



# Correctional Service Canada

1997-98  
Estimates

Part III

Expenditure Plan

## **The Estimates Documents**

The Estimates of the Government of Canada are structured in three Parts. Beginning with an overview of total government spending in Part I, the documents become increasingly more specific. Part II outlines spending according to departments, agencies and programs and contains the proposed wording of the conditions governing spending which Parliament will be asked to approve. The Part III documents provide additional detail on each department and its programs primarily in terms of the results expected for the money spent.

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1997-98  
Estimates

Part III

Expenditure Plan

Approved

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Solicitor General

# PREFACE

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The Plan is divided into the following four sections:

## Section I - The Commissioner's Message

This Section outlines key plans and priorities, comments on performance strengths and weaknesses, and describes a personal vision of the Agency.

## Section II - Agency Plans and Priorities

This Section presents strategic information which provides the basis for decisions on future-year spending plans for fiscal years 1997-98 to 1999-00. It focuses on priorities and expected results.

## Section III - Agency Performance: 1995-96 to the first half of 1996-97

This Section focuses on results achieved during fiscal year 1995-96, and for the first half 1996-97. It outlines results for individual Business Lines, the impact of management initiatives, the impact on future plans, as well as a comparison of financial performance.

## Section IV - Supplementary Information

This Section consolidates supplementary planning and performance information.

# TABLE OF CONTENTS

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SECTION I	COMMISSIONER'S MESSAGE.....	5
SECTION II	AGENCY PLANS AND PRIORITIES .....	6
	MISSION OF THE CORRECTIONAL SERVICE OF CANADA.....	6
A.	SUMMARY .....	8
B.	AGENCY OVERVIEW .....	9
	DETAILS OF SPENDING AUTHORITIES .....	9
	ROLES AND RESPONSIBILITIES.....	11
	CURRENT ENVIRONMENT .....	15
	KEY CHALLENGES AND STRATEGIES.....	20
C.	DETAILS OF THE PLAN BY BUSINESS LINE .....	26
	BUSINESS LINE STRUCTURE.....	26
	NET COSTS OF THE PROGRAM BY BUSINESS LINE .....	27
	SUMMARY OF FINANCIAL REQUIREMENTS.....	28
	1. CORRECTIONAL OPERATIONS.....	30
	2. CORRECTIONAL PROGRAMS.....	35
	3. TECHNICAL AND INMATE SERVICES.....	41
	4. MANAGEMENT AND ADMINISTRATION.....	47
	5. CORCAN- SPECIAL OPERATING AGENCY.....	53
SECTION III	AGENCY PERFORMANCE .....	56
A.	SUMMARY OF AGENCY PERFORMANCE .....	56
B.	CORPORATE PERFORMANCE .....	58

C. KEY REVIEWS AND TASK FORCES .....	65
D. HIGHLIGHTS OF PERFORMANCE BY BUSINESS LINE .....	70
1. CORRECTIONAL OPERATIONS.....	70
2. CORRECTIONAL PROGRAMS.....	74
3. TECHNICAL AND INMATE SERVICES.....	81
4. MANAGEMENT AND ADMINISTRATION.....	85
5. CORCAN: SPECIAL OPERATING AGENCY .....	92
SECTION IV SUPPLEMENTARY INFORMATION .....	93
1. PROFILE OF PROGRAM RESOURCES .....	93
FIGURE 21: DETAILS OF FINANCIAL REQUIREMENTS BY OBJECT .....	94
2. PERSONNEL REQUIREMENTS .....	96
FIGURE 22: DETAILS OF PERSONNEL REQUIREMENTS BY BUSINESS LINE (FTEs) .....	96
FIGURE 23: SUMMARY BY PROFESSIONAL CATEGORY (FTEs).....	97
3. CAPITAL PROJECTS .....	98
FIGURE 24: CAPITAL EXPENDITURES BY BUSINESS LINE .....	98
FIGURE 25: DETAILS OF MAJOR CAPITAL PROJECTS.....	100
4. ADDITIONAL FINANCIAL INFORMATION .....	102
4.1 REVENUES AND EXPENDITURES .....	104
FIGURE 27: GROSS AND NET DEPARTMENTAL EXPENDITURES BY BUSINESS LINE.....	104
FIGURE 28: DETAILS OF REVENUES BY BUSINESS LINE .....	106
FIGURE 29: TRANSFER PAYMENTS BY BUSINESS LINE .....	107
FIGURE 30: DETAILS OF TRANSFER PAYMENTS BY BUSINESS LINE .....	109
4.2 REVOLVING FUNDS .....	110
FIGURE 31: SUMMARY OF REVOLVING FUNDS BY BUSINESS LINE .....	110
FIGURE 32: STATEMENT OF OPERATION AND CHANGES IN FINANCIAL POSITION.....	111
FIGURE 33: CORCAN REVOLVING FUND BALANCE SHEET.....	96
4.3 FINANCIAL SUMMARY.....	114
FIGURE 34: DEPARTMENTAL APPROPRIATED PLANNED AND ACTUAL SPENDING.....	114
INDEX.....	101

# SECTION I

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## COMMISSIONER'S MESSAGE

I am pleased to be back as Commissioner of the Correctional Service of Canada. More than ever, Canadians are deeply concerned about public safety issues. They also recognize that we have a responsibility to ensure the public's protection through the effective management of offenders and their safe return to society.

The past year has been a difficult one for the Correctional Service of Canada. The Commission of Inquiry into certain events at the Prison for Women (The Arbour Commission), the Auditor General Reports on offender programming and reintegration, as well as reports of the Correctional Investigator, have identified areas for improvement. As a result, CSC is re-examining ways to provide consistent delivery of its national correctional program in compliance with the law.

On my appointment as Commissioner, we undertook to address these issues through a number of initiatives. They include the strengthening of our National Headquarters' organization and correctional expertise to provide effective leadership and ensure the consistent application of the correctional program.

We also established a number of Task Forces to provide CSC with expert advice on key aspects requiring urgent attention. These Task Forces are focusing on: (i) Administrative Segregation to ensure that management practices support continuous compliance with the law; (ii) Policy Review to establish clear, concise and consistent policy throughout the Service in keeping with the law; (iii) Reintegration to look at all aspects of offender case management, programming and community supervision for safe community reintegration and, (iv) Offender Employment and Employability to review offender employment and vocational training.

I am particularly pleased that the Solicitor General, the Honourable Herb Gray, endorsed the re-issuance of the Service's Mission Statement with the significant reference to the rule of law. The Mission Document is intended to guide the Service's staff in their day-to-day performance of duty. It also serves as our statement of accountability to our stakeholders, the public and Parliament itself.

I look forward to the challenges that lie ahead.

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Ole Ingstrup  
Commissioner of Corrections

# SECTION II

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## AGENCY PLANS AND PRIORITIES

### MISSION OF THE CORRECTIONAL SERVICE OF CANADA

The CSC Mission Document, recently re-issued, provides the framework for the development of correctional programs and services, and states the philosophy that will guide the Service by:

- stressing the Service’s contribution to the protection of society by enforcing the rule of law and emphasizing the active role the Service plays in encouraging offenders to become law-abiding citizens;
- reinforcing the important role of Service staff in helping offenders reintegrate into the community, while exercising appropriate control of their behaviour and applying basic values and principles in the provision of guidance to offenders;
- providing clear direction to all Service staff in exercising their responsibilities;
- outlining a strategic framework for the development of policies and programs;
- providing a basis upon which the Service will be held accountable; and
- assisting in clarifying the Service’s role, activities and future direction.

This is accomplished through four specific elements identified in the Mission Document:

- 1 A Mission Statement, which identifies the role of the Service:

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

- 2 Core Values, which outline the basic and enduring ideals of the Service in carrying out the Mission;



- 3 Guiding Principles, which are key statements that direct the Service in its daily actions; and
- 4 Strategic Objectives, which are the goals the Service must strive to achieve in accomplishing its Mission.

## A. SUMMARY: AGENCY PLANS AND PRIORITIES

Four major factors impact on the nature and direction of the Service's plans and priorities:

- an unprecedented growth in the number of incarcerated federal offenders, both men and women, whose offence profiles show a marked increase in violent crimes;
- recent as well as planned legislative changes, such as the new firearms legislation and amendments to the Young Offenders' Act, are likely to lead to population increases and increased community supervision;
- the Arbour Commission of Inquiry, resulting in major improvements to the Service's strategy for federally sentenced women, as well as a renewed respect for the rule of law that guides the CSC in conducting business; and
- public concern about the potential threat posed to the community by the release of high-risk offenders with a history of violence.

Major initiatives taken by the Correctional Service in this time of fiscal reduction focus on:

- the challenge to find alternative ways of delivering correctional services. Key among these will be the establishment of partnerships with provinces and territories for shared services, and agreements with Aboriginal organizations for services to native offenders;
- the implementation of effective policy, in which legal requirements and accountabilities are clearly communicated and effectively monitored;
- effective population management, including high-risk offenders, sex offenders and federally sentenced women;
- improving the effectiveness of programs for offenders; and
- maintaining the quality of CSC's workforce.

## B. AGENCY OVERVIEW

### DETAILS OF SPENDING AUTHORITIES

Authorities for 1997-98 - Part II of the Estimates

#### Financial Requirements by Authority

Vote	(thousands of dollars)	1997-98 Main Estimates	1996-97 Main Estimates
15	Solicitor General - Correctional Service Penitentiary Service and National Parole Service -Operating expenditures	876,791	843,646
20	Penitentiary Service and National Parole Service -Capital expenditures	185,422	170,447
(S)	Pensions and other employee benefits	201	201
(S)	Contributions to employee benefit plans	90,217	75,157
(S)	CORCAN Revolving Fund	387	2,827
	<b>Total Agency</b>	<b>1,153,018</b>	<b>1,092,278</b>

#### Vote - Wording and Amounts

Vote	(dollars)	1997-98 Main Estimates
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#### Solicitor General - Correctional Service

15	Correctional Service-Penitentiary Service and National Parole Service - Operating expenditures, the grants listed in the Estimates, contributions; and a) authority to pay into the Inmate Welfare Fund revenue derived during the year from projects operated by inmates and financed by the said Fund; b) authority to operate canteens in federal institutions and to deposit revenue from sales into the Inmate Welfare Fund; c) payments in accordance with terms and conditions prescribed by the Governor in Council, to or on behalf of discharged inmates who suffer physical disability caused by participation in normal program activity in federal institutions, and to dependents of deceased inmates and ex-inmates whose death resulted from participation in normal program activity in federal institutions; and d) authority for the Minister, subject to the approval of the Governor in Council, to enter into an agreement with any province for the confinement in institutions of that province of any persons sentenced or committed to a penitentiary, for compensation for the maintenance of such persons and for payment in respect of the construction and related costs of such institutions.	876,791,000
20	Correctional Service-Penitentiary Service and National Parole Service- Capital expenditures including contributions to a) aboriginal communities as defined in Section 79 of the Corrections and Conditional Release Act in connection with the provision of correctional services pursuant to Section 81 of that Act, and b) provinces or municipalities towards construction done by those bodies.	185,422,000

FIGURE 1: OVERVIEW OF MAIN ESTIMATES

(thousands of dollars)	Main Estimates 1996-97	Main Estimates 1997-98	Planned 1998-99	Planned 1999-00
Correctional Service of Canada	1,151,146	1,213,726	1,200,582	1,216,535
	-	-	-	-
	<u>1,151,146</u>	<u>1,213,726</u>	<u>1,200,582</u>	<u>1,216,535</u>
<b>OVERVIEW</b>				
Gross Estimates	1,151,146	1,213,726	1,200,582	1,216,535
Revenue to the Vote	(58,868)	(60,708)	(64,720)	(64,720)
Total Main Estimates	1,092,278	1,153,018	1,135,862	1,151,815
Revenue Credited to the Consolidated Revenue Fund	(13,850)	(14,225)	(14,225)	(14,225)
Estimated Cost of Services by other Departments	47,541	47,825	48,356	48,992
Net Cost	1,125,969	1,186,618	1,169,993	1,186,582

## ROLES AND RESPONSIBILITIES

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

At the federal level, the Service is an Agency of the Ministry of the Solicitor General which also includes the Royal Canadian Mounted Police, the National Parole Board, the Canadian Security Intelligence Service, the Office of the Correctional Investigator and the Ministry Secretariat.

The Service is responsible for administering the sentence of offenders sentenced to two years or more.

This responsibility includes:

- management of offenders at various security level institutions;
- quality case management and timely preparation of offenders for successful reintegration; and
- supervision of offenders who have been conditionally released to the community, be it on Full Parole, Day Parole, Temporary Absence under the authority of the Service or the National Parole Board (NPB), or Statutory Release for the last third of their sentence.

### Program Mandate

The constitutional and legislative framework that guides the Service is set out by: the Constitution Act 1982; the Canadian Charter of Rights and Freedoms; the Criminal Code of Canada; the Corrections and Conditional Release Act (CCRA) and supporting regulations; the Transfer of Offenders Act; and various international agreements and conventions, including the United Nations Standard Minimum Rules for the Treatment of Prisoners and the International Covenant on Civil and Political Rights.

### Program Objective

The program objective<sup>1</sup> of the Service is:

To contribute, as part of the criminal justice system, to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control.

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<sup>1</sup> The program objective will be changed to reflect the Mission of the Service.

## Program Organization for Delivery

At present, CSC is realigning its organizational functions and associated responsibilities. Strategies are being developed to strengthen the National Headquarters (Ottawa), particularly its operational capacity, to ensure consistent application of CSC's legal mandate and internal policies across the Service.

### Organization Structure:

The Service has three levels of management: (i) National, (ii) Regional, and (iii) Institutional and District Parole Offices.

### National Headquarters (NHQ):

- Provides support to the Commissioner and the Executive Committee (EXCOM), and delivers services to all of CSC including: provision of information to Parliamentary Committees, Central Agencies and the public; ministerial liaison; corporate human resource and financial management; corporate review and audit; corporate performance assurance; corporate policy and planning; program development; research ; international transfers; legal services and information management ;
- Is increasing its efforts to monitor corporate compliance with the Corrections and Conditional Release Act; ensuring that standards are developed and implemented with national consistency; and, that accountability mechanisms are in place to monitor performance and measure results.

### Regional Headquarters (RHQs):

- Provides support to the Regional Deputy Commissioner and Regional Management Committee in: implementing national policies and programs; developing regional policies, plans and programs for performance measurement, human resource and financial management, federal/provincial relations, liaison with the Commissioner's office, public consultation, and provision of information to the media, elected officials, interest groups and the public.

The five Regional Headquarters locations are:

Pacific Region - Abbotsford, British Columbia  
Prairie Region - Saskatoon, Saskatchewan  
Ontario Region - Kingston, Ontario  
Quebec Region - Laval, Quebec  
Atlantic Region - Moncton, New Brunswick

Institutional and District Parole Offices (Operational Units) are:

- Responsible for delivery of programs, secure housing and reintegration of offenders by implementing both national and regional policies and programs;
- Accountable for participating in the formulation of corporate policy and plans, and ensuring their appropriate implementation.

CSC currently manages:

- 43 federal penitentiaries for men, which are classified as maximum, medium and minimum security and include reception/assessment units, Special Handling Units and four regional mental health facilities. (In addition, a facility for male aboriginal offenders is scheduled to open in the Prairie Region in 1996-97 and a new medium-security institution in the Muskoka Region of Ontario is under construction. )
- 5 facilities for federally sentenced women : The Prison for Women and Isabel McNeil House in Kingston; three new regional facilities located in Truro, Nova Scotia, Edmonton, Alberta, and Maple Creek, Saskatchewan. Two more regional women's facilities are scheduled to open in 1996-97. Women offenders classified as maximum security are being accommodated in separate wings of penitentiaries for men: the Regional Psychiatric Centre and Saskatchewan Penitentiary in the Prairie Region, as well as Springhill Institution in the Atlantic Region. This will meet operational requirements until a national strategy is finalized.
- 17 Community Correctional Centres for offenders on conditional release .
- 69 parole offices, grouped into 19 districts, responsible for supervising conditionally released offenders in the community .
- 10,000 to 12,000 volunteers , providing a wide range of services.

In addition, CSC maintains Exchange of Service Agreements (ESAs) with most provinces and territories. It has contracts with over 150 halfway houses to accommodate conditionally released offenders, as well as with community agencies for parole supervision and various support, treatment and education programs.

FIGURE 2: CORRECTIONAL FACILITIES BY LEVEL OF SECURITY

Level of Security	Atlantic	Quebec	Ontario	Prairies	Pacific	TOTAL
Maximum Security Institutions	1	3	3	2	2	11
Medium Security Institutions	2	5	4	5	4	20
Minimum Security Institutions	1	3	3	3	2	12
Federally Sentenced Women Facilities	1	0	2	2	0	5
Community Correctional Centres (CCC)	4	6	3	3*	1	17
Total per Region	9	17	15	15	9	65

\* The Stan Daniels facility, located in the Prairie Region, comprises both a CCC and a minimum security institution, and, therefore, is counted twice.



# CURRENT ENVIRONMENT

## Correctional Strategy

The Service remains committed to the Correctional Strategy - a process of identifying offenders' risks and needs at the beginning of their sentence and providing effective programming to address these needs. Its aim is to ensure that offenders receive the most effective programs at the appropriate point in their sentences, in order to allow them to serve the greatest proportion of their sentences in the community with the minimum risk of recidivism. Of equal importance, the Strategy requires that effective programs and supervision techniques are in place in the community to ensure that offenders remain law abiding citizens.

## High Offender Population Levels

### Institutional

In contrast to the 30-year average yearly growth rate of less than 3.0%, the past several years have brought an unprecedented growth in the number of incarcerated federal offenders. For example, the penitentiary population rose by 5% in both 1991-92 and 1992-93, 8.5% in 1993-94, 5.5% in 1994-95 and 4.6% in 1995-96. Among the contributing factors have been the higher proportion of sex offenders entering the system, a rise in the number of offenders detained until sentence expiry, a drop in the rate for granting parole, and a buildup of offenders serving life sentences due to a greater number of sentences with 25-year minimum parole eligibility.

Although the growth trend has slowed in the last year, CSC's institutional capacity is strained. Approximately 3,000 incarcerated offenders (or 20%) are double-bunked (housing two inmates in a cell designed for one).

Through such measures as retrofitting existing institutions, building temporary units, transferring offenders between regions, and utilization of bed space in provincial facilities through Exchange of Services Agreements, the CSC has been able to cope with these population pressures. Nevertheless, the potentially adverse impact of prolonged crowding in institutions is widespread, including increased security risks, increased tension among inmates, a higher risk of infectious disease transmission, and a deterioration in staff morale. As well, longer waiting lists for treatment programs mean delays in releasing some inmates, further aggravating the problem. Other factors which influence the management of the offender population are the increasing proportion of inmates serving life sentences (16% in 1995) and the emergence of violent gang subcultures in several institutions, most notably in the Quebec and Prairie Regions.

### Offender Population Profile

There has been a marked change in the offence profile of offenders. Offenders serving sentences for violent crimes now comprise over 77% of the incarcerated population. The proportion of offenders admitted to federal custody for violent and/or sex offences has increased steadily over the past five years. The number of sex offenders under CSC's jurisdiction increased by 45%

from January 1990 to October 1995. This change in the profile of the offender population has resulted in a reduction in the total number of offenders released on day or full parole compared to statutory release, which is mandated by law .

### Community

After five years of growth in the number of conditionally released offenders, the Service recorded a decrease of approximately 0.9% in the number of offenders under community supervision during 1995-96, particularly among conditionally released offenders on day and full parole. This overall reduction is attributable to a variety of factors, including an increase in the number of incarcerated offenders serving sentences for violent offences, and the Government's response, through legislation and other measures, for "safe homes, safe streets."

### Legislation

Recently enacted as well as planned legislative changes are likely to lead to further population increases.

