyceville Institution	2003-11-19
3100-2-03-12-17-460	Assault on Inmate	Warkworth Institution	2003-12-17
3100-2-04-02-22-530	Assault on Inmate	Drumheller Institution	2004-02-22
3100-5\04-02-10\312	Death Natural Causes	Montee St-Francois Institution	2004-02-10
3100-5-01-10-12-451	Death Natural Causes	Kingston Penitentiary	2001-10-12
3100-5-03-02-08-440	Death Overdose	Collins Bay Institution	2003-02-08
3100-5-03-05-17-416	Death Unknown Causes	Kingston Penitentiary	2003-05-17
3100-5-03-10-02-460	Death Natural Causes	Kingston Penitentiary	2003-10-02
3100-5-03-10-22-504	Death Natural Causes	RPC Prairies	2003-10-22
3100-5-03-10-29-571	Death Natural Causes	CRF Prairies	2003-10-29
3100-5-03-11-08-422	Death Natural Causes	Kingston Penitentiary	2003-11-08
3100-5-03-11-11-510	Death Unknown Causes	Stony Mountain Institution	2003-11-11
3100-5-03-11-29-443	Death Natural Causes	Bath Institution	2003-11-29
3100-5-03-12-03-504	Death Natural Causes	RPC Prairies	2003-12-03
3100-5-04-01-22-504	Death Natural Causes	RPC Prairies	2004-01-22
3100-5-04-02-17-504	Death Natural Causes	RPC Prairies	2004-02-17
3100-7-03-06-06-450	Attempted Escapes	Joyceville Institution	2003-06-06
3100-7-03-08-19-532	Attempted Escape	Grande Cache Institution	2003-08-19
3100-7-03-08-21-530	Escape	Drumheller Annex	2003-08-21
3100-7-03-09-12-465	Attempted Escape	Grand Valley Institution for Women	2003-09-12
3100-7-03-12-11-530	Escape	Drumheller Annex	2003-12-11
3100-15-03-08-16-561	Suicide	Grande Cache Institution	2003-08-16
3100-15-03-11-05-450	Attempted Suicide	Joyceville Institution	2003-11-05



Appendix D: Other Information

A. Federal Institutions by Region and Security Classification

Federal Institutions by Region and Security Classification

Atlantic Region Atlantic Institution (Maximum) Nova Institution for Women (Multi-Level) Springhill Institution (Medium) Westmorland Institution (Minimum) Parrtown CCC (Minimum) Newfoundland and Labrador CCC (Minimum) Carlton CCC (Minimum) Carlton Annex CCC (Minimum) Shepody Healing Centre (Multi-Level) Dorchester Penitentiary (Medium)	Québec 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) Regional Mental Health Centre (Multi-Level) Ogilvy CCC (Minimum) Montée Saint-François Institution (Minimum) Sainte-Anne-des Plaines Institution (Minimum) Regional Reception Centre (Maximum) Port-Cartier Institution (Maximum) Laferrière CCC (Minimum) Marcel Caron CCC (Minimum) Hochelega CCC (Minimum) Martineau CCC (Minimum) Sherbrooke CCC (Minimum)
Pacific Region Kwkwèxwelhp Healing Lodge (Minimum) Matsqui Institution (Medium) Pacific Institution (Multi-Level) Ferndale Institution (Minimum) Mission Institution (Medium) William Head Institution (Minimum) Kent Institution (Maximum) Mountain Institution (Medium) Chilliwack CCC (Minimum) Fraser Valley Institution (Multi-Level) Regional Treatment Centre (Multi-Level)	Prairie Region Bowden Institution (Medium) Bowden Annex (Minimum) Rockwood Institution (Minimum) Edmonton Institution for Women (Multi-Level) Drumheller Institution (Medium) Drumheller Annex (Minimum) Regional Psychiatric Centre (Multi-Level) Stony Mountain Institution (Medium) Edmonton Institution (Maximum) Riverbend Institution (Minimum) Grande Cache Institution (Minimum) Saskatchewan Penitentiary (Multi-Level) Okimaw Ohci Healing Lodge (Multi-Level) Willow Cree Healing Lodge (Minimum) Grierson Centre (Minimum) Pê Sâkâstêw (Minimum) Oskana CCC (Minimum) Osborne CCC (Minimum)
Ontario Region Bath Institution (Medium) 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) Regional Treatment Centre (Multi-Level) Warkworth Institution (Medium) Isabel McNeill (Minimum) Fenbrook Institution (Medium) Portsmouth CCC (Minimum) Keele CCC (Minimum) Hamilton CCC (Minimum)	