These include:

- New firearms legislation, which includes a mandatory 4-year minimum sentence for serious personal injury offences involving use of a firearm, as well as new offences under the gun registration system;
- Recent changes to the Young Offenders' Act, which make it easier to have 16 and 17 year-olds charged with murder and other serious offences tried in adult court, and lengthen their periods of parole ineligibility if convicted;
- Amendments to the Corrections and Conditional Release Act (CCRA) which make it easier to detain sex offenders whose victims are children until the expiry of their sentence, and require offenders whose conditional release is revoked to serve a longer period in penitentiary before becoming eligible for release again;
- New provisions for collection of forensic DNA evidence from criminal suspects, which may soon be complemented by a DNA data-banking scheme covering offenders convicted of personal injury offences;
- Forthcoming legislation for high-risk violent offenders could have far-reaching effects for CSC, since it would allow the courts to designate an individual as a "long-term offender" and require community supervision for up to 10 years following completion of their sentence. This group of offenders would present a significant challenge to community case managers as well as incurring additional costs.

The major task for the CSC will be to respond to these pressures under conditions of ongoing fiscal restraint. It must act on two fronts:

Internally, it must strive for greater efficiencies in its administrative and management practices so that resources are used to maximum benefit. At the same time, it must work with external partners to find ways to deliver correctional and other criminal justice services in a more integrated manner. Both will require a commitment to explore innovative ways to deliver services.

### The Arbour Commission of Inquiry

Early in 1995, the Solicitor General ordered a public inquiry into the events surrounding a disturbance at the Kingston Prison for Women that took place in April 1994. Madam Justice Louise Arbour's report has been made public. It is critical of the Service's actions both during and following the incident, and focuses on the need to comply with legal and policy requirements. CSC recognizes the serious nature of the criticisms and is committed to take thorough and prompt corrective action in the problem areas identified.

CSC has begun implementing recommendations in The Arbour Report to improve facilities for federally sentenced women, and to ensure respect for the rule of law in discharging its responsibilities. The action taken includes the following:

- Appointment Of Deputy Commissioner Women's Corrections (DCWC) - The DCWC provides leadership and direction in the area of women's corrections and serves to highlight the importance of the Federally Sentenced Women's (FSW) initiative within the national correctional system.
- Institutional Emergency Response Team Capability (IERT)- All FSW facilities or other institutions housing women offenders will have an all female IERT or cell extraction team to maintain security and restore order. In the rare emergency situation requiring the assistance of IERT staff from other institutions or outside agencies, those staff will only be used to contain a situation.
- No Strip Search Of Federally Sentenced Women By Male Staff - Policy has been amended to provide that under no circumstances will male staff participate in or witness a strip search of a female offender. This action goes beyond both the Arbour recommendation and the provisions of the CCRA, which allow male staff to participate in strip searches in "emergency situations".
- Cross Gender Staffing Pilot - An independent monitor will evaluate and report on the implementation of the cross gender staffing policy in the living units of the new institutions. As well, a 3-year pilot will be launched at Edmonton Institution for Women, whereby only female front line workers will supervise inmates.

- Administrative Segregation - A National Task Force on Administrative Segregation was formed. Multi-disciplinary teams are auditing every institution with a segregation unit or an enhanced security unit, to ensure that practices are in compliance with the law and policy and that on-site legal training is provided where needed. The Task Force will provide recommendations on how CSC can use administrative segregation more effectively.
- Investigations - To enhance the independence of CSC's internal Boards of Investigation, policy now requires an external Board member for all national investigations. Only Board members may now make changes to a report and are required to sign the final version. Notices required under the Inquiries Act are now being issued to those individuals against whom a finding of misconduct may be made in an investigation report.
- Grievances - Policy is under review to ensure that realistic time frames are in place to respond to grievances. A system for prioritizing grievances is being developed and will be implemented nationally.
- Policy Review - A National Task Force on Policy Review is conducting a comprehensive review of CSC's policy framework, to ensure that policy is both clear and achievable, and that staff receive the appropriate training in its application.

In the last four years, the Auditor General completed four audits of CSC, focusing on reintegration and long-term accommodation planning. A number of activities are underway in addressing the recommendations.

#### Auditor General's Report: Custody of Inmates / Supervision of Released Offenders

In November 1994, the Auditor General released a report on CSC's custody of inmates and community supervision.

Four main areas of activity are involved in responding to the Auditor General's recommendations:

- The Custody Rating Scale (CRS) for inmate classification was formally validated. Staff were trained in its implementation, and it is mandatory for use with all inmates. The tool will next be re-examined in 2001-2002. Improvements in the Offender Management System (OMS) subsequent to the refinement of the CRS will allow regular monitoring of under- and over-security placements.
- CSC has developed a National Capital and Accommodation Plan (NCAP) designed to integrate CSC's capital and accommodation planning and thereby reduce the number of Treasury Board submissions and increase CSC's flexibility to reallocate available funds against the Plan. As part of the NCAP, CSC has established methodologies of life-cycle cost-benefit analyses. In addition, CSC has developed an evaluation framework for Double Bunking and Shared Accommodation and is developing performance measurement statistics which will allow the accommodation policy to be monitored on a continuous basis.
- CSC's examination of its management, administration and operations areas produced substantial savings through re-engineering and re-organization. In addition, the Service has

developed a Formula Funding process to ensure equitable resourcing of its various operating units, both institutional and community-based.

- Additional support is being provided to parole supervisors through improvement in the timeliness, completeness and quality of inmate information they receive, including direct information access through OMS; development of standard mechanisms to define groups of high-risk offenders and strategies for dealing effectively with each group.

### Auditor General's Report: Rehabilitation Programs for Offenders

In May 1996, the Auditor General released a report on the Service's offender programs. The majority of the issues raised in the Report had been recognized internally and work is underway to achieve improvements.

Three main activities are involved in responding to the Auditor General's recommendations:

- Changes have been made, and further refinements are being implemented, to CSC's financial coding structure to ensure that the specific nature of a program can be captured for the purpose of cost benefit analyses of programs.
- As a means of determining the benefit of core interventions, effectiveness studies are underway, or are in planning stages, for program areas such as substance abuse , family violence and sex offender treatment.
- By March 1997, a cost-benefit model will be developed which will enable CSC to review, on a continuous basis, the level of program activity.

In addition, work is taking place to strengthen program management at the national, regional and local levels. Included in this activity is the development of standards for all correctional programs which are meant to ensure, across all program sites, appropriate matching of offender needs and level of risk to program intensity. It is expected that these standards will be finalized by March 1997.

### Auditor General's Report: Reintegration Of Offenders

In November 1996, the Auditor General released a report on the reintegration of offenders. In response, the following activities are being initiated:

- Essential information requirements to manage the risk of reoffending for different groups or categories of offenders will be developed by January 1997.
- CSC, in conjunction with its partners in the Canadian criminal justice system , will take steps to resolve the long-standing problem of acquiring relevant information on offenders in a timely manner.

- A comprehensive review of reintegration will examine how CSC is to meet its legal obligations to prepare offenders, particularly those with short sentences, in time for their first parole eligibility date. CSC's clear obligation is to carry out identification of risk and needs and complete the analysis of a wide range of factors that meet the standards of NPB decision-makers in a timely fashion, regardless of sentence length.
- The Senior Deputy Commissioner is now responsible for the correctional activities of CSC, including a directorate specifically responsible for the policy framework affecting reintegration. In addition, a review of the major activities involved in the reintegration of offenders, specifically, case management, programming and community supervision, is being undertaken.

## KEY CHALLENGES AND STRATEGIES

### A. The Challenge: To Find Alternative Ways of Delivering Correctional Services

Keeping offenders in prison for long periods of time is costly. There does not, furthermore, appear to be any clear link between crime in society and incarceration. In addition, community based interventions appear to equal or outperform institutional measures in terms of the safe reintegration of offenders. There is a growing acceptance of the principle that incarceration should be reserved for higher risk offenders who have committed violent crimes, and that non-violent offenders are best managed through community-based supervision and programs.

As well, observers have repeatedly drawn attention to the inefficiencies and unnecessary costs created by the jurisdictional split between federal and provincial/territorial corrections. Increasingly, fiscal pressures are motivating the CSC and its counterparts to find ways to reduce the degree of overlap and duplication of services.

#### CSC's Approach

- CSC will continue to take the lead in joint initiatives between federal and provincial/territorial jurisdictions aimed at integrating programs and services. Specifically, CSC intends to:
  - initiate discussions with provincial/territorial correctional officials regarding unification of correctional services for female offenders, as recommended by the Arbour Commission of Inquiry;
  - work with the provinces and territories towards shared service delivery, especially in community corrections, and integrated information systems;

- continue to promote the development of community-based alternatives to incarceration for low-risk offenders, in various forums involving government and voluntary sector participants;
- collaborate with Aboriginal organizations and other levels of government in establishing agreements under Section 81 of the Corrections and Conditional Release Act. This will enable Aboriginal communities to assume responsibility for the provision of correctional services to their members; and
- expand current initiatives in the areas of alternative dispute resolution and restorative justice. This includes a variety of activities ranging from victim-offender reconciliation projects to the development of informal conflict resolution processes.

#### B. The Challenge: To Create and Implement Effective Policy

The report of The Arbour Commission has given added impetus to work already under way to examine the adequacy of CSC's policy structure. Attention will focus not only on the content of CSC's policies and their relationship to legal requirements, but on the process by which they are developed, consulted on, communicated and implemented.

##### CSC's Approach

CSC's policy review will be closely linked to the response to the Arbour Commission report. It will also be coordinated with the review of the Corrections and Conditional Release Act, which must be completed and submitted to Parliament in 1997, five years after proclamation.

The expected result of this exercise is a revised policy framework that will:

- clearly identify accountabilities
- define the criteria for assessing compliance
- state the relationship between policy and legal requirements
- establish improved processes for policy development and consultation
- make optimum use of new technology in communicating policy and providing training to staff

Complementary to this work will be the establishment of key performance indicators to measure the most important results for the Service. Subject areas currently reported on or being planned include: security incidents (both institutional and community), incidents involving use of force, inmate transfers, segregation, suicide, use of staff overtime, urinalysis and infectious diseases.

The maintenance of a constructive working relationship with the Correctional Investigator is critical to the success of the Service's endeavours. The Service is actively

working with the Correctional Investigator to address issues raised on the management of CSC's offender population. The actions to which the Service has committed are continually monitored and progress reported.

### C. The Challenge: To Continue Effective Population Management

As noted under "The Current Environment", CSC must cope with the effects of high population levels while fulfilling its commitment to public safety.

Several important issues under this heading will have to be addressed over the next three years:

- High-Risk Violent Offenders: Management of this group will continue to be a major preoccupation for CSC, both in institutions and in the community;
- Low-Risk Offenders: A study (1995) found that a significant proportion of federal offenders are good candidates for parole but are not being released at their earliest eligibility date;
- Female Offenders: There is a higher than projected number of female offenders, a sizable group of whom require specialized mental health services.
- Sex offenders: CSC must ensure that the assessment and treatment of sex offenders focus on the nature and pattern of the offender's behaviour and on providing the offender with the coping strategies which reduce the risk of recidivism.
- Health Care: CSC faces new challenges presented by the rising incidence of infectious diseases, in particular HIV and Hepatitis C.

#### CSC's Approach

- To better manage high-risk violent offenders, CSC will continue to refine its risk assessment processes and ensure their consistent application in case planning. Work is underway to develop standards for community supervision which will allow community case managers to focus greater attention on offenders in the high-risk category. In addition, CSC will pursue the implementation of model protocols developed with police forces and communities to ensure early notification when a high-risk offender is being released on expiry of sentence.
- The Service will facilitate the release, at eligibility date, of offenders who are at low risk to reoffend, including the increased use of day parole as a preparatory stage. As well, alternatives to suspension and revocation will be employed in cases of minor violations, so that offenders whose risk is manageable can be maintained in the community.
- CSC will monitor the population of federally sentenced women to determine if the growth trend is continuing. As a temporary measure, the Service will use Exchange of Service Agreements (ESAs) to house certain women in provincial institutions. To accommodate



women with mental health needs, CSC is piloting a specialized treatment units at the Prairie Regional Psychiatric Centre (RPC) and is considering a second pilot in an eastern location.

- CSC will continue the cognitive-behavioural approach to treatment. This emphasizes the need for offenders to take responsibility for their actions and recognize their cycle of offending. It assists them to develop strategies to avoid relapse. Such treatment programs, which also provide relapse prevention support in the community, have been shown to reduce recidivism rates.
- CSC will continue a health promotion model, which encourages inmates to accept more responsibility for their well being. Education will be the primary method of raising awareness on the cause and avoidance of disease.

#### D. The Challenge: To Maintain Effective Correctional Programs in Times of Fiscal Reduction

It is essential that CSC's ability to provide sound correctional programming not be undermined due to the pressures of fiscal reduction and overcrowding. Furthermore, programs must be delivered at a time and place where they are most effective in reducing the likelihood of re-offending. Among high-risk groups, sex offenders continue to be of concern, as appropriate treatment programs must be completed before consideration is given to community release.

CORCAN, the Special Operating Agency that provides employment and training to federal offenders and markets the goods and services they produce, must also ensure its continued viability. A series of government measures, designed to promote greater flexibility for departments in the areas of procurement and materiel management, have left CORCAN with declining levels of support from the federal government market.

#### CSC's Approach

- CSC is making changes to the management of its core offender programs, specifically those in the areas of Adult Basic Education, Living Skills, Family Violence and Substance Abuse. Programs will be more precisely targeted to offenders' levels of risk and need, as determined by the assessments done on admission. This will be a more efficient use of resources and shorten the waiting periods for those offenders who require particular core programs as part of their release planning. As well, a greater proportion of these programs should be delivered in the community, where research shows they are more effective in lowering the likelihood to reoffend. Relapse prevention strategies are a key part of this community-based programming.
- Efforts will be made to re-align programs for sex offenders in order to focus resources on those most responsive to treatment and whose risk of re-offending can be reduced. The Service has recently approved national program standards for treating sex offenders for implementation this fiscal year (1996-97).

- CORCAN will pursue with Treasury Board proposals to acquire a secure portion of federal purchasing in areas where it has competence. It will also implement improvements to its business practices, such as the management of its revolving fund and the profitability of individual business lines.

#### E. The Challenge: To Maintain the Quality of CSC's Workforce

CSC's workforce faces heavy pressures both in the institutions, where staff must cope with the effects of overcrowding, and in the community, where they supervise growing numbers of high-risk and high-needs offenders. As a large number of staff approach retirement, CSC's management group is expected to provide strong leadership to guide the organization through a period of extensive and difficult change.

##### CSC's Approach

- CSC will take steps to strengthen the work descriptions and professional development of its operational categories, especially the Case Management Officer group;
- By the year 2000, CSC will fully implement fitness standards under the Bona Fide Occupational Requirements for the Correctional Officer group;
- It will give priority to enhancing occupational health and safety, anti-harassment, employee assistance and other programs concerned with the work environment;
- It will renew efforts to recruit from designated employment equity groups and maintain its high level of participation in the federal government's management trainee program;
- It will take full advantage of available technology in streamlining its personnel management procedures and systems;
- It will develop and implement legal awareness training for management, selected staff, and new recruits;
- It will strengthen leadership and management development.

## C. DETAILS OF THE PLAN BY BUSINESS LINE

### BUSINESS LINE STRUCTURE

The Service has identified five business lines to reflect the organization and objectives of CSC in administering sentences and preparing offenders for safe reintegration into society. Each Business Line has an objective that contributes to meeting one or both aspects of CSC's Program Objective. Each Business Line is divided into sub-business lines. (see Figure # 3)

(1) Correctional Operations provides for the security and control of inmates, treatment and release planning, monitoring of progress, and the provision of health care.

(2) 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.

(3) Technical and Inmate Services provides the goods, materials and institutional services for inmates and staff, facility planning and maintenance, and the management of construction projects. It also includes the development and operation of various management information systems.

(4) Management and Administration provides overall management direction, including the operational positions of Wardens, Assistant Wardens Management Services and their support staff. It includes the following corporate services : research; program review and audit; legal services; correctional policies and corporate planning; program measurement and reporting; intergovernmental affairs and communications . At the national, regional and operational levels, it provides the following management services: finance; personnel, including operations of Staff Training Colleges; and administration. In addition, some budgets are centrally maintained where this is more efficient or cost effective.

(5) CORCAN, as a Special Operating Agency (SOA) since April 1, 1992, provides work-related training and work experience in accordance with the needs identified in the offenders' correctional plans. A wide range of employment -related services facilitate offender re-entry into the labour market and re-integration into society.

FIGURE 3: BUSINESS LINE STRUCTURE OF THE CORRECTIONAL SERVICE OF CANADA

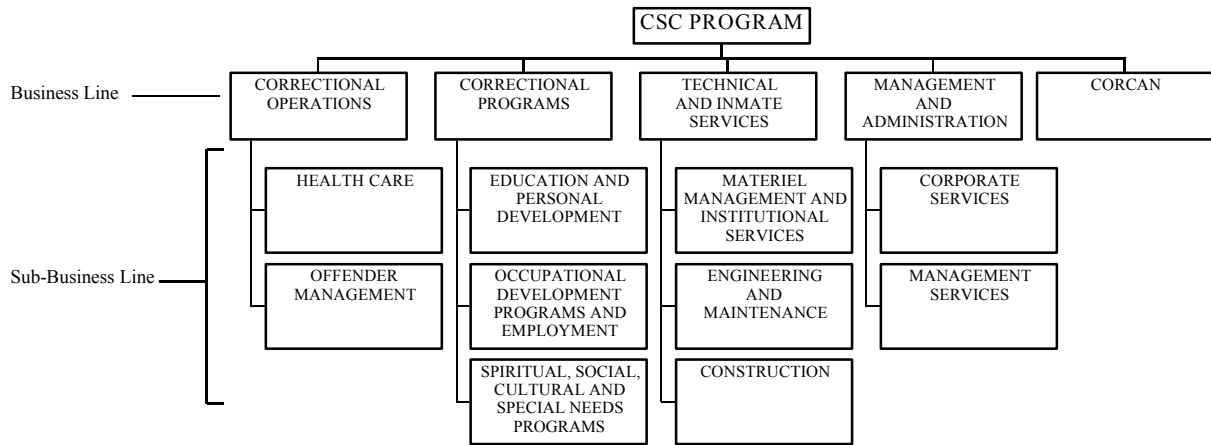


FIGURE 4: NET COSTS OF THE PROGRAM BY BUSINESS LINE

(Thousands of Dollars)						
1997-98 Main Estimates						
Business Lines	Operating	Capital	Grants and Contrib.	Gross Total	Less: Revenue Credited to the Vote	Total Main Estimates
Correctional Operations	534,872	-	477	535,349	-	535,349
Correctional Programs	118,583	-	296	118,879	-	118,879
Technical and Inmate Services	201,174	185,422	-	386,596	-	386,596
Management and Administration	111,506	-	301	111,807	-	111,807
CORCAN	59,855	1,240	-	61,095	(60,708)	387
	1,025,990	186,662	1,074	1,213,726	(60,708)	1,153,018
Other Revenues and Expenditures						
Revenue credited to the Consolidated Fund						(14,225)
Estimated Costs of services by other Departments						47,825
<b>Net Cost of the Program</b>						<b>1,186,618</b>

## SUMMARY OF FINANCIAL REQUIREMENTS

FIGURE 5: APPROPRIATED PLANNED SPENDING

(thousands of dollars)	Main Estimates 1996-97	Main Estimates 1997-98	Planned 1998-99	Planned 1999-00
Business Lines				
Correctional Operations	536,559	535,349	545,342	555,587
Correctional Programs	105,904	118,879	120,343	121,764
Technical and Inmate Services	313,733	386,596	359,469	362,898
Management and Administration	133,255	111,807	110,995	111,853
CORCAN	2,827	387	(287)	(287)
<b>Total</b>	<b>1,092,278</b>	<b>1,153,018</b>	<b>1,135,862</b>	<b>1,151,815</b>

### Explanation of Change:

The 1997-98 Main Estimates for the Correctional Service are \$1,153.0 million, a net increase of \$60.7 million over 1996-97.

The major changes are:

- an increase of \$39.8 million for the implementation of the National Capital Accommodation and Operations Plan including various measures relating to managing offenders;
- an increase of \$13.4 million due to an increased share of employee's benefit costs;
- an increase of \$21.4 million due to transfers from other Departments (Grants in Lieu of Taxes);
- a decrease of \$2.4 million in the net cash requirement for operating the CORCAN Revolving Fund;
- a decrease of \$11.5 million due to the Government's general restraint measures.

# 1. CORRECTIONAL OPERATIONS

## Objective

To provide supervision and control of incarcerated and conditionally released offenders; to provide health care services; to provide effective case management services ; and to contribute to the success of rehabilitation programs.

## Description

Provision of essential services that relate to each stage in the offender's sentence, including any period of conditional release . These services include: the provision of physical health care to inmates as well as mental health care to both inmates and conditionally released offenders; supervision and control of inmates in concert with physical and perimeter security; case management operations; and community supervision and aftercare services.

This consists of two sub-business lines:

Health Care: provides inmates with a complete range of medical, dental, nursing, pharmaceutical, psychiatric and psychological services, and provides conditionally released offenders with psychiatric, psychological and other rehabilitative services, consistent with currently accepted Canadian practices and standards. Serious medical problems or special requirements that cannot be met internally are referred to health care facilities in the community.

Offender Management : provides a wide range of services essential to the effective management of offenders throughout their sentence: i) case management services, involving the assessment of offenders' needs and development of individualized Correctional Treatment Plans; appropriate security classification; preparation of offenders for reintegration into the community; and, assessment of their release plans and suitability for a conditional release; ii) community services, involving supervision of offenders on conditional release and residential services; iii) inmate supervision and control, and preventive security operations; iv) sentence administration; v) inmate visitation and recreational programs.

## Resource Summaries

The Correctional Operations business line will account for approximately 55.4% of Correctional Service of Canada's Operating budget in 1997-98 and 68.1% of total human resources, excluding the CORCAN revolving fund.

FIGURE 6: BUSINESS LINE RESOURCE SUMMARY - CORRECTIONAL OPERATIONS

Sub-business Lines/Service Lines (thousands of dollars)	Main Estimates 1996-97	Main Estimates 1997-98	Planned 1998-99	Planned 1999-00
Health Care	76,834	81,014	82,952	84,662
Offender Management	459,725	454,335	462,390	470,925
	536,559	535,349	545,342	555,587

Major Expenditure Items are Personnel Costs 81.5%; Exchange of Service Agreements 3.9%; Contracted Health Care Services 3.5%; and other types of expenditures 11.1%.

Resource Requirements:

The human resource requirements for the Health Care sub-business line are based on detailed work plans. These plans are developed in order to provide a continuum of health care, including medical, psychological and psychiatric care. These programs and services are in keeping with community and professional standards.

The Offender Management sub-business line includes community and institutional human resources.

Human resources for institutional unit management functions \* are provided by:

- a series of unit-based posts - a post is a set of security-related tasks that one person is required to perform during one shift. The number and staffing requirements of each post take into consideration the size and the lay-out of each institution, its security profile, the number and needs of the inmate population, and the range of programs and activities offered; and
- case management-related activities, determined primarily through the application of workload-related standards.

The human resource requirements for community offender management are determined by a series of workload-related standards based on volume of casework documentation and range of offender services provided on conditional release.

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\* Unit Management is the operational model utilized in the Service's institutions which integrates security, case management and programs to comprehensively prepare offenders for their eventual release.

## Planning Highlights for 1997-98 and Beyond

In support of the Correctional Strategy:

### National Drug Strategy

- To improve drug detection through better use of technology; to improve deterrence through consistent application of policy and legislation ; to improve the education campaign for visitors, and to break the cycle of offender substance abuse in both institutions and the community.
- To fully implement all recommendations of the Community Drug Strategy, to ensure better management of conditionally released offenders whose risk is related to drug consumption and/or trafficking, and continue the joint CSC/NPB working group to review policies governing additional conditions.

### Health Services

- To develop a comprehensive strategy for the management of infectious disease in institutions, particularly HIV/AIDS, including prevention, testing, education, research on transmission and the determinants of risky behaviours, and treatment guidelines. This objective includes action in response to recommendations made by the Expert Committee on AIDS and Prisons (1994), the Canadian HIV/AIDS Legal Network/Canadian AIDS Society (1996), as well as the National Tuberculosis (TB) Prevention and Control Program.
- To develop a strategic approach to overall health service delivery to inmates, with a variety of services for the aged, as well as the chronically or terminally ill.
- To plan for the delivery of health services to an aging inmate population. (It is expected that there will be increasing pressure on limited health resources due to the effects of aging.)
- To maintain the Hepatitis B immunization program for all inmates in federal penitentiaries. This measure parallels the provision of Hepatitis B immunizations for all correctional staff, contributes to an environment that is safe and secure, and fosters positive interaction between staff and offenders.
- To develop a policy on testing for Hepatitis C, currently only offered where there are indicators of infection, and on its treatment with Alpha-interferon. Benefits of treatment will facilitate inmates' maintenance of social responsibility following their release to the community, and may offset potentially costly treatment in the future. Planning for a national program will involve expert opinion from outside CSC as well as cost estimates, and tracking of actual expenditures against treatment outcomes.
- Together with Health Canada, to maintain an ongoing TB assessment, screening and treatment program for all inmates, as well as institutional and parole office staff.



- To enhance the delivery of appropriate and cost-effective services to affected inmate populations and provide a safer and healthier environment for inmates, staff, visitors and volunteers.

## Community Corrections

- The National Community Corrections Council (NCCC), whose objective is to contribute to the safe reintegration of offenders into the community at the earliest opportunity, has planned a number of specific activities for 1997-98:
  - to consider alternative approaches to managing offenders who are low risk and low need. Research shows that the frequency of contact has a neutral effect on recidivism for these offenders, who were under community supervision for one year without incident. In Hamilton, Ontario, a Reporting Centre has been proposed, staffed by a Correctional Officer who will monitor this group of offenders, while working jointly with the police and the parole officers. By shifting monitoring responsibilities to the Correctional Officer, additional time will be available to parole officers to manage higher risk and higher need offenders. The evaluation framework for this project will be completed over the summer of 1997. A similar program is being considered for Edmonton, Alberta.
  - to develop a strategic national framework for employment opportunities for conditionally released offenders. This will describe current impediments to employment; partners in fostering better employment opportunities; and directions for implementation.
  - to define a typology of offenders in the community (with a focus on high-risk offenders), identify best practices for managing these offenders, and communicate these practices throughout the system. This will be addressed by the Differential Supervision and Strategies for Intervention (DSSI) project which originates from the Auditor General's Report on the Supervision of Released Offenders (1994). The DSSI Project intends to identify strategies for different groups of offenders. This project will provide a framework by which to improve the supervision of offenders in the community.
  - to finalize a costing model for resourcing community corrections and contribute to the standardization of program delivery. Six funding formulae for community corrections were approved, covering residential services, maintenance, mental health, programs, supervision, management and administration.

#### Standardized Supervision Strategies:

- To review, with the NCCC, current policy and practices governing supervision of offenders, especially those related to the management of offenders in crisis, with a view to safely maintaining those offenders in the community.
- To expand the pilot project “Maison d’arrêt” in Laval, Québec, and replicate it in all regions. This attempts to stabilize the suspended offender through the temporary placement in a Community Residential Centre (CRC) or a CCC, avoiding revocation and re-incarceration.

#### Partnerships and Public Consultation:

- To adopt community involvement as a key strategy to enhance public support for, and confidence in, corrections.
- To redefine existing relationships with members of the criminal justice system and with non-governmental organizations in order to place a greater value on the contribution Community Corrections makes to the protection of the public.
- To create a climate in which CSC and the public freely exchange views, ideas and information that result in policies and programs which respond to public priorities, needs and concerns; to broaden decision-making, by engaging members of the public and correctional partners in developing policy and program objectives.

## 2. CORRECTIONAL PROGRAMS

### Objective

To provide offenders with programs and opportunities for educational, occupational, social, cultural, spiritual and personal development in order to assist them in becoming law-abiding citizens.

### Description

Provision of a range of programs designed to promote the rehabilitation of offenders, including: academic and vocational training, employment and occupational development, chaplaincy programs and services, and other programs designed to address specific cultural, social, spiritual and personal development needs.

There are three sub-business lines:

**Education and Personal Development:** provides a broad spectrum of provincially accredited educational programs, a variety of personal development and living skills programs, and library services.

**Occupational Development Programs and Employment:** provide occupational development and employment programs that focus on the industrial-agricultural production of marketable products and joint ventures with the private sector. In addition, a national inmate pay system is administered for all offenders involved in occupational, educational, and personal development programs, as well as those employed in the manufacture of products, agricultural activities, and institutional maintenance and services.

**Spiritual, Social, Cultural and Special Needs Programs:** provide social programs, cultural activities, arts and crafts instruction, and a variety of programs sensitive to the needs of native, female, handicapped, long-term and special-needs offenders.

### Resource Summaries

The Correctional Programs business line will account for approximately 12.3% of the Correctional Service of Canada's Operating budget in 1997-98 and 6.4% of the total human resources, excluding the CORCAN revolving fund.

FIGURE 7: BUSINESS LINE RESOURCE SUMMARY - CORRECTIONAL PROGRAMS

Sub-business lines/Service Lines (thousands of dollars)	Main Estimates 1996-97	Main Estimates 1997-98	Planned 1998-99	Planned 1999-00
Education and Personal Development	44,757	52,769	53,383	54,372
Occupational Development and Employment	35,994	39,115	39,550	39,551
Spiritual, Social, Cultural and Special Needs Offenders	25,153	26,995	27,410	27,841
	105,904	118,879	120,343	121,764

Major Expenditure Items are Personnel Costs 32.8%; Professional Services, primarily teachers 30.2%, including Correctional and Training Activities provided to CSC by CORCAN; Inmate Pay 16.2%; and other types of expenditures 20.8%.

Resource Requirements:

Most of the teaching is carried out by municipal boards of education, colleges and universities under contractual arrangements. The Chaplaincy program normally requires one chaplain per 150-200 inmates; additional service is at the discretion of the warden. Social, cultural and special needs program requirements are based on detailed work plans reflecting the programs offered in each institution. Generally, a major institution will have 10-15 personnel allocated to these activities.

Education: Usually, an institution/penitentiary school is directed by a Supervisor of Education and Vocational Training, who is the school principal. Teaching is provided by staff teachers or by municipal boards of education, colleges, universities and private community education organizations under contractual arrangements.

Offenders are actively encouraged to participate in institutional or community programs which meet their identified educational needs. Education programs are perceived as an important aspect of the development of the offender and are a major component of the programs provided by the institution. In 1995-96, an average of 42 % of inmates available for work or education participated in education programs, either full-time, part-time or through correspondence registrations.

Inmate Incentives: Inmate pay serves as an incentive to encourage program involvement in a full range of programs and activities.

Inmate pay for work performed or participation in other correctional programs is estimated to be in the order of \$19,217,000 for 1997-98.

## Planning Highlights for 1997-98 and Beyond:

In support of the Correctional Strategy:

### Restorative Justice and Dispute Resolution

- To develop a policy and implementation framework for Restorative Justice for CSC, and to create a strategy on dispute prevention and resolution that will contribute to healthier workplaces.
- To support community initiatives that are restorative in approach and directed toward reducing the use of incarceration, in partnership with other jurisdictions and criminal justice agencies.

### Chaplaincy

- To provide leadership, evaluation, and training to ensure the effectiveness of chaplaincy services. A conference for all chaplains, institutional and community will be held in June 1997 to open dialogue with the rest of the Service about the spiritual function in corrections.
- To promote restorative justice through a network of faith communities such as the promotion of Restorative Justice Week: Community, Victims and Prisoners; the development of a planning kit for implementing new projects; the provision of support for victim-offender mediation programs; and, the development of support networks for families.
- To develop and provide training materials for communities working with offenders, involving the International Prison Chaplains' Association and the International Commission of Catholic Prison Pastoral Care.

### Federally Sentenced Women

Based on a recommendation in the Arbour Report, released early in this fiscal year, the Solicitor General appointed a Deputy Commissioner for Women's Corrections [DCWC], with rank equivalent to the 5 Regional Deputy Commissioners.

- To open Grand Valley Institution (Ontario) and Joliette Institution (Quebec) in early 1997. These openings were delayed due a number of policy and operational issues resulting from the investigation into a series of incidents at Edmonton Institution for Women (EIFW). One major, national implication was to enhance the static security at all

the regional facilities, including the installation of a perimeter detection system. The EIFW was re-opened at the end of August 1996, accepting admissions at the minimum and medium security level, following: completion of the security enhancements; a comprehensive overhaul of the operational policies; additional staff training; and, successful completion of a readiness review, based on an audit checklist covering all aspects of the operation.

- To implement maximum security alternatives in Ontario, Quebec and Pacific Regions. Alternative maximum security accommodation has been provided in the Prairie and Atlantic Regions, in separate wings of Saskatchewan and Springhill Penitentiaries. A comprehensive review assessed all factors which may have contributed to the difficulties experienced at EIFW. This review included the original pre-opening audit; the investigation into the series of incidents at Edmonton Institution; and the needs assessment of the behaviourally disordered women inmates (the “Rivera Report”). As a result, the decision was taken that the regional facilities would not house maximum security women at this time.
- To pilot an intensive treatment program based on the Rivera Report recommendations. A pilot program is currently operating at the Regional Psychiatric Centre in Saskatoon.
- To fully integrate the DCWC mandate, covering all aspects of policy and program development, resourcing issues for female offenders, and continued follow-up on The Arbour Report recommendations related to female offenders, including the appointment of a Cross-Gender Staffing Monitor to assess the impact of cross-gender front-line staff.
- To finalize a long-term accommodation and management strategy, reflecting both the population growth as well as the needs/risks of the maximum security and the mental health populations. The strategy must ensure that the needs of these inmates are met within an environment which enables the effective management of risk to the public, as well as to other inmates and staff, and to provide the programs and services required to reduce their security classification with the objective of transferring them to the regional female facilities.
- To validate security classification tools and to prioritize continued research/data analysis, in order to ensure that FSW correctional interventions and risk management strategies are based on reliable, factual knowledge.

### Substance Abuse

- To complete the evaluation/research report on CSC’s national substance abuse programs by the third quarter of 1997-98. Any research findings and/or recommendations to improve the efficacy of these programs will be addressed in the fourth quarter and subsequent fiscal year. This evaluation will look at the effectiveness of the programs as they relate to the reduction of offender need and risk levels.

- To finalize and pilot a high intensity substance abuse program by the end of 1997-98, with an evaluation to be completed by the end of 1998-99.
- To finalize and implement the Standards and Procedures for National Substance Abuse Programs Manual over the 1997-98 fiscal year, for use by operational unit staff and managers.

### Family Violence

- To further develop risk assessment and relapse prevention and to conduct additional evaluation/research on program effectiveness.
- To expand Aboriginal family violence programming.
- To focus on the protection of offender partners, through increased controls of private family visits and availability of awareness programming for offender partners during visiting.

### Volunteers

- To maximize the key role that volunteers play, and to:
  - provide a central focus for volunteer issues;
  - develop a recruitment strategy, to attract and maintain volunteers who are representative of the community;
  - develop a standard curriculum for the orientation and training of volunteers;
  - establish and maintain satisfactory staff/volunteer relationships;
  - develop a database for the tracking of all institution and community volunteer information;
  - develop evaluation criteria and a framework to measure the effectiveness of volunteer programs;
  - institute awards and honour ceremonies to demonstrate appreciation of volunteers;
  - review and revise policies and procedures for the volunteer program; and,
  - establish clearly defined functions and job descriptions for volunteers.

### Sex Offenders

- To implement the national standards developed by the Working Group on Sex Offender Programs, for the assessment, treatment and follow-up of sex offenders in institutions and community settings. This process will include information sessions on the Standards and Guidelines, as well as an internal and external audit.
- To systematically assess federal sex offenders and identify program requirements, resulting in more accurate institutional placement and consistent treatment practices.

Improved management of the federal sex offender population will result in the enhancement of public safety. A minimum period of two years will be required for the implementation process.

### Aboriginal Programming

- To reconcile aboriginal offender needs with existing treatment programs. The need for Aboriginal sex offender treatment has been recognized and is being addressed. Virtually all offender studies which examined Aboriginal offender needs have recommended that culturally appropriate options be developed. In response, an examination of treatment programs will be undertaken by the end of fiscal year 1996-97.
- To develop a Strategic Framework and Operational Plan for the Implementation of Section 81<sup>2</sup> of the Corrections and Conditional Release Act. The involvement of Aboriginal communities and organizations in federal corrections promises a more effective sentence management of Aboriginal offenders. Since promulgation of the new provision, both the Service and the Aboriginal community have discussed what types of agreements for the care and custody of offenders by Aboriginal groups should be pursued. A set of objectives and a strategy will be developed, to ensure that scarce resources will be invested in initiatives likely to bring about the best correctional results.

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<sup>2</sup> Section 81 of the Corrections and Conditional Release Act (CCRA) enables the Solicitor General to enter into agreements with Aboriginal communities for the care and custody of Aboriginal offenders.



### 3. TECHNICAL AND INMATE SERVICES

#### Objective

To provide all goods and services, engineering and maintenance , and capital program management services required to support institutional facilities and activities.

#### Description

Provision of functions directly related to food, clothing and housing services to inmates, and to the construction, maintenance and operation of correctional institutions. These include: goods and services in support of institutional activities; engineering and maintenance in support of physical plant, program facilities and transportation; and capital program management services. This activity also encompasses the management services of systems.

The business line is divided into the following three sub-business lines:

**Materiel Management and Institutional Services:** encompasses the acquisition, storage, issuance, control, and disposal of goods and materials for operational programs; the provision of a national system for contracting services; the provision of meals and clothing for inmates and staff; and other services including housekeeping, laundry, and change-room operations. This sub-business line also encompasses the development and operation of various management information systems.

**Engineering and Maintenance:** provides the technical services associated with plant operations and maintenance, facilities management, fire and occupational safety, major life-cycle maintenance, electrical and mechanical engineering, and motor vehicle operations and maintenance. Additional services include the acquisition, installation, evaluation and maintenance of electronics-based systems in support of security communications and other operating unit requirements.

**Construction:** provides services related to the preparation and management of the CSC construction programs and its real property custodial functions, including the provision of technical and professional services related to facility planning, design, review/monitoring, and implementation of construction projects.

#### Resource Summaries

The Technical and Inmate Services business line accounts for approximately 20.8% of the Correctional Service of Canada's operating budget in 1997-98, 100% of the Service's capital budget and 12.0% of total human resources, excluding the CORCAN revolving fund.

FIGURE 8: BUSINESS LINE RESOURCE SUMMARY - TECHNICAL AND INMATE SERVICES

Sub-business Line/Service Lines (thousands of dollars)	Main Estimates 1996-97	Main Estimates 1997-98	Planned 1998-99	Planned 1999-00
Material Management and Institutional Services	97,178	133,782	133,514	135,548
Engineering and Maintenance	53,313	67,958	67,994	69,385
Construction	163,242	184,856	157,961	157,965
	313,733	386,596	359,469	362,898

Major Expenditure Items are Capital 48.0%; Personnel Costs 16.9%; Utilities, Material and Supplies 21.0%; and other types of expenditures 14.1%. Revenue for 1997-98 from the operation of Inmate Canteens is forecast to be approximately \$10.0 million.

#### Resource Requirements

**Material Management and Institutional Services:** The major expenditure items are human resources, food, clothing and information management services.

**Human Resources:** The activity is staffed in accordance with a review and analysis of the requirements of individual posts. The analysis has provided the Service with the standard for human resource requirements in institutions for this sub-activity. Criteria for these requirements are the security classification, the capacity and the layout of the institution, and other variables that affect workload. These include the number of inmates supervised, the number of meals prepared, and the volume of supplies and uniforms. An important factor in determining these personnel requirements is that a large part of the work is carried out by inmates.