B. Glossary

Aboriginal

First Nation, Métis or Inuit.

Aboriginal community

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

Administrative segregation

Administrative segregation is confinement to keep the offender 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 offender be confined in administrative segregation if they believe on reasonable grounds that:

1. The offender 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 population would jeopardize the security of the institution or the safety of any person;
2. The continued presence of the offender in the general population would interfere with the investigation of a criminal or serious disciplinary offence;
3. The offender would be in danger in the general population and he/she does not request segregation.

- **Voluntary Segregation**

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

Assault:

An assault on an offender or a staff member is defined as a deliberate attack. Injuries include:

- **Minor:** defined as an injury that does not prevent the continuation of the victim's normal routine or involve treatment in a hospital (i.e., minor abrasions, bruises, superficial cuts, sprains, etc.).
- **Major:** an injury of a serious nature that results in hospitalization or treatment, which prohibits the victim's return to normal routine for any period of time. It includes cuts requiring sutures, depending on the severity, unconsciousness, broken bones, etc.



Circles of Support and Accountability

Circles of Support and Accountability (CoSA) is a community-based group of professionally supported volunteers, often drawn from the local faith communities. Their task is to assist men convicted of sexual offences who are released from prison at the end of their sentences to reintegrate into society. This is meant to enhance public safety when there is a perceived increased element of risk.

Community-based Residential Facilities (CRF)

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

Community Correctional Centre (CCC)

Community Correctional Centres (CCCs) primarily house 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 offender 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. First time, non-violent federal 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 their 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 which 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 (SOA) that employs federal offenders for its workforce and, in doing so, provides them with working skills and working habits necessary to compete in the workforce.

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.

Double bunking

The placement of two offenders in a cell designed for one.

Healing lodge

Healing lodges opened in 1996 as special institutions for lower-security Aboriginal offenders. The lodges are based on Aboriginal ethics, values and principles, while



meeting the statutory mandate and mission of CSC. They are planned in full partnership with the Aboriginal community. The majority of staff, including the wardens, are Aboriginal. A body of Aboriginal community members monitors the lodges' operations and provides advice on further development.

Health care

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

Injury (disabling)

An employment injury or an occupational disease that:

- a) prevents an employee from reporting for work or from effectively performing all duties connected with the employee's regular work on any day subsequent to the day on which the injury or disease occurred, whether or not that subsequent day is a working day for that employee;
- b) results in the loss by an employee of a body member or part thereof or in the complete loss of the usefulness of a body member or part thereof, or
- c) results in the permanent impairment of a body function of an employee.

Inmate (Offender)

An inmate (offender), as defined in the *CCRA*, is:

- (a) a person who is in a penitentiary pursuant to
 - (i) a sentence, committal or transfer to penitentiary, or
 - (ii) a condition imposed by the National Parole Board in connection with day parole or statutory release, or
- (b) a person who, having been sentenced, committed or transferred to penitentiary
 - (i) is temporarily outside a penitentiary by reason of a temporary absence or work release authorized under this *Act*, or
 - (ii) is temporarily outside a penitentiary for reasons other than a temporary absence, work release, parole or statutory release, but is under the direction or supervision of a staff member or of a person authorized by the Service.