**Food:** In addition to providing meals for inmates, CSC provides duty meals for certain staff. The Service's farms provide an estimated 25% of the food consumed within its facilities (100% of some items). The Service has made a considerable effort to control food cost and, over the last three years, has reduced costs by 1.76% (\$3.97 to \$3.90 per day).

**Clothing:** The Service provides all required clothing for inmates, and new and replacement uniforms to correctional officers.

Information Management Services: The resource requirements for Information Management Services are driven by a number of external factors:

- to meet Government information management and security standards;
- to provide technical solutions to corporately approved initiatives to improve operational performance;
- to respond to the growing offender population and new institutions;
- to enhance CSC's aging technical infrastructure;
- to support the increasing demand for the sharing of information with CSC's partners in the criminal justice system.

Engineering and Maintenance : The responsibilities and expenditures of this sub-business line relate to the maintenance and operation of the physical plant. Over one million square metres will be maintained during the planned fiscal year. The Service will continue to emphasize improvements in the management of its corporate capital assets and to revitalize the Service's maintenance program.

Construction: A major responsibility of this sub-business line is the development and control of the Service's construction program, particularly new construction and renovation projects related to the accommodation requirements of the population.

## Planning Highlights for 1997-98 and Beyond:

### Construction, Engineering and Maintenance

#### Offender Accommodation

- To implement population management measures which allow the Service to most efficiently meet the accommodation needs of projected incarcerated population increases. Capacity for double-bunking policy and shared accommodation standards will be used for the planning, design and operation of new, renovated and retrofitted accommodation.
- To assist in the management of the incarcerated population by:
  - increasing capacity by approximately 1,650 male institutional beds over the next three years as well as replacing and/or upgrading approximately 500 beds. Despite these measures, a significant level of double bunking is projected to remain in use given the Service's current high levels of double bunking and the anticipated growth in the incarcerated population;
  - the completion of a new 400-bed medium-security male institution in the Muskoka Region, Ontario;
  - the expansion and major redevelopment of Mountain Institution in British Columbia;
  - the design and construction of expansions to medium security accommodation in various regions;

- the provision of maximum security accommodation for federally sentenced women;
- the construction of two new Community Correction Centres in the Atlantic Region; and
- the expansion of the Regional Psychiatric Centre (Prairies).

#### Environment

- To introduce commercial scale or smaller in-vessel composting capabilities to all facilities and reduce the amount of waste sent to local landfill sites.

#### Asset Management

- To revitalize the Service's capital asset base, through the restoration and renovation of its facilities, as well as the replacement of equipment which has reached the end of its life span with equipment designed for low maintenance requirements.
- To introduce the updated Maintenance Management System and effect improvements in the management of corporate capital assets.

#### Information Management

Information Management Services is responsible for information management and technology planning; the design, development, implementation and maintenance of national applications; information technology security; developing business resumption strategies; providing electronic communications (data, voice, video); developing and supporting CSC's technology infrastructure; developing cost effective national procurement and maintenance strategies for hardware and software:

- To develop and implement enhancements to the Offender Management System (OMS).
- To enhance the Corporate Acquisition Management System (CAMS) to include Asset Management and Contract Administration.
- To review the application architecture pertaining to the Government's shared systems initiatives, in particular Electronic Document Management, materiel and asset management and procurement.
- To improve information sharing with CSC's partners in the criminal justice system, in particular with the RCMP (CPIC 2001), and with Citizenship and Immigration.
- To investigate the implications of the year 2000 on hardware, operating system software and application systems and to prepare a plan to ensure their uninterrupted operation over the turn of the century.

## 4. MANAGEMENT AND ADMINISTRATION

### Objective

To ensure that corporate policies exist to govern the programs and activities of the Service and that these are consistent with its stated Mission ; to ensure that allocated resources are properly utilized and that administrative systems and services are in place to support management decision making and enhance managerial accountability and operational control.

### Description

Provision of corporate services such as strategic planning, corporate policy , research, communications, program evaluation, audit, legal services and executive services. In addition, this activity encompasses those management services of Personnel, Finance, Administration and the coordination of operational and resource planning.

This business line consists of the following two sub-business lines:

Corporate Services : the planning, development, review and communication of departmental policies and programs.

Management Services: support services related to the Personnel, Administration, and Finance functions and administration of the Official Languages Act.

### Resource Summaries

The Management and Administration business line accounts for approximately 11.5% of the Correctional Service of Canada's Operating budget in 1997-98 and 13.5% of total human resources, excluding the CORCAN revolving fund.

FIGURE 9: BUSINESS LINE RESOURCE SUMMARY - MANAGEMENT AND ADMINISTRATION

Sub-business Lines/Service Lines (thousands of dollars)	Main Estimates 1996-97	Main Estimates 1997-98	Planned 1998-99	Planned 1999-00
Corporate Services	40,468	34,468	34,454	34,801
Management Services	92,787	77,339	76,541	77,052
	133,255	111,807	110,995	111,853

Major Expenditure Items are Personnel Costs 71.6%; Professional and Special Services 9.2%; Transportation and Communication 10.4%; and other types of expenditures 8.8%.

## Planning Highlights for 1997-98 and Beyond:

### Strategic Issues

- To re-affirm the fundamental direction expressed in the Mission document, strengthening the organization's focus on matters of public safety, offender responsibilities and collaboration with other stakeholders in the criminal justice system.
- To develop partnerships with other federal departments and provincial jurisdictions for new and innovative solutions to the challenges facing the criminal justice system.
- To establish a corporate plan for addressing the major priorities in the areas of offender management and programming, human resource management and public accountability.
- To initiate the development of a comprehensive offender population forecasting capability.
- To develop a strategy for educating the public.

### Operational Planning

- To prepare the annual National Capital Accommodation and Operations Plan to ensure the integration of the operational planning framework, including appropriate resourcing strategies.
- To develop the Formula Funding model designed to ensure that resources are equitably allocated across the Service, to provide incentives to regions to improve operational efficiency, and to enable appropriate levels of funding to be directed towards meeting objectives and priorities. Formulae for the equitable assignment of resources have been established in many areas of the Service's operations. The funding methodology is under continual refinement, taking into account regional variances. Additional formulae will be implemented in the areas of food services, institutional services, health care services and community corrections.

### Access to Information and Privacy

- To further enhance the sharing of offender information at the local level in effort to reduce the number of formal requests submitted under the Privacy Act; and to ensure that CSC's response to an increasing volume of Access to Information requests meets all legislative requirements.

## Inter governmental Affairs

### Excellence in Sentencing and Corrections:

- As the Service is affected by the policies and decisions of its criminal justice partners, correctional reforms must be linked to broader systemic changes to achieve maximum effectiveness. CSC is collaborating with the International Centre for the Reform of the Criminal Law and Criminal Justice Policy to achieve “Excellence in Sentencing and Corrections”, nationally and internationally, through the establishment of an integrated, coordinated and consistent criminal justice approach to the assessment and management of offenders.

### 1997 Symposium on “Beyond Prisons”:

- In collaboration with a number of national and international partners, the Service is planning an international symposium entitled “Beyond Prisons”. The objective is to critically examine the issue of rising prison populations with a view to identifying and promoting the use of safe and effective criminal justice system approaches that reduce the use and length of imprisonment.

### Joint Benchmarking Project with the Federal Bureau of Prisons and H.M. Prison Service (England and Wales):

- This project, managed in collaboration with the Performance Assurance Sector, is intended to support improvements by comparing performance in selected areas to determine if there are significant differences, identify possible factors that contribute to better performance, and make systemic improvements. Subject matter experts in each jurisdiction will provide and explain data shared, and be the contact point for ongoing information sharing.

## Communications

- To develop and implement a strategic communications plan for federal corrections with the partnership and support of the National Parole Board and the Ministry Secretariat.

## Consultation and Public Participation

- To enhance the understanding of, support for, and confidence in the Canadian criminal justice system, particularly federal corrections, through effective consultation with criminal justice partners and key public stakeholders, and by encouraging public participation in the correctional process.
- To improve the quality and level of CSC consultations through: developing and implementing standards for consultation, providing consultation training and development to CSC staff, and providing advice and support for consultation initiatives across CSC; providing opportunities, such as community forums and various volunteer and professional

advisory committees, for providing feedback on CSC activities; and public participation in the correctional process by contributing to the development of CSC programs and policies.

- To increase the public's understanding, support and participation in the correctional process; and to support effective consultations and linkages with justice partners, key publics and interest groups (such as victims, communities, Citizens' Advisory Committees, the Federation of Canadian Municipalities and Police Boards) as part of CSC's decision-making processes.

## Research

Research continues to play a major role in the development of new assessment technology for the Service:

- To re-calibrate the Statistical Information on Recidivism Scale, develop a security reclassification scale, conduct an operational review of the Offender Intake Assessment (OIA) process, and test newly developed measures of treatment effectiveness among sex offenders.
- To pilot an intensive program for persistently violent (non-sexual) offenders, based on research and consultation with experts from outside Canada (such as the United States and England). A multi-site (3 separate medium-security institutions) demonstration project is underway and will be phased in over a three-year period.
- To conduct other research initiated during 1996-97 and continued to 1997-98 which include: a staff survey, a study on the use of detention provisions, an examination of the temporary absence program, development of a psychological intake assessment process, and background research for the current review of the Corrections and Conditional Release Act .

## Training and Development

- To undertake a comprehensive needs analysis in order to best prepare management and supervisory staff for current as well as future challenges. Management and Supervisory training, particularly in the area of leadership, will be addressed in a structured, consistent way.
- To restructure national standards to reflect changes which will stem from the Service's current re-organization. Along with the revised standards, there will be an overall corporate strategy for training/learning that will ensure that CSC provides not only essential training, but assists in the development of staff potential and provides individual choices that contribute to a learning environment.
- To develop and deliver legal awareness training to its managers, select staff and to new recruits.



## Development of Management Indicators

- To develop corporate management indicators which provide a consistent measure of how well the organization is conducting its day-to-day operations. The intent is to provide indicators on the performance of an institution or parole office, so that any variation can be highlighted. Summary data will be available at the national and regional levels, while detailed information will be made available to the operational unit level to allow further analysis and take corrective action where required. Through consultation with the Regions, a list of 21 target areas have been identified. The first four indicators (Transfers, Segregation, Inmate Grievances and Urinalysis) are in place and work is proceeding on Offender Classification. The project is expected to take 2-3 years to complete.

## 5. CORCAN– SPECIAL OPERATING AGENCY

### Objective

To provide trade-specific work skills training and certification; to maintain working environments comparable to Canadian workplace standards; to provide employment related support and services to offenders up to and during their conditional release to the community; and, to develop in offenders a sense of responsibility, autonomy and self-worth associated with employment.

### Description

Provision of work-related training, work experience and employment related services in accordance with offenders' needs, to facilitate offenders' re-entry into the labour market and reintegration into society.

FIGURE 10: BUSINESS LINE RESOURCE SUMMARY - CORCAN

(Thousands of dollars)	Main Estimates 1996-97		Main Estimates 1997-98		Planned 1998-99		Planned 1999-2000	
	\$	FTEs	\$	FTEs	\$	FTEs	\$	FTEs
CORCAN - Financial Requirements	2,827	315	387	321	(287)	321	(287)	321

### Resource Requirements:

CORCAN operates a revolving fund under terms and conditions approved by Treasury Board. In addition, there is a non-lapsing authority to draw from the Consolidated Revenue Fund of up to \$45 million for the purpose of providing the Agency with its necessary working capital.

A reduction in CORCAN's employee workforce was implemented in 1994-95 and is ongoing. CORCAN reported 346 FTEs in 1994-95, down from 363 the previous year, 317 in 1995-96, and is projecting 315 by the end of fiscal year 1996-97. In 1997-98, this number is anticipated to rise to 321 FTEs, due to an increase in the level of production and sales.

CORCAN's funding will be through the revolving fund, with revenue provided through the sale of CORCAN products and services. Forecast revenues for 1996-97 are \$60,708,000, with no further growth for 1997-98. These figures represent a substantial increase over 1995-96 revenues of \$54,584,472 (11%) and 1994-95 revenues of \$50,683,897 (20%). These increases are largely attributable to major gains in the areas of services and agribusiness, and the addition of a new business line, namely Construction, where inmate labour is employed in building and/or renovating CSC institutions.

Although the volume of production has increased every year except for 1994-95, the number of offenders employed has remained nearly constant. This is because the number of extra jobs created by increased volume is offset by gains in productivity. CORCAN's 1997-98 business plan, to be released in the spring of 1997, will elaborate plans by the Agency to increase employment well beyond 2,000,000 hours of work in 1997-98.

### Roles and Responsibilities

- Provide work while incarcerated.
- Provide work-related training.
- Provide employment experience.
- Provide post-release support for offenders re-entering society.
- Provide products and services to clients to reduce the costs of training and incarceration.

### Key Influences and their Effects

CORCAN has been designed to create a "real-world" atmosphere for offenders. This allows offenders to develop skills and attitudes that ease their re-integration into society. Because CORCAN operates on a cost-recovery basis, it is able to reimburse some of the costs of offender training, therefore reducing the cost to taxpayers.

CORCAN offered approximately 1,700 training positions in 32 institutions in 1995-96, which allowed over 3,000 inmates to participate in CORCAN training. Revenue in 1995-96 increased to \$54,585,000. The Agency recorded a net loss of \$2,506,000 in the fiscal year, 64 per cent lower than 1994-95.

CORCAN is now completing a major cost-containment and rationalization exercise which has reduced expenses in virtually every aspect of the agency's operations. The Agency should reach sustainability in 1998-99.

### Planning Highlights for 1997-98 and Beyond:

#### Performance Expectations

These expectations were contained in CORCAN's 1996-97 Business Plan.

- Increase sales by 10 per cent;
- Increase number of inmate jobs from 1800 to 1900; and
- Continued improvements in fiscal performance through better organization, higher level of expertise in business line operations, and tighter cost control.

#### Task Force On Offender Employment And Employability

A comprehensive review of offender employment and vocational training will commence during fiscal year 1996-97. The terms of reference are currently being developed.

# SECTION III

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## AGENCY PERFORMANCE

### A. SUMMARY OF AGENCY PERFORMANCE

Despite the rising number of inmates, CSC continues to administer the delivery of programs in a cost-effective manner. The number of violent incidents has decreased, both in the institutions and those committed by offenders under supervision in the community, and there has been a dramatic decrease in the number of escapes from minimum security institutions.

Major studies and reviews have been set up to examine those areas with a significant impact on CSC's operations. These include Task Forces on Reintegration (all those activities and processes focused on preparing offenders for release, and their subsequent supervision), Administrative Segregation, Policy Review and Offender Employment and Employability. CSC, together with the NPB, Ministry Secretariat and Correctional Investigator, will be reporting to the Solicitor General on the impact of the CCRA, together with suggestions on how to improve the ability of the Agencies to meet the legislation's objectives.

The Service's National Drug Strategy was implemented to deal with drug use and drug trafficking problems within the institutions; complete implementation of the urinalysis testing program in both the community and the institutions now provides regular information on the rates and trends of drug abuse.

Co-operation with Health Canada has resulted in an effective Tuberculosis screening and monitoring program for both offenders and staff. Work continues on the implementation of recommendations of the Expert Committee on AIDS and Prisons (ECAP), the most recent being the establishment of a bleach distribution program and a pilot project on inmate peer counseling.

Increased emphasis was placed on internal audit with both regularly scheduled and special audits being completed. Among the latter were pre-opening audits of the new facilities and special audits on Inmate Discipline, Special Handling Units, and the Use of Force. A continuing series of financial audits addressed all areas of financial activities including the extent to which appropriate controls and key processes were in place and functioning effectively.

Inmate assessment, both initial and ongoing, has been strengthened by the use of research-validated tools; significant program development has taken place to address special needs groups: not only the Federally-Sentenced Women, but also Aboriginal offenders and sex-offenders.

Construction has been completed at three of the five Federally-Sentenced Women facilities. Two others are nearing completion. In addition, a male aboriginal facility is underway in Alberta, another medium security facility is underway in Ontario, and retrofits and new bed additions to four existing institutions are assisting in managing the ongoing population growth.

Crucial to any operation or activity is the collection, storage and sharing of accurate, complete and timely information. CSC has continued to take advantage of advances in information technology to initiate and improve its information gathering systems. The Offender Management System, an integrated system which automates offender information functions, remains a multi-disciplinary priority.

## B. CORPORATE PERFORMANCE

### PROGRAM COSTS AND PERFORMANCE

Trends related to the control of human and operational resources are represented by:

- Costs of Maintaining Offenders by Security Level in Current and Constant Dollars.
- Offender Population and Full-Time Equivalents (FTE).

The Service continues to contain costs and to administer the delivery of programs in a cost-effective manner.

Cost of Maintaining Offenders in Federal Institutions by Security Level : The following table is a five-year summary of direct institutional costs per offender (i.e. excluding capital, transfer payments and operating costs of headquarters) in current year and constant year dollars. An explanation of the increase in costs for fiscal year 1995-96 is provided on page 53.

FIGURE 11: ANNUAL COSTS PER OFFENDER

Annual Costs – Current Dollars					
	1995-96	1994-95	1993-94	1992-93*	1991-92
Maximum - Male	68,156	62,305	65,371	70,236	69,288
Female	74,965	75,771	78,221	91,753	83,242
Medium	43,399	41,023	40,008	42,155	45,356
Minimum/Farms	45,170	41,894	39,171	36,227	39,801
CCC	32,811	30,255	27,001	28,269	30,392
Average Institutional Cost	50,375	46,351	45,753	47,760	51,814
Parole	9,145	8,550	8,527	9,422	9,726
Annual Costs – Constant Dollars - (1984-85 Base)					
	1995-96	1994-95	1993-94	1992-93*	1991-92
Maximum - Male	47,404	44,032	46,297	50,639	50,723
Female	52,140	53,548	55,397	66,152	60,939
Medium	30,185	28,992	28,334	30,393	33,204
Minimum/Farms	31,417	29,607	27,742	26,119	29,137
CCC	22,821	21,382	19,123	20,381	22,249
Average Institutional Cost	35,037	32,757	32,403	34,434	37,931
Parole	6,361	6,042	6,039	6,793	7,120

\*CORCAN Revolving fund excluded starting April 1, 1992.

Note:

When comparing the average annual cost per incarcerated offender for 1994-95 (\$46,351) and 1995-96 (\$50,375) the total cost has increased by 9.6%, as well as the annual average cost per incarcerated offender (up by 8.7%). This year's increase is mostly due to an expenditure of \$18M for retroactive payments (one time expenditure) in salaries and overtime for equal pay settlement with the professional group of Nurses and a change made to the method of cost calculation. Certain costs such as security equipment (detection), contracts, CORCAN training and correctional activities, officer uniforms and inmate clothing, were previously charged to NHQ (centrally managed). The amount of \$24.2 million has been reallocated at year-end to the sites in order to obtain a cost per offender which includes most direct costs whether they are incurred at the sites or centrally. Without these expenditures, the percentage increase in total cost would be 3% and the percentage increase in the annual average cost would only be 2.3%.

FIGURE 12: OFFENDER POPULATION AND FULL TIME EQUIVALENTS:

	Average Incarcerated Population *	Average Supervised Population**	Average Total Offender Population***	Full-Time Equivalents FTE	FTE/Offender Ratio
1993-94 Actual	13,514	9,357	22,871	10,256	0.448:1
1994-95 Actual	13,913	9,759	23,672	10,455	0.442:1
1995-96 Actual	14,235	9,352	23,587	11,026	0.468:1
1996-97 Estimate	15,267	9,829	25,096	11,386	0.454:1
1997-98 Estimate	15,399	9,759	25,158	11,591	0.461:1

\* 1997-98 includes approximately 360 federal offenders incarcerated in provincial institutions under Exchange of Services Agreements and excludes escapees, bail and temporary detainees.

\*\* Includes Full Parole, Day Parole, Statutory Release, as well as temporary detainees, offenders unlawfully at large and deported offenders.

\*\*\* 1997-98 includes approximately 650 federally sentenced women (incarcerated and supervised).

### RECIDIVISM<sup>3</sup> RATES

Approximately 90% of male and 60% of female offenders admitted into federal custody have a previous record of provincial and/or federal offences, including offences committed as a Young Offender.

In order to measure the impact that eventual release from federal institutions has on public safety, CSC can examine the number re-admitted with a new criminal offence committed while on supervision.

The largest release follow-up to date examined the outcomes of about 43,000 federal offenders, released between 1975 and 1985. This was a long-term study, which followed these offenders until March 1991. Both Full Parole and Statutory Release were examined.

In the 10 years of this study, there were 15, 418 federal offenders released on Full Parole.

- nearly 7 of 8 Full Parole releases (87% or 13,390) were not convicted for a new criminal offence while on Full Parole. (Note: This rate includes 12% revoked for a technical violation relating to the conditions of their parole.)

<sup>3</sup> Recidivism is defined as a return to federal custody for a new offence while on conditional release.



- about 1 of 8 Full Parole releases (13% or 2,028) had their conditional release revoked for committing a new offence.

This research is currently being updated, with results expected early in fiscal year 1997-98.

## REDUCTION IN VIOLENT INCIDENTS

### Institutional Incidents

During fiscal year 1995-96, the total number of major violent security incidents <sup>4</sup> within institutions decreased to 84 from a level of 91 recorded during 1994-95, equating to a rate of 6.0 per 1,000 incarcerated offenders in 1995-96 vs. a rate of 6.5 per 1,000 incarcerated offenders in 1994-95.

Trends include a lower than average number of inmate murders, which decreased to 2 compared to 7 in 1994-95, an average of 5.8 over the previous 5 years, and a significant decrease in escapes from medium security institutions, from 13 in 1994-95 to 5 in 1995-96. Although the number of suicides during 1995-96 (17) was higher than the historical average and an increase from the number of the previous year (14), there was a marked decrease from the unusually high number of 24 during the year 1993-94.

Listed below is a comparison, by category, of the major violent security incidents reported to NHQ for fiscal years 1991-92 to 1996-97. This sub-category of major security incidents includes: murders of staff, murders of inmates, hostage takings, major assaults on staff, major assaults on inmates and major fights between inmates.

**FIGURE 13: MAJOR VIOLENT INSTITUTIONAL SECURITY INCIDENTS**

	91-92	92-93	93-94	94-95	95-96	96-97*
Murders - Staff	0	0	0	0	0	0
Murders - Inmates	4	6	6	7	2	3
Hostage Takings	4	2	6	2	3	0
Suicides	16	11	24	14	17	6
Major Assaults - Staff	2	6	1	6	4	1
Major Assaults - Inmates	62	52	56	57	54	27
Major Inmate Fights	7	11	4	5	4	4
Total	95	88	97	91	84	41

\* The 1996-97 data was collected at the end of November 1996 and represents 8 months of the fiscal year.

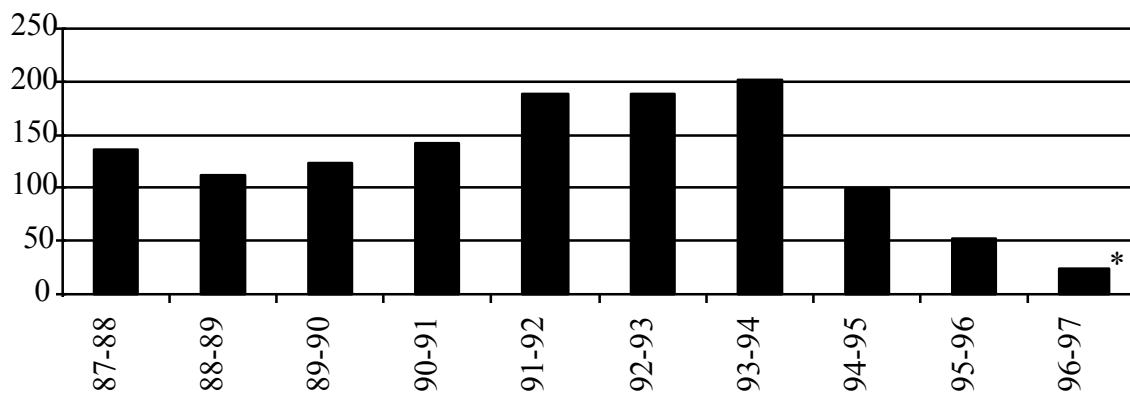
<sup>4</sup> The Service defines major violent security incidents within institutions to include murder of inmates and staff, hostage taking, suicide, major assaults on staff and inmates and major fights between inmates. Within the community, major violent incidents include murder, attempted murder, sexual assault, major assault, hostage-taking, unlawful confinement and armed robbery.

As of September 30, 1996, the rate for the fiscal year was 2.1 violent incidents per 1,000 inmates. This represents the lowest rate in the last five years (same period); i.e., 4.1 in 1991-92; 4.7 in 1992-93; 4.4 in 1993-94; 2.9 in 1994-95; and 3.2 in 1995-96.

### Escapes

There was also a dramatic drop in the number of escapes from minimum security institutions, as depicted in Figure 14. A total of 52 inmates were reported to have escaped from custody (40 escapes) in 1995-96, compared to 98 inmates (83 escapes) during 1994-95. The rate per 1,000 inmates has decreased by 46% over the previous year. (There were 35 escapes as of the end of November 1996).

FIGURE 14: ESCAPES: MINIMUM SECURITY INSTITUTIONS - 1987-88 TO 1996-97



\* The 1996-97 data was collected at the end of November 1996 and represents 8 months of the fiscal year.

### Community Incidents

The total number of violent offences for which offenders were charged while under supervision in the community decreased in 1995-96 to 165 incidents from 256 incidents in 1994-95. This represents a rate of 21 violent incidents per 1,000 conditionally released offenders, the lowest rate in the last five years; i.e. 28 in 1991-92; 26 in 1992-93; 27 in 1993-94; and 31 in 1994-95.

There was a significant decrease to 71 in the number of offenders charged with armed robbery under supervision compared to 113 in 1994-95, and an average of 88 per year over the previous 5 years. Also, there was a marked decrease to 22 in the number of sexual assaults, compared to 49 in 1994-95.

As of November 1996, 120 offenders had been arrested and charged with a serious community offence. Of these offenders, 4 were on Day Parole, 33 on Full Parole and 83 on Statutory Release. The following is a summary of major offences for which federal conditionally released offenders were charged, as reported to NHQ during the period 1991-92 to 1996-97.

FIGURE 15: OFFENDERS CHARGED WITH SERIOUS COMMUNITY OFFENCES WHILE ON CONDITIONAL RELEASE

	91-92	92-93	93-94	94-95	95-96	96-97*
Murders	30	21	16	16	15	7
Attempted Murders	24	17	9	13	15	8
Sexual Assault	48	43	43	49	22	26
Major Assault	39	34	27	25	21	14
Hostage Takings	6	1	4	5	3	0
Confinement	11	19	9	3	5	3
Armed Robbery	64	88	102	113	71	49
Other sensational incidents	15	3	30	32	13	13
Total	237	226	240	256	165	120

\* The 1996-97 data was collected at the end of November 1996 and represents 8 months of the fiscal year.

## C. KEY REVIEWS<sup>5</sup> AND TASK FORCES

During the 1996-97 fiscal year, CSC commenced a number of reviews and Task Forces of major program and operational areas. The CSC will report subsequently on the progress of these reviews and the major impacts on the Service's operations.

### 1. TASK FORCE ON ADMINISTRATIVE SEGREGATION

The Task Force was formed in July 1996 to ensure that the operation of all Administrative Segregation units are in full compliance with the law ; that staff fully understand and respect the law; and that effective management practices are in place to support continuous compliance with the law.

The Task Force is composed of legal, operational and policy personnel from CSC, a member from the Office of the Correctional Investigator, a member of the Secretariat of the Solicitor General and outside consultants.

The Task Force has completed an initial assessment of operating procedures in all administrative segregation units. The purpose of this assessment was to ensure segregation units were in compliance with the law with respect to the activities of segregation review boards and the conditions of confinement under which the inmate is being segregated. Corrective action plans were developed and institutions were given until the end of November to initiate the necessary changes required to ensure compliance with the procedural requirements of the law.

In January - February, 1997, a follow-up compliance audit in every segregation unit will be conducted. A final report is due to be released in March 1997.

### 2. TASK FORCE ON POLICY REVIEW

The Task Force was created to explore the issue of non-compliance and to ensure that clear, concise and consistent direction is provided throughout the Service and that this direction is founded upon the law.

The Task Force was directed to review all Commissioner's Directives to verify consistency with the CCRA and Regulations and to determine and recommend the simplest way to communicate to employees the policies that govern their work. Of special concern was the need to ensure that compliance can be measured.

In the Review, the Task Force was asked to determine the level of detail to be included, identify overlap and duplication, assess the validity of the current policy framework and determine means by which policies and procedures could be better integrated. Finally, the

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<sup>5</sup> Internal Reviews and Audits are reported by Business Line: Pages 62 to 80.

Task Force was asked to address specifically the relationship between training and compliance with policy. The Task Force Report was completed in November 1996.

The following were key findings of the Task Force:

- The policy framework will include Commissioner's Directives, Regional Instructions and Standing Orders. As well, documents such as manuals, codes, guidelines and standards will be replaced by Standard Operating Practices.
- Effective communication and education are critical to sound implementation.
- As law and regulations change, there is a need to ensure that policies are continually updated. Every document will be subject to a mandatory review at least every two years and mechanisms will be put in place to effect such reviews.
- Effective management of controls and monitoring mechanisms will be implemented to ensure accountability.

### 3. TASK FORCE ON REINTEGRATION

Reintegration refers to all of the activities and processes in CSC which are focused on preparing offenders for release, supporting release decision making and managing the risk posed by offenders in the community. Thus, it includes all elements of case management, programming and community supervision.

Recent Auditor General Reports have also identified other areas where CSC could better manage operations; notably:

- a lack of commonly accepted work standards or practices
- a lack of quality assurance procedures
- a lack of performance information
- inadequate management of implementation of changes
- a need for improvement in clarity of case management roles

A number of investigations, audits, inquiries and reviews have also described problems which support the need for CSC to review the management of its current reintegration activities in terms of quality, consistency, compliance and performance measurement.

The problems with the current design of the reintegration activities, combined with the weaknesses in management of these activities, have an impact on the ability of CSC to fully carry out its mandate to safely reintegrate offenders into the community, and lead to non-compliance with the requirement to provide the least restrictive environment possible for each offender, commensurate to their level of risk.

Improvements in these areas could lead to better use of correctional resources and, while enhancing public safety, ensure that the least restrictive correctional option is applied to individual offenders.

The Task Force is to:

- propose what CSC must do to improve its management of its reintegration activities, along with a suggested plan for implementing the improvements;
- propose short term improvements to reintegration processes and activities in order to enhance effectiveness; and
- suggest changes to the current design of the reintegration activities in order to enhance CSC's ability to achieve its objectives.

The Task Force is to complete its report for consideration in January 1997.

#### 4. TASK FORCE ON OFFENDER EMPLOYMENT AND EMPLOYABILITY

A comprehensive review of offender employment and vocational training will commence during fiscal year 1996-97. The terms of reference are currently being developed.

#### 5. INTEGRATION OF OFFENDER MANAGEMENT SYSTEM (OMS) REVIEW

Throughout the Service, there has been ongoing discussion about the ability of the OMS to provide accurate, timely offender information for use by management in decision-making.

The Service has not been receiving full benefits from OMS as it had not been fully integrated into the operations of CSC. Operational managers had not been adequately involved in the development of OMS, nor in its implementation in their facilities which led to a number of implementation issues resulting in data quality problems.

During the last year, the availability of information from OMS and its quality has improved due to a growing recognition of the importance of OMS and the potential benefits of using it effectively.

The Review is anticipated to address the following objectives:

- increase the benefits of OMS, through full integration into operations;
- determine roles and responsibilities related to OMS; and
- develop quality control systems and procedures.

These objectives would be achieved by:

- internal marketing of OMS;
- assisting individual facilities to overcome their implementation problems, particularly modifications to local processes to take full advantage of OMS and reduce duplication; and
- identifying corporate issues that need to be addressed, and bringing them to the attention of senior management.

## 6. CORRECTIONS AND CONDITIONAL RELEASE ACT REVIEW

The CCRA Review is a legislative review involving the Correctional Service Canada, the Ministry Secretariat, the National Parole Board, as well as the Correctional Investigator. Its objective is to provide, by November 1, 1997, a report to the Solicitor General, in preparation for the Parliamentary review of the provisions and operations of the CCRA.

The Review comprises at least 24 areas of CCRA operations which are of interest to both the public and other stakeholders in the criminal justice system . The overall strategy was designed to provide more detailed data on the operation of those provisions of the Act which were new and had a significant impact on offenders, or on the respective agencies (mainly CSC and/or NPB). For those provisions which do not deviate from the past, a narrative analysis of the impact and relevant statistical information will be provided.

Particular attention will be paid to issues which deal with public safety and restoration of public confidence. The review will provide an overall assessment of how the various provisions of the Act work together, as well as recommendations or directions for amendments to the legislation to improve the respective Agencies' ability to achieve the key objectives of the CCRA.

## 7. REVIEW OF INFECTIOUS DISEASES

A coordinated, long-term strategic approach to HIV/AIDS and infectious diseases in institutions is underway. CSC is responding to recommendations of the Jurgens Report, which was a study undertaken by the Canadian AIDS Society and the Canadian HIV/AIDS Legal Network. Recommendations of the Report include issues of confidentiality, prevention education, health care, treatment and support, drug policy and federal/provincial cooperation. A working group comprised of internal and external experts is being established to review proposed program and policy options based on analysis of data and results of consultation.

It is expected that CSC will provide a comprehensive response by the end of March 1997.

In addition, a federal-provincial working group, headed by CSC, will establish means for better collaboration between federal and provincial jurisdiction in addressing issues with respect to HIV/AIDS, such as; the provision of health care to infected persons, the protection of human rights, and the potential risk to public health.

## 8. WORKING GROUP ON SEX OFFENDER PROGRAMS

The Standards and Guidelines developed by the Working Group on Sex Offender Programs will be implemented starting fiscal year 1996-97. The Standards and Guidelines will be evaluated during 1996-97 by means of a self-audit checklist. A formal external audit against the Standards and Guidelines will be completed during fiscal year 1997-98.

## D. HIGHLIGHTS OF PERFORMANCE BY BUSINESS LINE

### 1. CORRECTIONAL OPERATIONS

FIGURE 16: 1995-96 FINANCIAL PERFORMANCE - CORRECTIONAL OPERATIONS

(Thousands of Dollars)	1995-96 Actual	1995-96 Main Estimates	Change
Health Care	100,878	68,112	32,766
Offender Management	427,683	466,839	(39,156)
	528,561	534,951	(6,390)

The explanation of changes between the Main Estimates and the actual expenditures for 1995-96 have been consolidated and presented on page 97.

#### National Drug Strategy

The National Drug Strategy to deal with increasing drug use and trafficking problems in the Service's institutions began implementation in 1995-96. This Strategy focuses on detection, control and programming.

- A review of best practices in Canada by both federal and provincial corrections was completed and a number of the practices have been incorporated into CSC's Drug Strategy.
- A review of all policy and legislation was completed to ensure that there was consistency in CSC's approach to issues relating to drug consumption and trafficking. A Commissioner's Directive was developed and approved.
- A communication strategy for the institutional drug strategy was developed and implemented. It included the development of a pamphlet, posters and a video centred around the trafficking of drugs into a federal compound. The intent of the video was to be pro-active in providing information to visitors as to the negative consequences of bringing drugs into the institutions for themselves, the offenders and the staff.



- A community drug strategy to deal with issues related to drug use and trafficking by conditionally released offenders was developed as part of the strategy to manage offenders with substance abuse problems while in the community without putting the community at risk.

### Urinalysis

- Implementation of urinalysis testing in the institutions and the community was completed.
  - In 1995-96, an average of 2,700 samples per month were analyzed nationally, compared to the 500 samples analyzed monthly in 1993.
  - In 1993, the positive rate was approximately 31%, compared to a positive rate of 15% for 1995-96.
- A revision of one of CSC's internal policies was undertaken to allow the testing of three new types of drugs, to define the testing procedures for diluted/adulterated urine samples, and to make minor changes to the random selection procedure in order to reflect operational needs. (Implementation of those new procedures is in progress).

### Community Corrections

Over the last 2 years, Community Corrections within the CSC has been spearheaded by the National Community Corrections Council (NCCC). The objective of the Council is to enhance the contribution of community corrections to assist in the safe reintegration of offenders into the community at the earliest opportunity, in accordance with the CCRA. The Council promotes the development, implementation and consistent application of the most efficient and effective practices in community corrections throughout the country.

- In September 1995, the NCCC approved the implementation of a revised process that brings the community risk/needs assessment into line with the approach used in Offender Intake Assessment. This achieves greater consistency and efficiency through the integration of risk assessment and correctional planning. The new process will introduce the integrated approach to risk/needs assessment and correctional planning to both the community and the institution.
- In November 1995, the Service approved the Community Drug Strategy to complement and be integrated into the National CSC Drug Strategy. This strategy was developed by the NCCC in response to the need for an integrated and consistent approach to substance abuse by offenders in the community.

### Health Services

Health promotion and illness prevention are primary activities for CSC Health Services staff. CSC Health Services is committed to the delivery of education on the causes of infectious disease, particularly HIV/AIDS, and how to prevent them at the time of reception to institutions.

A Health Promotion Package consisting of 18 modules about diseases such as Hepatitis A, B and C, HIV, and Tuberculosis, and healthy choices, nutrition and birth control has been made available to all regions.

- In response to a recommendation of the Expert Committee on AIDS and Prisons (ECAP) (1994), a national bleach kit distribution program was implemented in 1996, based on a pilot project that was conducted at Matsqui Institution (British Columbia). This is a harm reduction measure whose objective is to reduce the transmission of HIV and possibly Hepatitis C in institutions by providing inmates with the means to disinfect, with bleach, needles and syringes.
- The ECAP recommended that inmates should be encouraged to develop and should be assisted in delivering their own peer education, counseling and support programs. To this end, CSC supported an Inmate Peer Health Promotion Worker Pilot Project at Dorchester Penitentiary in New Brunswick. This project commenced in February 1995 under the sponsorship of AIDS New Brunswick. The goal was to put in place a peer HIV education program which will increase knowledge about HIV/AIDS by inmates so that they understand what persons living with HIV/AIDS have to deal with and how they can help protect their own health by reducing high risk behaviours.
- In the area of the prevention and control of Tuberculosis (TB), as of the end of October 1996, 10,421 tests had been given to inmates. As of the end of November 1996, five (5) cases of active TB had been diagnosed and treated.
- Every new offender is offered immunization and CSC Health Services at National Headquarters made a bulk purchase of 11,000 vials of vaccine in fiscal year 1996-97. As of the end of October 1996, 47 new cases of Hepatitis B had been reported.

#### Internal Audits/Reviews Conducted in Correctional Operations:

Several internal audits were completed in the area of Correctional Operations in 1995-96. Some of these audits were completed as scheduled, while others were conducted at the request of Senior Management. All of the recommendations contained in the reports are being addressed by management through the development of corrective action plans.

1995-96:

#### Pre-Opening Audits of New Facilities

Several of these audits were conducted in 1995-96, including a review of Grand Cache medium-security male institution, a review of the Healing Lodge for aboriginal female inmates, and a review of Edmonton and Nova facilities for female offenders. The purpose of the audits was to identify any deficiencies and to ensure the facilities were ready to operate in their designated capacity as federal institutions.

### Review of Inmate Discipline

The purpose of the review was to assess the inmate discipline program as part of the rehabilitation process and to examine the program in terms of compliance to legislation and policy. The process of the program, the management systems involved and the costs were also examined.

1996-97:

### Pre-Opening Audits of New Facilities

Pre-opening audits were conducted on facilities, opening or re-opening in 1996. These included a reviews of Grand Valley facility for women in Kitchener, Ontario, and a follow-up to the pre-opening audit completed in 1995 on the Edmonton Facility for Women. The objective of these audits was to identify any major deficiencies and evaluate the overall operation to ensure the facilities are ready to operate prior to the arrival of inmates.