Institutions

- **Maximum Security Institution**
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.
- **Medium Security Institution**
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.
- **Minimum Security Institution**

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.

- **Multi-level Institution**

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

Internal disclosure

- **Disclosure:**

Information raised within the organization in good faith, based on reasonable belief, by one or more employees concerning a wrongdoing that someone has committed or intends to commit.

- **Disclosure made in good faith:**

A disclosure supported by consistency of facts (oral/documented). The discloser's intent is to correct a bad situation and not seek punishment regardless of the result of the investigation.

- **Disclosure made in bad faith:**

The deliberate creation in the discloser's mind or belief, which they in fact know to be false; absence or a reasonable belief or that the discloser knew or ought to have known that there was no reasonable basis for such a belief.

- **Gross mismanagement:**

Actions or situations of a repetitive, continuous, or ongoing nature arising out of management ineptitude, oversight or conscious forethought. As well, gross mismanagement could be failure to exercise due diligence in respect of administering federal government programs and operations.

- **Life, health, and safety of Canadians or the environment:**

This is a situation that exposes people or the environment to a risk producing injury, harm, or loss.

- **Misuse of public funds or assets:**

This is an action whereby there was inappropriate use of public funds or assets, without proper authority, or for purposes that are not in line with the Department's mandate.

- **Reprisal:**

An act of retaliation as evidenced by any improper or offensive conduct by an individual (or group of individuals), to a person who has made a disclosure, and that the individual(s) knew or ought reasonably to have known, would cause offence or harm. This could comprise an act of intimidation or threat, often implicitly, that could adversely affect the performance or the career opportunities of the individual.

- **Values and Ethics Code:**

The Values and Ethics Code for the Public Service guides and supports public servants in all their professional activities.



- **Wrongdoing:**

An act or omission concerning:

- A violation of any law or regulation;
- A breach of the Values and Ethics Code for the Public Service;
- Misuse of public funds or assets;
- Gross mismanagement;
- A substantial and specific danger to the life, health and safety of Canadians or the environment.

Ion scanner

An ion scanner is an electronic device that has the ability to detect residual amounts of particular drugs on personal items such as money or credit cards.

Major institutional incidents

Major institutional incidents are one dimension of the Corporate Reporting System (CSR). Although some types of escapes are listed in CD 620 as being a major institutional incident, they are not included in this model. In CRS, the major incidents dimension has the following values:

- a. Major Disturbance - an incident that greatly disrupts the daily activities of an institution due to violence or other behavior and requires the lock-up of the whole or a significant portion of the inmate population.
- b. Murder Staff - the homicide of a staff member.
- c. Murder Inmate - the homicide of an inmate within the confines of a federal institution.
- d. Attempted Murder - the attempt to commit homicide.
- e. Hostage Taking/Forcible Confinement - the holding of a staff member or inmate against his/her will.
- f. Suicide - the death of an inmate within the confines of a federal institution wherein the offender took his/her life through a conscious action.
- g. Assault on Staff - a deliberate attack on a staff member.
- h. Assault on Inmate - a deliberate attack on an inmate.
- i. Inmate Fight - a physical altercation between two or more inmates where an instigator cannot be clearly identified.

Mental health care

Mental health care is the care of a disorder of thought, mood, perception, orientation or memory that significantly impairs judgement, behaviour, 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 CSC.

Offender Management System (OMS)

The automated information system used by the Service as its main database 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).

Performance agreement

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

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.

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 re-incarcerated. 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 re-incarcerated, the conditional release is reinstated.