### Audit of the Special Handling Units (SHUs)

This national audit of the Special Handling Units was conducted as part of a two-tiered strategy to provide an in-depth analysis of the operation of the two Special Handling Units. It addressed the accountabilities and completed an analysis of issues in relation to the operation of the SHUs, including those identified in the Annual Report completed on the operation of the SHUs. The audit report presented recommendations relating to deficiencies in the operation of the Units, as well as the operation of the National Review Committee.

### The Audit of the Use of Force (underway)

The review of the Use of Force is being conducted as part of the 1996-97 audit schedule. The review is examining issues related to training, certification and re-certification of Emergency Response Team Members, the application of force, the reporting of incidents of use of force, and investigations by institutional management of incidents involving force. These issues are being examined at the national, regional and operational levels of the Service.

Details of the above audits and reviews are available from the Performance Assurance Sector, NHQ.

## 2. CORRECTIONAL PROGRAMS

FIGURE 17: 1995-96 FINANCIAL PERFORMANCE - CORRECTIONAL PROGRAMS

(Thousands of Dollars)	1995-96 Actual	1995-96 Main Estimates	Change
Education and Personal Development	46,288	42,764	3,524
Occupational Development and Employment	36,869	36,775	94
Spiritual, Social, Cultural and Special Needs Offenders	24,735	22,725	2,010
	107,892	102,264	5,628

The explanation of changes between the Main Estimates and the actual expenditures for 1995-96 have been consolidated and presented on page 97.

### Restorative Justice and Dispute Resolution

- National leadership for Restorative Justice and Dispute Resolution was established within CSC. Activities include victim-offender reconciliation projects and the development of informal conflict resolution processes to be used within institutions. CSC participated with other federal departments and jurisdictions in the development and support of several community based Restorative Justice projects.

### Chaplaincy

- Community Chaplaincy: Community partnerships have been developed, an adequate level of departmental funding has been secured, and leadership and support continues. A two-part evaluation study was undertaken which revealed a dynamic connection between resources provided by government and resources available in the community .
- Quality Chaplains: A religious education program dealing with non-violent relationships was developed and chaplains were trained in its use. Research was undertaken into prison marriages in order to determine appropriate support strategies.
- International Links: CSC chaplaincy hosted the International Prison Chaplains Association World Wide Conference III in August of 1995 with close to 300 participants from 80

countries. It now provides leadership on the steering committee of the IPCA. It was represented at the first consultation on prison chaplaincy in the Ukraine in October 1996.

- Restorative Justice Week: Community, Victims and Prisoners: This public education event was renamed from Prisoner's Week, and expanded to include materials and sponsorship by 5 different faith groups. Educational resources are distributed to over 350,000 members of the faith communities of Canada. Canada assumed responsibility for developing the materials for international use.

### Federally Sentenced Women

- Over 1995-96, transitional work towards the opening of the new regional facilities for Federally Sentenced Women (FSW) continued. Staffing and staff training was completed and three of the new facilities commenced operation during the latter part of the year: the Okimaw Ohci Healing Lodge in Saskatchewan; Nova Institution for Women in Nova Scotia; and, the Edmonton Institution for Women in Alberta.
- At Kingston's Prison for Women, a transitional program was implemented to ensure that staff and inmates were fully informed of the status of the FSW Initiative and that the inmates were prepared for the community living model at the regional facilities through courses in cooking, budgeting and problem-solving.
- The continued, significant increase in the federally sentenced women population (from approximately 240 incarcerated inmates in 1989 to 329 in July 1996), resulted in the construction of an additional house at Nova Institution in fall 1995.
- Program development was initiated in two key areas: community corrections and mental health. A number of background papers were prepared on various aspects of community services for federally sentenced women, including a field survey of existing services which involved all parole offices and external agencies such as the Elizabeth Fry Society. This exercise culminated in a national three-day workshop in March 1996 on developing a community strategy for federally sentenced women. The workshop was attended by CSC and external agency staff.
- With respect to mental health needs, several activities were completed: a session with external experts on violence by women and understanding women's anger in July 1995; a preliminary study in summer 1995 of a portion of the high need FSW population, which suggested that there appeared to be some female offenders who would require an intensive level of therapeutic intervention, followed by; a comprehensive needs assessment conducted during late winter 1996 of all high risk inmates in federal custody. This comprehensive assessment, the Rivera Report, concluded that some women are not able to function in the community-living environment of the new facilities at this time and recommended that CSC implement intensive treatment programs in a secure environment.

Other key activities included:

- the preparation of information for The Commission of Inquiry into Certain Events at the Prison for Women in Kingston, which focused on the new female facilities; and,
- the preparation of background data and analysis for the Self Defence Review (review of cases of homicide committed by women in response to abuse from the victim) launched by the Department of Justice.

### Substance Abuse

- CSC's national moderate-intensity substance abuse program, the Offender Substance Pre-Release Program, was modified and implemented for delivery to long term offenders.
- A Classification Study commenced and should be completed by the end of 1996-97. This study looks at the intensity levels and indicators of quality assurance of all substance abuse programs offered by CSC.

### Family Violence

- Funding was used to continue existing programs and expansion to additional sites. CSC completed the Review of Program Development - Treatment Demonstration Projects. These findings and the program manuals developed as a result of the demonstration projects were used in 1996-97 to develop new offender family violence intervention programs.
- Research included a study related to partner experience of private family visits. This research was the impetus for creating awareness programming for offender partners during visits.
- CSC continued to fund both institutional and community programs of varied intensity including awareness, pre-treatment and treatment programs. The focus has been on ensuring that offenders have access to programs where needed.

### Volunteers

A survey undertaken by CSC in 1994 indicated that there are approximately 10,000 volunteers involved with CSC. Many of these volunteers are one-time only volunteers, who take part in sporting events, choirs, or visits during the Christmas season. Others (approximately 3,000) provide on-going services, such as tutoring, participation in Alcoholic or Narcotic Anonymous programs, citizen's escort services, etc. They enhance and support the services and programs offered, provide positive role modeling for offenders, become informed communicators in the local community, and give objective feedback about the institution or community parole office.

A current focus (and challenge) of the volunteer program is to include more volunteers from multi-cultural communities, reflective of the cultural profile of the offender population.

- Subsequent to the above-noted survey, a report on volunteers in corrections presented several recommendations to improve the recruitment, training, evaluation and recognition of volunteer services to CSC.
- To address these recommendations, a program dealing with volunteers was set up at National Headquarters to oversee the implementation of the volunteer program nationally, and provide assistance and advice to management and line staff on the effective use of volunteers. A focus group has been established, consisting of representatives from each region, as well as members from each sector or division implicated in the management of the volunteer program (policy, training, chaplaincy, information systems, community programs and communications). Communication links with the community are being established, including members of multi-cultural groups and with partners in the criminal justice system.

## Sex Offenders

### National Standards and Guidelines

- A National Committee was established to produce a set of National Standards and Guidelines for the Provision of Services to Sex Offenders. Subsequent to considerable consultation with service providers, legal services, unions, and offenders, among others, these Standards and Guidelines were approved in March 1996.
- The Standards and Guidelines document provides a strong National approach to the management of sex offenders. This document provides guiding principles, standards (ethics) for service provision, and guidelines on assessment, treatment, research, evaluation, and accountability. This is the first time that provision of services to sex offenders will be guided by a document which outlines best practices and standards when intervening with sex offenders.
- In order to maximize treatment gains and cost effectiveness, the match between offender risk, needs and programs is essential. The Standards and Guidelines specifically refer to the requirement to match risk and need with program intensity. This document not only provides strong consistency across federal institutions in the theoretical approach to sex offenders, but will also provide consistency in many of the practical therapeutic elements.
- As a result of the implementation of these Standards and Guidelines, CSC will be required to provide pertinent information on risk, need, and motivation for treatment of sex offenders. This will allow decision-makers to match the offender with a program of appropriate intensity, duration and security level, resulting in enhanced public safety.

## Aboriginal Sex Offenders

- There is a growing concern about the appropriateness of culturally relevant programming for sex offenders within corrections. Different Aboriginal studies and symposia have supported the concept that Aboriginal sex offenders need assessment and treatment that is culturally and spiritually appropriate, and that culturally specific treatment should enhance treatment efficacy. Several research initiatives were completed during 1995-96, proposing culturally distinctive programs for Aboriginal sex offenders. Aboriginal program initiatives were established in both the Prairie and Pacific regions, while other regions have also supported Aboriginal programs.

## Initiation of Pilot Aboriginal Sex Offender Treatment Initiatives

- In response to advice from the Service's Aboriginal Advisory Committee, pilot Aboriginal sex offender treatment projects have been initiated in five medium security institutions. These treatment initiatives seek to utilize traditional Aboriginal healing techniques, supported by modern methods, and address the factors of their offending.

## Studies conducted by Sex Offender Programs completed in 1995-96

- The Review of Sexual Assaults and Forcible Confinements (August 1995) summarized the information related to hostage-takings (1993-95) of CSC staff. The study recommended changes in prevention, staff training, negotiation, and reporting of incidents.
- Hostage-takings of CSC Staff was completed. In six of the eight hostage-takings in the study, the motive was sexual assault. The purpose of the study was to investigate the immediate and ongoing impact of hostage-takings on correctional staff. One of the applications of the study was to determine how CSC could intervene in the most humane and effective way to help prevent and/or help staff members cope with these incidents.
- Aboriginal Sex Offenders - A Literature Review Study was completed. The objective of this report was to contribute to the development of a treatment strategy for Aboriginal sex offenders. The report provides information on Aboriginal sex offender treatment as well as the provision of insight into more general Aboriginal issues within both community and correctional contexts.
- Case Studies of Female Sex Offenders in the Correctional Service of Canada described research into the current female sex offender population. The study concluded that assessment and treatment issues should be addressed in light of the women's motivational differences.



## Aboriginal Offenders

### Regional Consultations on Section 81 of the Corrections and Conditional Release Act

- Section 81 of the Corrections and Conditional Release Act (CCRA) enables the Solicitor General to enter into agreements with Aboriginal communities for the care and custody of Aboriginal offenders. In order to satisfy Aboriginal community interest in the provision and to stimulate further interest, a series of community consultations has been held. Others are planned to take place within the current fiscal year. The ultimate objective is to achieve a series of agreements with Aboriginal groups for the provision of services to both inmates and offenders on conditional release. Such agreements would be a positive response to the recommendations of numerous federal and provincial inquiries and studies that call for more culturally appropriate programs and correctional services for Aboriginal offenders.

### Development of a Self-Healing Workbook for Aboriginal Offenders

- The Service commissioned the development of a self-healing workbook for Aboriginal offenders. The workbook provides instruction in traditional Aboriginal healing processes and takes the offender through a series of exercises designed to help him or her examine negative life experiences, such as terms in residential schools and dysfunctional families, that cause many problems in contending with life's difficulties. The workbook can be used by individuals, small or larger groups and is expected to be particularly useful in institutions with small Aboriginal inmate populations. It can also be used by offenders to help them set up support groups in their communities.

### Pilot Integrated Treatment Approach for Aboriginal Offenders

- An integrated treatment program for Aboriginal inmates has been piloted in the Ontario region. The initiative involves the application of addictions treatment, life skills and academic instruction, with integration and reinforcement of learned skills throughout the six weeks of treatment. In addition, the integrated approach may have a more lasting positive effect than treatment programs delivered independently.

### 3. TECHNICAL AND INMATE SERVICES

FIGURE 18: 1995-96 FINANCIAL PERFORMANCE - TECHNICAL AND INMATE SERVICES

(Thousands of Dollars)	1995-96 Actual	1995-96 Main Estimates	Change
Materiel Management and Institutional Services	96,620	92,171	4,449
Engineering and Maintenance	63,742	66,386	(2,644)
Construction	148,472	153,377	(4,905)
	308,834	311,934	(3,100)

The explanation of changes between the Main Estimates and the actual expenditures for 1995-96 have been consolidated and presented on page 97.

#### Construction, Engineering and Maintenance

##### Offender Accommodation:

- Three of the five facilities for Federally Sentenced Women were opened in Edmonton, Alberta; Truro, Nova Scotia; and Maple Creek, Saskatchewan. Two others in Joliette, Quebec and Kitchener, Ontario are nearing completion.
- The major retrofit program at Dorchester Penitentiary, which consisted of a complete refurbishing of cell blocks, adjacent program spaces and the administration block (in which visits take place) was completed.
- The construction of a male aboriginal facility in Calgary, Alberta commenced and will be completed in 1996-97.
- The construction of a major new medium security institution in Gravenhurst, Ontario commenced. It is scheduled to be completed early in 1998.
- New beds were added to four existing male institutions - Westmorland (Atlantic), Pittsburgh and Bath Institutions (Ontario), and Rockwood Institution (Prairie).

## Environment:

- In-vessel composters were installed at eight institutions to reduce the amount of waste sent to landfill sites.

## Information Management

The availability of accurate, complete and timely information is an essential element in the achievement of the Service's objectives. A number of advancements have been made in information technology which support the Service's objectives and a number of initiatives were undertaken or advanced in this area.

- **The Information Distribution Project:** This project was undertaken to promote the effective delivery of electronic information within the Service and to enable the sharing of information with other government departments and the public. This initiative implements four vehicles for information distribution: a) Internet provides access to CSC Information;  
b) Intranet provides internet-like access to CSC electronic information that is restricted to CSC users; c) access to the GTIS PubliService; and d) CD-ROM. Information distribution functions contained in the existing Executive Information System and Office Automation package will be migrated to the Intranet. A pilot of the Intranet was completed and the plan for its national implementation was prepared.
- **The CSC Data Warehouse:** This project was initiated to provide improved management reporting for the information in all corporate systems. The initial version of the Data Warehouse, which replaces the existing OMS Management Information Component, was piloted with a limited number of users at National Headquarters and in the Prairie Region. New releases will provide information integration with other corporate systems such as CDFS and Peoplesoft.
- **Offender Management System (OMS):** This system is an automated, integrated information system linking three entities of the Solicitor General (the CSC, the NPB, and the RCMP) in order to collect, share and consolidate offender related information in a timely fashion. The OMS automates the following offender information functions: Offender Intake Assessment; Penitentiary Placement; Case Management (both CSC and NPB); Sentence Management; Security; and Programs.
  - In 1996-97, two releases of OMS were implemented which included a technical upgrade to enable OMS to operate on CSC's new higher performance Alpha computers, improvements in the area of Inmate Grievances, Administrative Segregation and the interface with Citizenship and Immigration Canada as well as numerous minor enhancements. The installation of the Visual Identification Processor (VIP) system continued with full implementation expected by the end of 1996-97.

- Corporate Acquisition Management System (CAMS). This system integrates the requisitioning, electronic authorization, financial commitment, procurement, receipt, payment, inventory and disposal of goods. The emphasis this year has been to develop an interface to automatically post CAMS financial transactions to CDFS and to complete the requirements for the Contract Administration, Asset Management, Service Contracting, Institutional Services and a National Depot. In addition, the proportion of managers entering transactions into CAMS was increased from 40% to 65%.
- Information Technology Security. In 1995-96, significant accomplishments were made with the completion of Chapter 4 of the CSC Security Manual to be compliant with RCMP and Treasury Board IT security policy.
- The Common Departmental Financial System (CDFS): This system is a comprehensive on-line financial management and reporting system that includes a general ledger, electronic authorization and payment function, an on-line interface to CSC's Corporate Acquisition Management System (CAMS) and a user-friendly managers' reporting module. CDFS has been successfully operating at NHQ since April 1996 and is on schedule for full implementation at all CSC sites for April 1, 1997.

## 4. MANAGEMENT AND ADMINISTRATION

FIGURE 19: 1995-96 FINANCIAL PERFORMANCE - MANAGEMENT AND ADMINISTRATION

(Thousands of Dollars)	1995-96 Actual	1995-96 Main Estimates	Change
Corporate Services	35,138	23,456	11,682
Management Services	119,795	99,965	19,830
	154,933	123,421	31,512

The explanation of changes between the Main Estimates and the actual expenditures for 1995-96 have been consolidated and presented on page 97.

### Consultation and Public Participation

- During 1995-96, the Service continued its efforts toward enhancing public understanding through: the production and support of information-sharing publications such as Let's Talk/Entre Nous, CONTACT, Basic Facts About Corrections in Canada; through joint public awareness initiatives, such as contributing to the development of public-directed information highlighting government, Justice and Service policy initiatives (i.e., high/low risk offenders, CSC's gangs and organized crime, drug strategy, information to victims, and sentence review); developing strategies for public education through meetings with justice partners such as the National Parole Board, Justice and the Solicitor General; providing information and obtaining public support for various initiatives.

### Communications Planning and Media Relations

- During 1995-96, the Service continued its efforts to promote access by the media to its institutions and parole offices with a view to enhancing the public's understanding of the Service, its policies, programs and operations. Media access was granted to some journalists to spend from a few days to a week inside some minimum-security institutions to live with offenders and experience, first hand, the realities of incarceration.
- The Service also continued to pursue a proactive media relations approach, through improved communications planning in support of the release of reports by Boards of Investigations into serious incidents caused by offenders, either in institutions or in the community.

## Human Resources

- Recent reports from Central Agencies, which cover the period between April 1, 1994 to March 31, 1996, indicate that CSC either achieved or surpassed its recruitment and promotion targets for women and Aboriginals. CSC achieved its promotion targets for employees belonging to visible minority groups.

## Anti-Harassment Program

- CSC continued its efforts to create a workplace free of harassment and discrimination. A three-day national conference involving CSC regional Anti-Harassment (A/H) coordinators was convened for this purpose in June 1995. In October 1995, a study on the nature and extent of harassment and other forms of discrimination of male employees in the Ontario region was completed. The results of the study called for a continuation of current policies and the addition of new procedures to better deal with all forms of harassment in the workplace.
- In December 1995, the Service contracted Training and Development Canada to incorporate its half-day A/H training module for non-supervisory staff as part of the CSC A/H training program. Courses such as “Front Line Leadership” and “Helping Others Succeed” were delivered in the regions to ensure that supervisory staff have the required skills and abilities to assist them in resolving personnel problem situations.

## Occupational Safety and Health

- The Service continued to work toward the development of a non-smoking policy that must comply with the Non-smokers’ Health Act and Regulations and that is seen to be fair to smokers and non-smokers alike.

## Training and Development

- Much activity continued to surround the training of Correctional Officer recruits with the approval of the hiring of casual correctional staff. The five regional Staff Colleges have been delivering the Correctional Training Program (CTP) to capacity during the last 18 months. The restructuring of CTP did not alter the content but analyzed the modules to determine which information-based modules could be converted initially to Self-Directed Learning Modules (SDL) for later conversion to Computer-Based-Learning Modules. Sixteen new SDL modules were developed and added to the existing ones. The CTP now consists of 29 Self-Directed-Learning modules that can each replace or supplement the 48 classroom lesson plans.
- A 10-day modularized Women-Centered training was developed and delivered to all the staff at the Regional Federally-Sentenced Women (FSW) facilities including the Healing Lodge. The course was also designed for delivery to National Parole Board members, parole officers and community volunteers.

- Final development of Crisis Management Training and the continuing development of Crisis Negotiation took place during the 1996-97 fiscal year, to update the training that managers receive in handling crisis situations in the institutions and the community.
- The Case Management Orientation Course is currently being re-developed and was successfully piloted in September 1996. The re-designed course on Basic Case Management focuses on the practical aspects of the Case Management Officer's work as it applies to the assessment, re-assessment and management of risk. Legal obligations are also being incorporated throughout this five-day course, with the themes of analysis, communication and monitoring with appropriate interventions.
- CTP underwent a cursory review after The Arbour Report in order to assess legal knowledge provided. As part of the Proposal for Legal Education, the CTP will undergo revisions to highlight legal responsibilities under the CCRA. A curriculum is currently being developed in the area of Legal Education and will be delivered shortly for both managers and staff.
- A comprehensive self-directed learning module was developed on the issues related to Federally-Sentenced Women.
- Risk Assessment training was delivered to the Correctional Officer population in each of the regions.

## Research

- The Research Branch began development of the Service's Internet Site late in 1995-1996, and the world wide Internet community started to access this site during 1996-97. Listed on the home page are: Office of the Commissioner, Research Publications, Community Corrections, Contact and Federally Sentenced Women and an International Corrections Site, which links the user to a Corrections Connection Network. A popular place to visit the Service on the internet is Forum on Corrections Research publications, followed by Research Reports and Briefs.
- During 1995-96, Research had taken a major role in the development of new assessment technology in the Service. This has led to a new appreciation of offender assessment. Substantial gains in assessment procedures were realized by the full implementation of research-based tools including: the Community Risk/Needs Management Scale, Custody Rating Scale, Statistical Information on Recidivism Scale, Computerized Lifestyle Assessment Instrument (substance abuse treatment assessment) and the Offender Intake Assessment process. These assessment tools focus on linking offender characteristics with appropriate programs and services. In addition, a research-based curriculum for comprehensive risk assessment training was developed and delivered across the Service and National Parole Board.
- Research has also provided expert advice in the development of assessment methods for monitoring the progress of offenders who have received programming. Cognitive Skills

Training and other Living Skills Programming (such as Parenting Skills Training), Adult Basic Education, Substance Abuse Programming, Family Violence Programming, and Sex Offender Treatment have all been shaped by the input of research.

- A major federal inmate survey was undertaken as a way to gather important information on a variety of topics such as program participation, out-of-cell utilization and other aspects of inmate behaviour.
- Research was also an invaluable resource in the development of offender reintegration programming. It has contributed by identifying groups of offenders who are most likely to benefit from specific types of programming and studying the correctional effectiveness of program targets. A major review was completed on the impact of cognitive skills training on the reintegration of offenders into the community.
- In addition to research reports and briefs, the Branch publishes a quarterly magazine (Forum on Corrections Research). Themes completed in 1995-96 included 'The Family Side of Corrections', 'Offender Treatability' and 'Employing Offenders'. During 1996-97, the following Forum on Corrections Research themes were published: 'Managing Sex Offenders', 'Effective Correctional Programming' and 'Offender Classification'.

#### Internal Audits/Reviews conducted in Management and Administration

A number of internal audits were conducted and completed in Management and Administration, as scheduled, during 1995-96. The recommendations stemming from these reports are addressed by management through the development of corrective action plans.

1995-96:

##### Financial Audits

Audits conducted in 1995-96 resulted in a number of recommendations regarding the way finance operates throughout the Service.

- The series of financial audits, commenced in 1994-95 at the request of the Service's Executive Committee, were continued in 1995-96. The reviews completed in 1995-96 included the penitentiaries of La Macaza, Drumheller, Millhaven and Bath; and the Pacific Region District Parole Offices. During these reviews, all areas of financial activities were assessed, including the extent to which controls and key processes were in place and functioning. The principle references for the reviews included: compliance with the requirements of the Financial Administration Act, the Financial Administration Manual, Central Agencies, and the Service's policies and procedures.
- Year-end Spending - The objectives of this review focused on individual transactions or categories of transactions pertaining to discretionary expenditures. The review included expenditures incurred between mid-February to March 31, 1995, including Payables At



Year-End (PAYE), that were the most significant relative to the total year-end departmental discretionary expenditures, and/or most at risk with respect to not complying with the Financial Administration Act or not obtaining Value for Money.

- Clustered Financial Service - The overall objective of this review was to assess the degree of progress achieved from clustering financial services as an alternative method for service delivery. The results of efforts in the delivery of clustered service (e.g. actual savings and effectiveness of service delivery) were also examined, as well as the effects, if any, that clustering had on the financial function within institutions. The impact on the financial management accountability of managers was also reviewed as per the standards in CSC's Financial Management Accountability.

### Acquisition Cards

This review was undertaken to determine the effectiveness of administrative controls and policies in dealing with acquisition cards, as well as to evaluate the efficiency of using acquisition cards to make low-dollar-value purchases. In particular, the review determined if Treasury Board and CSC procedures for safeguarding acquisition cards are understood and acted upon, and if financial procedures are in place and acted upon to ensure the appropriate use of acquisition cards. The benefits and drawbacks of acquisition cards in relation to other CSC procurement procedures were also examined.

### Corporate Acquisition Management System (CAMS)

The CAMS is a comprehensive automated system that allows the Service to electronically link day-to-day materiel management activities with corresponding financial operations. This review involved an examination of the different areas of the System such as, security controls, testing methodology, problem management, systems documentation and training; and the extent to which the Service's procurement and payment processes take advantage of the CAMS features.

### Inquiry of Inventory Control within Materiel Management and Food Services Departments of Saskatchewan Penitentiary

This review was completed at the request of the Prairie Region and included an assessment of the operations of the Kitchen and Stores in Saskatchewan Penitentiary. Items examined during the audit included inspections of deliveries from Stores to the Kitchen, the supervision of inmates working in the Stores areas, and periodic checks between the Stock On Hand and the information on the inventory records. Six recommendations stemmed from the review. These were submitted to the Regional Headquarters in the Prairie Region for action.

### OMS Audit Trails

This review examined the use of computer-generated audit trails within the Offender Management System (OMS). A computer-generated audit trail is one of many methods to ensure effective security of an automated information system such as OMS. The review examined many of the broader access

and security issues that must be considered in tandem with the issue of audit trails, but primarily focused on the data elements contained in previous OMS Releases.

### Storeroom Operations

This review was confined to Storeroom operations in National Headquarters. The objective was to determine whether present procedures provide an effective safeguard against misuse of government money or property and, if not, to suggest alternative courses of action to be considered. The review involved Storeroom operations and associated materiel control procedures, and a sufficient review of related systems and procedures to ensure a proper perspective on the overall operation.

1996-97:

A number of internal audits were completed, or are in process of being completed, in Management and Administration as scheduled during 1996-97.

### Financial Audits

Two of these audits were part of the series of financial audits implemented at the request of the Service's Executive Committee in 1994. The reviews completed in 1996-97 included Stony Mountain Institution and Regional Reception Centre in Quebec. These reviews cover all financial areas, including the extent to which controls and key processes are in place, functional and in compliance with all Central Agency and CSC policy and procedures.

### Audit of Official Languages (underway)

This audit was conducted as one in a series of reviews to be completed on aspects of the Official Languages Program on an annual basis. The objectives of the review included: monitoring the plans and time frames in place to correct official language data in the Departmental Personnel Management System; measuring the extent to which the new official language identification form is used in institutions; reviewing the Intake Assessment component of the Offender Management System to determine whether accurate records on Offenders' preferred official language is captured; and following-up on the nation wide review undertaken by Commissioner of Official Languages on active service to the general public.

### National Review of the Casual Employment Program (underway)

The objectives of this review were: to assess the level of compliance to Treasury Board and CSC's policies on casual employment; provide assurance that current CSC procedures are not subject to major criticism by the union or staff members; assess the extent of monitoring being performed to provide assurance that CSC derives the expected benefits from this program; and, determine if the employees involved in the program are satisfied with the way the program is running at the institutional level.

Details of the above audits and reviews are available from the Performance Assurance Sector, NHQ.

## 5. CORCAN: SPECIAL OPERATING AGENCY

### Research

Research on the post-release outcome of offenders indicates that offenders who worked six months or more with CORCAN are less likely to reoffend. This research, reported in *Forum on Corrections Research* in January 1996, suggested that participation in CORCAN had a significant effect on recidivism.

### Front Line Leadership Training

Research carried out by CORCAN has indicated that the leadership characteristics of shop supervisors have a significant effect on the quality of the employment experience of participating offenders. This research has led CORCAN to implement a three-phase employability skills project. This project will: give all CORCAN instructors training in leadership skills; evaluate the performance of offenders based on CORCAN's employability skills standards; and strengthen links among CORCAN staff and CSC's programming and case management staff.

### Private Sector Alliances

Alliances with private-sector business are expected to create increased employment in CORCAN worksites in 1996-97. An agreement signed in 1996 will allow the opening of four data entry shops in institutions and allow for offender employment increases of 30 per cent per year for the next three years.

### Business Line Restructuring

1996-97 marked CORCAN's first year of operation by business line (Agribusiness, Construction, Manufacturing, Services, and Textiles). This restructuring will allow increased specialization and expertise in CORCAN's chosen businesses, leading to improved business performance through more efficient cost control and greater market penetration.

# Section IV

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## Supplementary Information

### 1. PROFILE OF PROGRAM RESOURCES

FIGURE 20: CSC ORGANIZATION CHART

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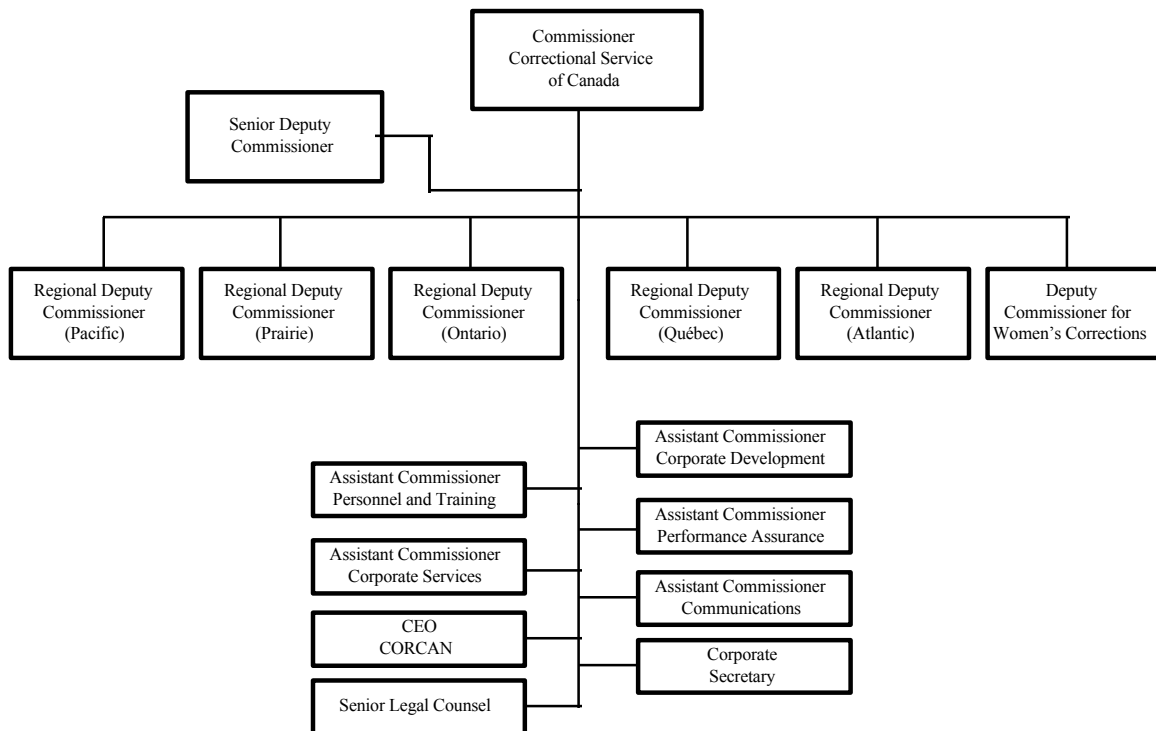


FIGURE 21: DETAILS OF FINANCIAL REQUIREMENTS BY OBJECT (EXCLUDING CORCAN REVOLVING FUND)

(Thousands of Dollars)	Estimates 1997-98	Estimates 1996-97	Actual 1995-96
<b>Personnel</b>			
Salaries and Wages	530,684	518,326	529,475
Contributions to Employee Benefit Plans	90,217	75,157	66,564
	620,901	593,483	596,039
<b>Goods and Services</b>			
Travel	12,990	12,524	15,653
Telephone and Telex	9,054	9,039	8,425
Other Transportation and Communication	1,572	1,691	1,478
Printing Services	741	1,035	1,321
Other Information Services	150	183	204
Medical	21,669	23,758	24,569
Education	36,084	35,361	34,478
Research and Consultants	8,356	10,906	11,540
Federal/Provincial Agreements	20,728	33,950	30,528
Other Professional, Special and Residential Services	69,639	58,403	63,738
Rentals	3,878	2,751	3,615
Purchased Repair and Upkeep	13,667	12,202	13,162
Light, Power and Fuel	21,251	16,835	18,117
Food	25,610	24,622	23,274
Clothing	9,197	9,650	7,559
Inventory Materials and Supplies	8,861	9,651	8,247
Other Utilities, Materials and Supplies	30,832	34,289	37,844
Equipment (1)	5,294	5,536	
Other Subsidies and Payments	45,661	22,064	22,928
	345,234	324,450	326,680
<b>Total Operating</b>	<b>966,135</b>	<b>917,933</b>	<b>922,719</b>

FIGURE 21: DETAILS OF FINANCIAL REQUIREMENTS BY OBJECT (excluding CORCAN REVOLVING FUND) (CONT'D)

(Thousands of Dollars)	Estimates 1997-98	Estimates 1996-97	Actual 1995-96
<b>Capital</b>			
Minor Capital Equipment (1)			7,132
Controlled Capital (2)			
Goods and Services			5,393
Construction and Acquisition of Land, Buildings and Works	158,422	153,147	127,826
Construction and Acquisition of Machinery and Equipment	27,000	17,300	35,617
Capital Contributions			351
<b>Total Capital</b>	<b>185,422</b>	<b>170,447</b>	<b>176,319</b>
<b>Transfer Payments</b>			
Grants	358	355	184
Contributions	716	716	998
<b>Total Transfer Payments</b>	<b>1,074</b>	<b>1,071</b>	<b>1,182</b>
<b>Total Expenditures</b>	<b>1,152,631</b>	<b>1,089,451</b>	<b>1,100,220</b>
<p>(1) Minor Capital is the residual after the amount of controlled capital has been established. In accordance with the operating budget principles, these resources would be interchangeable with personnel, and goods and services expenditures. However, as per the revised guidelines on operating budget principles, these resources are now reflected within the Operating Vote (for the 1996-97 and the 1997-98 estimates).</p> <p>(2) Controlled Capital contains budgetary expenditures for investment in: the acquisition of land, building and engineering structures and works; the acquisition or creation of other capital assets considered essential to ongoing program delivery; and major alterations, modifications or renovations that extend the use of capital assets or change their performance or capability.</p>			

## 2. PERSONNEL REQUIREMENTS

FIGURE 22: DETAILS OF PERSONNEL REQUIREMENTS BY BUSINESS LINE (FTEs)

	Actuals 1994-95	Actuals 1995-96	1996-97 Estimates	1997-98 Estimates	1998-99 Planned	1999-00 Planned
Business Lines						
Correctional Operations	7,080	7,428	7,790	7,890	8,077	8,232
Correctional Programs	628	663	645	741	744	759
Technical and Inmate Services	1,244	1,292	1,316	1,389	1,411	1,437
Management and Administration	1,503	1,643	1,635	1,571	1,583	1,598
CORCAN	346	317	315	321	321	321
Total	10,801	11,343	11,701	11,912	12,136	12,347

FIGURE 23: SUMMARY BY PROFESSIONAL CATEGORY (FTEs)

	Actuals 1994-95	Actuals 1995-96	1996-97 Estimates	1997-98 Estimates	1998-99 Planned	1999-00 Planned
OIC Appointment (1)	1	1	2	2	2	2
Executive (2)	90	79	78	79	79	79
Scientific And Professional	810	839	819	824	840	855
Administrative And Foreign Service	2,472	2,489	2,660	2,793	2,848	2,901
Technical	41	56	43	42	43	45
Administrative Support	1,477	1,661	1,605	1,539	1,570	1,597
Operational	5,564	5,901	6,179	6,312	6,433	6,547
<b>Total (3)</b>	<b>10,455</b>	<b>11,026</b>	<b>11,386</b>	<b>11,591</b>	<b>11,815</b>	<b>12,026</b>
<p>(1) This includes all those at the DM level and all GICs.            (2) This includes all those in the EX-1 to EX-5 range inclusive.            (3) Total FTE's excludes CORCAN.</p>						



### 3. CAPITAL PROJECTS

FIGURE 24: CAPITAL EXPENDITURES BY BUSINESS LINE (\$000)

	Actuals 1994-95	Actuals 1995-96	1996-97 Estimates	1997-98 Estimates	1998-99 Planned	1999-00 Planned
Business Lines						
Correctional Operations	920	857	-	-	-	-
Correctional Programs	588	738	-	-	-	-
Technical and Inmate Services	131,814	153,659	161,247	185,422	158,527	158,527
Management and Administration	16,543	21,066	9,200	-	-	-
CORCAN	1,860	1,194	2,393	1,240	4,000	4,000
<b>Total</b>	<b>151,725</b>	<b>177,514</b>	<b>172,840</b>	<b>186,662</b>	<b>162,527</b>	<b>162,527</b>
NOTES :						
1) Minor Capital Budget is part of Operating Vote, starting in 1996-97.						
2) Starting in 1997-98, Informatics related capital budget has been transferred from Management and Administration to Technical and Inmate Services.						

FIGURE 25: DETAILS OF MAJOR CAPITAL PROJECTS

(Thousands of Dollars)	Currently Estimate d Total Cost	Forecast Expend. to March 31 1997	Estimates 1997-98	Future Years Require- ment
A) New Accommodation Projects:				
Drummond Institution (400 Beds)	24,500	683	5,000	18,817
Medium Institution (400 beds) Ontario (S-EPA)	68,500	30,748	27,200	10,552
Expansion (440 beds)- RHC Pacific, B.C. (I)	70,000	280	12,990	56,730
Other Accommodation Projects			37,126	
Total New Accommodation Projects			82,316	
B) Major Asset Preservation Projects:				
Kingston Penitentiary Restoration, Ontario (S-EPA)	41,945	38,445	2,500	1,000
Redevelop Mountain Institution, B.C. (I-EPA)	45,000	5,234	11,000	28,766
Miscellaneous Other Asset Preservation Projects	--	--	32,806	--
Total Major Asset Preservation Projects			46,306	
C) Regionally Managed Construction/Maintenance Projects (Approx. 200 Projects)			29,800	
D) Equipment Portfolios			27,000	
Total Capital			185,422	

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

Note: Definitions applicable to major capital projects are provided on page 99.