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

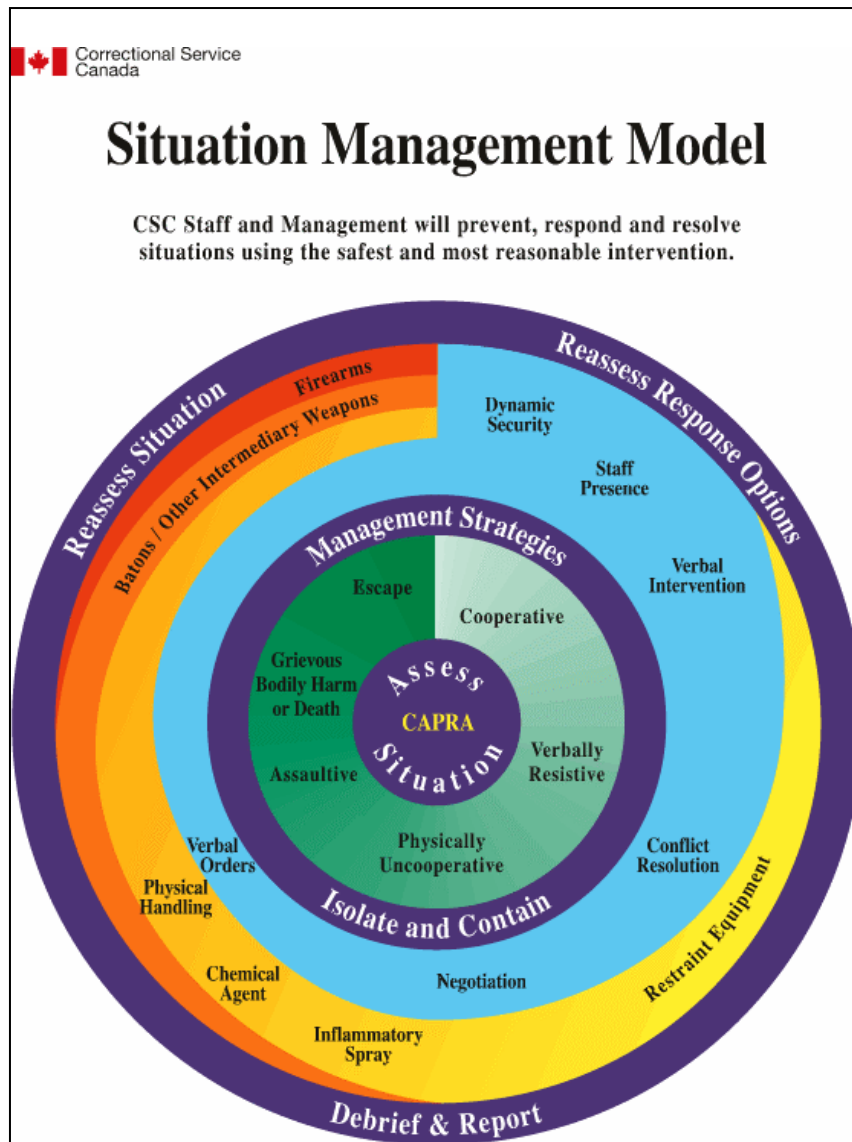
Sentence is a specified term of imprisonment and includes a sentence imposed by a court of a foreign state on a Canadian offender who has been transferred to Canada pursuant to the *Transfer of Offenders Act*.

Service

Service means the Correctional Service of Canada.



Situation Management Model



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 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.

THC (Tetrahydrocannabinol)

The active principle in cannabis (marijuana).

Use of Force

Use of force refers to spontaneous or pre-planned interventions by CSC staff to respond to disruptive and/or threatening behaviour by offenders. In terms of injury:

- **Minor:** an injury that does not prevent the continuation of the victim's normal routine or involves treatment in a hospital (i.e., minor abrasions, bruises, superficial cuts, sprains, etc.).
- **Major:** an injury of a serious nature that results in hospitalization or treatment, which prohibits the victim's return to normal routine for any period of time. It includes cuts requiring sutures, depending on the severity, unconsciousness, broken bones, **etc.**

Warrant Expiry Date (WED)

The date the sentence imposed by the courts officially ends.



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