## 4. ADDITIONAL FINANCIAL INFORMATION

FIGURE 26: NET AGENCY EXPENDITURES BY BUSINESS LINE

Financial Requirements 1997-98 (thousands of dollars)	<u>Spending Authorities</u>				
	Gross Expenditures Total	Less Revenue to the Vote	Total Ministry Main Estimates	Less Statutory Expenditures	Non- Statutory Expenditures - Voted Appropriations
Correctional Service of Canada					
Business Lines					
Correctional Operations	535,349	-	535,349	-	535,349
Correctional Programs	118,879	-	118,879	-	118,879
Technical and Inmate Services	386,596	-	386,596	-	386,596
Management and Administration	111,807	-	111,807	201	111,606
CORCAN	61,095	60,708	387	387	-
Contributions to Employee Benefit Plans	-	-	-	90,217	(90,217)
<b>Total Program</b>	<b>1,213,726</b>	<b>60,708</b>	<b>1,153,018</b>	<b>90,805</b>	<b>1,062,213</b>
Revenue Credited to the Vote	(60,708)				
Other Revenues and Expenditures					
Revenue Credited to the Consolidated Fund	(14,225)		(14,225)		
Estimated Costs of Services by Other Departments	47,825		47,825		
<b>Net Expenditures</b>	<b>1,186,618</b>		<b>1,186,618</b>		

## 4.1 REVENUES AND EXPENDITURES

FIGURE 27: GROSS AND NET DEPARTMENTAL EXPENDITURES BY BUSINESS LINE

(\$000)	Main Estimates 1996/97	Main Estimates 1997-98	Planned 1998-99	Planned 1999-00
<b>Gross Expenditures by Business Lines</b>				
Correctional Operations	536,559	535,349	545,342	555,587
Correctional Programs	105,904	118,879	120,343	121,764
Technical and Inmate Services	313,733	386,596	359,469	362,898
Management and Administration	133,255	111,807	110,995	111,853
CORCAN	61,695	61,095	64,433	64,433
<b>Total Gross Expenditures</b>	<b>1,151,146</b>	<b>1,213,726</b>	<b>1,200,582</b>	<b>1,216,535</b>
<b>Less: Revenue Credited to the Vote and Revenue Credited to the Consolidated Revenue Fund by Business Lines</b>				
Correctional Operations	1,050	950	950	950
Correctional Programs	-	-	-	-
Technical and Inmate Services	10,800	10,775	10,775	10,775
Management and Administration	2,000	2,500	2,500	2,500
CORCAN	58,868	60,708	64,720	64,720
<b>Total Revenue Credited to the Vote and to the Consolidated Revenue Fund</b>	<b>72,718</b>	<b>74,933</b>	<b>78,945</b>	<b>78,945</b>
<b>Total Net Expenditures by Business Lines</b>				
Correctional Operations	535,509	534,399	544,392	554,637
Correctional Programs	105,904	118,879	120,343	121,764
Technical and Inmate Services	302,933	375,821	348,694	352,123
Management and Administration	131,255	109,307	108,495	109,353
CORCAN	2,827	387	(287)	(287)
<b>Total Net Expenditures</b>	<b>1,078,428</b>	<b>1,138,793</b>	<b>1,121,637</b>	<b>1,137,590</b>

**FIGURE 28: DETAILS OF REVENUES BY BUSINESS LINE (\$000)**

	Actuals 1994-95	Actuals 1995-96	1996-97 Estimates	1997-98 Estimates	1998-99 Planned	1999-00 Planned
Revenue credited to the Vote by Business Line						
CORCAN						
Industries and Services	17,188	17,454	20,425	19,650	20,440	20,440
Agribusiness (including forestry)	11,156	9,461	11,000	10,920	11,357	11,357
Services	4,011	4,854	4,075	4,270	4,555	4,555
Construction	1,761	6,021	7,500	10,000	12,500	12,500
Training and Correctional Activities	16,568	16,795	15,868	15,868	15,868	15,868
<b>Total credited to the Vote</b>	<b>50,684</b>	<b>54,585</b>	<b>58,868</b>	<b>60,708</b>	<b>64,720</b>	<b>64,720</b>
Revenue credited to the Consolidated Revenue Fund by Business Lines						
Correctional Operations						
Inmate Maintenance Contracted (Federal - Provincial Agreements)	58	127	50	100	100	100
Psychiatric Services - Contracted	944	976	1,000	850	850	850
	1,002	1,103	1,050	950	950	950
Correctional Programs						
	-	-	-	-	-	-
Technical and Inmate Services						
Privileges, Licenses and Permits	653	623	750	750	750	750
Services and Service Fees	1	2	50	25	25	25
Proceeds from Sales	8,898	8,906	10,000	10,000	10,000	10,000
	9,552	9,531	10,800	10,775	10,775	10,775
Management and Administration						
Refund of Previous Year's Expenditures	439	3,597	-	-	-	-
Adjustment to Payables at Year End (PAYE)	1,500	2,154	1,000	1,500	1,500	1,500
Other Non-Tax Revenue	1,644	1,552	1,000	1,000	1,000	1,000
	3,583	7,303	2,000	2,500	2,500	2,500
<b>Total Credited to the CRF</b>	<b>14,137</b>	<b>17,937</b>	<b>13,850</b>	<b>14,225</b>	<b>14,225</b>	<b>14,225</b>
<b>Total Program Revenues</b>	<b>64,821</b>	<b>72,522</b>	<b>72,718</b>	<b>74,933</b>	<b>78,945</b>	<b>78,945</b>

FIGURE 29: TRANSFER PAYMENTS BY BUSINESS LINE (\$000)

	Actuals 1994-95	Actuals 1995-96	1996-97 Estimates	1997-98 Estimates	1998-99 Planned	1999-00 Planned
<b>Grants by Business Line</b>						
Correctional Operations	46	48	54	57	60	60
Management and Administration	120	136	301	301	301	301
<b>Total Grants</b>	<b>166</b>	<b>184</b>	<b>355</b>	<b>358</b>	<b>361</b>	<b>361</b>
<b>Contributions by Business Line</b>						
Correctional Operations	395	590	280	420	420	420
Correctional Programs	504	408	430	296	296	296
Technical and Inmate Services (*)	1,185	351	-	-	-	-
Management and Administration			6	-	-	-
<b>Total Contributions</b>	<b>2,084</b>	<b>1,349</b>	<b>716</b>	<b>716</b>	<b>716</b>	<b>716</b>
<b>Total Grants and Contributions</b>	<b>2,250</b>	<b>1,533</b>	<b>1,071</b>	<b>1,074</b>	<b>1,077</b>	<b>1,077</b>
<p>(*) The amounts under Technical and Inmate Services for the 1994/95 and 1995/96 Actuals are the Capital Contributions as shown in the Public Accounts.</p>						

**FIGURE 30: DETAILS OF TRANSFER PAYMENTS BY BUSINESS LINE (\$000)**

	Actuals 1994-95	Actuals 1995-96	1996-97 Estimates	1997-98 Estimates
<b>Grants by Business Line</b>				
<b>Correctional Operations</b>				
University of Saskatchewan College of Medicine for a psychiatric residency seat	46	48	54	57
<b>Management and Administration</b>				
Pensions and Other Employee Benefits	34	16	201	201
Penitentiary Inmates Accident Compensation	86	120	100	100
<b>Total Grants</b>	<b>166</b>	<b>184</b>	<b>355</b>	<b>358</b>
<b>Contributions by Business Line</b>				
<b>Correctional Operations</b>				
Contributions for the purpose of providing parolee services, individual and group inmate services, community education and involvement as they relate to correctional services and other complementary services.	395	590	280	420
<b>Correctional Programs</b>				
Contributions for the purpose of providing parolee services, individual and group inmate services, community education and involvement as they relate to correctional services and other complementary services.	504	408	430	296
<b>Technical and Inmate Services (*)</b>				
Contributions towards construction done by Provinces or Municipalities	1,185	351	-	-
<b>Management and Administration</b>				
Contributions for the purpose of providing parolee services, individual and group inmate services, community education and involvement as they relate to correctional services and other complementary services.	-	-	6	-
<b>Total Contributions</b>	<b>2,084</b>	<b>1,349</b>	<b>716</b>	<b>716</b>
<b>Total Grants and Contributions</b>	<b>2,250</b>	<b>1,533</b>	<b>1,071</b>	<b>1,074</b>
(*) The amounts under Technical and Inmate Services for the 1994/95 and 1995/96 Actuals are the Capital Contributions as shown in the Public Accounts.				

## 4.2 REVOLVING FUNDS

FIGURE 31: SUMMARY OF REVOLVING FUNDS BY BUSINESS LINE (\$000)

	Actuals 1994-95	Actuals 1995-96	1996-97 Estimates	1997-98 Estimates	1998-99 Planned	1999-00 Planned
Business Line						
CORCAN	(7,023)	(2,506)	(435)	(82)	107	107
Total	(7,023)	(2,506)	(435)	(82)	107	107



FIGURE 32: STATEMENT OF OPERATION AND STATEMENT OF CHANGES IN FINANCIAL POSITION

(thousands of dollars)	Actuals 1994-95	Actuals 1995-96	1996-97 Forecast*	1997-98 Estimates	1998-99 Planned	1999-00 Planned
<b>Statement of Operations</b>						
CORCAN Revenues	50,684	54,585	56,588	60,708	64,720	64,720
Other Revenues	1,125	1,300	790	810	810	810
<b>Total Revenues</b>	<b>51,809</b>	<b>55,885</b>	<b>57,378</b>	<b>61,518</b>	<b>65,530</b>	<b>65,530</b>
<b>Expenses</b>						
Cost of goods sold	39,434	40,569	41,263	44,800	48,323	48,323
Operating expenses	19,398	17,822	16,550	16,800	17,100	17,100
<b>Total Expenses</b>	<b>58,832</b>	<b>58,391</b>	<b>57,813</b>	<b>61,600</b>	<b>65,423</b>	<b>65,423</b>
<b>Surplus (deficit)</b>	<b>(7,023)</b>	<b>(2,506)</b>	<b>(435)</b>	<b>(82)</b>	<b>107</b>	<b>107</b>
<b>Statement of Change in Financial Position</b>						
<b>Operating Activities</b>						
Net Profit (Deficit) Before Extraordinary Items	(7,023)	(2,506)	(435)	(82)	107	107
<b>Add: Items Not Requiring Use of Funds</b>						
Provision for Employee Termination Benefits	325	325	325	325	325	325
Amortization	3,414	2,986	2,400	2,600	2,600	2,600
Allowance for Doubtful Accounts Receivable	(6)			(10)	(10)	(10)
Amortization of Deferred Charges	117	151	35	20	20	20
	(3,173)	956	2,325	2,853	3,042	3,042
<b>Changes in Current Assets and Liabilities</b>	<b>(865)</b>	<b>4,833</b>	<b>(1,490)</b>	<b>(1,525)</b>	<b>1,720</b>	<b>1,720</b>
<b>Changes in Other Assets and Liabilities:</b>						
Deferred Service Charges	(227)	(486)	(63)	(50)	(50)	(50)
Payment on Changes in Provision for Employee Termination Benefits	(409)	(524)	(466)	(425)	(425)	(425)
<b>Net Financial Resources Provided by Operating Activities</b>	<b>(4,674)</b>	<b>4,779</b>	<b>306</b>	<b>853</b>	<b>4,287</b>	<b>4,287</b>
<b>Investing Activities</b>						
Capital Assets Purchased	(1,980)	(886)	(1,141)	(1,240)	(4,000)	(4,000)
<b>Net Financial Resources Used by Investing Activities</b>	<b>(1,980)</b>	<b>(886)</b>	<b>(1,141)</b>	<b>(1,240)</b>	<b>(4,000)</b>	<b>(4,000)</b>
<b>Net Financial Resources Used and Change in the Accumulated Net Charge Against the Fund's Authority Account During the Year.</b>	<b>(6,654)</b>	<b>3,893</b>	<b>(835)</b>	<b>(387)</b>	<b>287</b>	<b>287</b>
<b>Accumulated Net Charge Against the Fund's Authority Account, Beginning of the Year</b>	<b>(27,424)</b>	<b>(34,078)</b>	<b>(30,185)</b>	<b>(31,020)</b>	<b>(31,407)</b>	<b>(31,120)</b>
<b>Accumulated Net Charge Against the Fund's Authority Account, End of the Year.</b>	<b>(34,078)</b>	<b>(30,185)</b>	<b>(31,020)</b>	<b>(31,407)</b>	<b>(31,120)</b>	<b>(30,833)</b>
* The 1996-97 in this table is based on a forecast instead of Main Estimates. The other tables in the document are based on the estimates.						

FIGURE 33: CORCAN REVOLVING FUND BALANCE SHEET

(thousands of dollars)	Estimates 1997-98	Estimates 1996-97	Actual 1995-96
Assets			
Current:			
Accounts Receivable	15,620	16,224	13,184
Inventory	16,525	17,615	14,717
	32,145	33,839	27,901
Capital Assets	9,430	10,953	12,049
Other Deferred Charges	1,090	832	1,022
Total Assets	42,665	45,624	40,972
Liabilities			
Current:			
Accounts Payable	10,395	5,108	9,166
Long-Term:			
Provision for Employee Termination Benefits	1,000	1,294	1,241
Total Liabilities	11,395	6,402	10,407
Equity Of Canada			
Contributed Capital	10,086	10,086	10,086
Accumulated Net Charge Against Fund's Authority	31,407	38,586	30,186
Retained Earnings	(10,223)	(9,450)	(9,707)
Total Equity	31,270	39,222	30,565
Liabilities and Equity	42,665	45,624	40,972

CORCAN PROJECTED USE OF REVOLVING FUND AUTHORITY (IN THOUSANDS OF DOLLARS) :

AUTHORITY, APRIL 1, 1997	<u>45,000</u>
DRAWDOWN :	
PROJECTED BALANCE APRIL 1, 1997	31,020
TOTAL ESTIMATES (NET CASH REQUIRED)	<u>387</u>
PROJECTED BALANCE MARCH 31, 1998	<u>31,407</u>

### 4.3 FINANCIAL SUMMARY

FIGURE 34: DEPARTMENTAL APPROPRIATED PLANNED AND ACTUAL SPENDING

(thousands of dollars)	Actuals 1993-94	Actuals 1994-95	Main (*) Estimates 1995-96	(*) Actuals 1995-96
Business Lines				
Correctional Operations	494,370	515,342	534,951	528,561
Correctional Programs	96,883	101,148	102,264	107,892
Technical and Inmate Services	261,795	287,744	311,934	308,834
Management and Administration	133,452	134,221	123,421	154,933
CORCAN	10,307	1,377	3,900	(934)
<b>Total</b>	<b>996,807</b>	<b>1,039,832</b>	<b>1,076,470</b>	<b>1,099,286</b>

**EXPLANATION OF CHANGES BETWEEN THE MAIN ESTIMATES AND THE ACTUAL EXPENDITURES FOR 1995-96:**

For fiscal year 1995-96, the Service has spent an amount of \$1,099,286K or \$22,816K in excess of the amount approved in the Part II of the Estimates, i.e. \$1,074,470. In order to have a complete picture of the financial result of the Service, it is important to take into consideration the additional resources provided via Supplementary Estimates as well as the access to Treasury Board - Government contingency Vote 5. Therefore, the following reconciliation (which excludes CORCAN) is provided:

	\$000
Main Estimates	1,072,570
Plus: Supplementary Estimates	
Pay Equity Settlement	30,300
Carry-Forward	22,815
Other Statutory Items	3,656
Total Available For Use	1,129,341
Less: Actuals	1,100,220
Variance	29,121

As indicated above, the Service underutilized the resources provided via the Main Estimates and Supplementary Estimates by \$29,121k or 2.6% of the total resources available.

The major variances can be categorized as follows:

**Offender Population Fluctuation:** The projected growth in the population did not materialize, which resulted in lower expenditures in the areas of ESAs, community services and other types of direct expenses related to the management of inmates.

**Construction Projects:** Delays in some projects due to various conditions, e.g. weather.

**Operations of Facilities:** Delays in projects in becoming fully operational especially with the institutions for federally sentenced women and Grande Cache, Alberta.

**Technical Issues:** Resulting from the application of the Operating Budget regime when transferring funds from Operating to salary, the Service had to set aside in a frozen allotment a large amount to cover for the transfer price.

**Others:** The service has made efforts to use the resources approved in the Main Estimates. However, it operates under a very decentralized structure with more than 2,000 managers, which, as a consequence, may result in underutilization.

## DEFINITIONS APPLICABLE TO MAJOR CAPITAL PROJECTS

All major capital projects are displayed with information on the class of the estimate (Substantive (S) or Indicative (I)) and the extent of Treasury Board authority, i.e. delegated to the Department (DA), Preliminary Project Approval (PPA) or Effective Project Approval (EPA). The following definitions apply:

**Substantive Estimate** - This estimate is one of sufficiently high quality and reliability so as to warrant Treasury Board approval as a Cost Objective for the project phase under consideration. It is based on detailed system and component design, taking into account all project objectives and deliverables.

**Indicative Estimate** - This is a low quality, order of magnitude estimate that is not sufficiently accurate to warrant Treasury Board approval as a Cost Objective. It replaces the classes of estimates formerly referred to as Class C or D.

**Preliminary Project Approval (PPA)** - This is Treasury Board's authority to initiate a project in terms of its intended operational requirement, including approval of the objectives of the project definition phase and any associated expenditures. Sponsoring departments submit for PPA when the project's complete scope has been examined and costed, normally to the indicative level, and when the cost of the project definition phase has been estimated to the substantive level.

**Effective Project Approval (EPA)** - This is Treasury Board's approval of the objectives (project baseline), including the Cost Objective, of the project implementation phase and provides the necessary authority to proceed with implementation. Sponsoring departments submit for EPA when the scope of the overall project has been defined and when the estimates have been refined to the substantive level.

# AGENCY PUBLICATIONS

Mission Of The Correctional Service Of Canada  
Basic Facts About Corrections In Canada  
Our Story  
Let's Talk  
Forum On Corrections Research  
Creating Choices  
Task Force Report On The Reduction Of Substance Abuse  
How Can I Help (Families And Friends)  
Information For Observers At Hearings  
Breaking The Cycle Of Family Violence  
Reports On Research  
Cognitive Skills Information Package  
Statistical Overview – Parole And Corrections  
Victims Booklet  
Victims Pamphlet  
Don't Risk It - Bringing Drugs Into Federal Institutions  
Private Family Visiting Program Pamphlet  
Conceptual Model: Family Violence Programming Within A Correctional Setting  
Family Violence...Talking About Family Violence Is The First Step to Stopping It  
A Living Tradition: Penitentiary Chaplaincy  
Working Together - Citizen's Advisory Committees To The Correctional Service of Canada  
Commissioner's Directives (Cost: \$125.00 - includes amendments)

## Videos

Chaplaincy Video  
The Offender Complaint And Grievance Systems  
Mission Video

Note: Publications/Videos may be obtained from Publications, NHQ: 1-800-665-8948

# INDEX

## —A—

Aboriginal Offenders, 21, 38, 70, 71  
Accommodation, 18, 27, 41, 44, 72, 88  
Arbour Commission of Inquiry, 17, 20, 21, 35

## —C—

Chaplaincy, 33, 35, 66  
Communications, 25, 43, 45, 75  
Community Supervision, 11, 13, 15, 16, 18, 20, 22, 28, 31, 56, 59, 63, 66, 67  
Conditional Release, 13, 16, 28, 48, 71  
Construction, 13, 25, 39, 41, 67, 72, 81, 98  
CORCAN, (See also Special Operating Agency), 23, 25, 27, 48, 49, 81  
Corporate Services, 25, 43  
Correctional Operations, 25, 28, 62, 64  
Correctional Programs, 19, 23, 25, 33, 66  
Corrections and Conditional Release Act, 11, 16, 21, 38, 46, 61, 71  
Criminal Justice System, 11, 19, 32, 44, 45, 61

## —E—

Education and Personal Development, 33  
Employment, 23, 25, 31, 33, 48, 49, 60, 81  
Engineering and Maintenance, 39, 41  
Environment, 15, 31, 73

## —F—

Federally Sentenced Women, 13, 17, 35, 67, 72

## —H—

Health Care, 22, 25, 28, 29, 30, 61, 63, 64

## —I—

Information Management, 12, 40, 42, 73  
Internal Audits, 64, 78, 80

## —L—

Law, 6, 16, 17, 58  
Legislation, 16, 30, 61, 62  
Living Skills, 23, 33, 78

—M—

Management and Administration, 25, 43, 75, 78, 80  
Management Services, 25, 28, 43  
Materiel Management and Institutional Services, 39, 40  
Mental Health Care, 13, 22, 28, 36, 67  
Mission Document, 6, 43, 44

—O—

Occupational Development Programs and Employment, 33  
Offender Management, 28, 29, 44  
Offender Population Forecast, 15, 44, 54

—P—

Policy, 12, 17, 21, 32, 35, 43, 58, 61, 62, 80

—R—

Recidivism, 23, 31, 46, 54, 77  
Reintegration, 11, 18, 19, 31, 48, 59  
Research, 12, 25, 31, 43, 46, 68, 70, 77, 81  
Revenue, 40, 48

—S—

Sex Offenders, 15, 22, 23, 37, 61, 69, 70  
Special Operating Agency, (See also CORCAN), 23, 25, 48, 81  
Spiritual, Social, Cultural and Special Needs Programs, 33  
Substance Abuse, 19, 23, 30, 36, 63, 68, 77

—T—

Task Forces, 18, 49, 58, 60  
Technical and Inmate Services, 25, 39, 72

—V—

Volunteers, 13, 31, 37, 68