

Correctional Service Canada

2006-2007
Estimates

Part III — Report on Plans and Priorities



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Approved:

The Honourable Stockwell Day, P.C., M.P.
Minister of Public Safety
(Public Safety and Emergency Preparedness)

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THE MINISTER'S MESSAGE

I am pleased to take this opportunity to provide Parliament with my first Report on Plans and Priorities as Minister of Public Safety.

The Department of Public Safety and Emergency Preparedness Canada is part of the Portfolio of Public Safety, which includes the Royal Canadian Mounted Police, the Canada Border Services Agency, the Canadian Security Intelligence Service, the Correctional Service of Canada, the National Parole Board, and three review bodies.

Canadians are rightfully proud of a tradition of community safety and security. Working collectively in an integrated fashion, the Department and the Portfolio Agencies are dedicated to protecting Canadian families and their communities, to secure our borders and to increase our preparedness to address public health threats.

To help meet these safety and security needs, the recent Budget 2006 provides \$1.4 billion over two years to protect Canadian families and communities, to secure our borders and to increase our preparedness to address public health threats. Funding is being provided to the Portfolio for such initiatives as increasing the number of police officers on the street; preventing youth crime with a focus on guns, gangs and drugs; arming border officers and eliminating "work-alone" posts; and, enhancing our capacity to deal with catastrophes and other emergencies.

An additional focus will be on Canada's trading relationship with the United States, the largest and most comprehensive in the world. A safe, reliable and secure border is critical to Canada's continued economic and social prosperity. I will continue to work closely with my United States colleagues on facilitating the cross-border travel of people and low risk goods and ensuring that Canadians receive fair and equal treatment at border crossings.

I am confident that the Public Safety Portfolio will fulfill its mandate of ensuring a just and safe society which both protects Canadians from threats to personal safety, and maintains the rights and freedoms on which our open society depends.

The Honourable Stockwell Day, P.C., M.P.
Minister of Public Safety

COMMISSIONER'S MESSAGE

The Correctional Service of Canada (CSC) has the fundamental obligation and legislated mandate to contribute to the public safety of Canadians. It does this by carrying out sentences imposed by courts through the reasonable, safe, secure and humane control of offenders in institutions, and effective supervision of offenders in communities. It also does this by assisting the rehabilitation of offenders and their reintegration into the community as law-abiding citizens, through the provision of programs and other forms of support in institutions and in communities.

In order to effectively carry out its mandate, CSC is responding to a number of challenges presented by our changing offender profile. Offenders now have more extensive histories with the criminal justice system and are more likely to have served a previous federal or provincial sentence. Many are affiliated with gangs or organized crime. There are more offenders rated as maximum security and receiving shorter sentences. Aboriginal offenders continue to be disproportionately represented and generally assessed as higher risk and higher need. Mental health problems are also more prevalent and a significant proportion of offenders have substance abuse problems.

In order to meet these challenges, CSC will focus, over the next three years, on four strategic priorities, which all contribute to public safety:

- Safe transition of offenders into the community;
- Safety and security for staff and offenders in our institutions;
- Enhanced capacities to provide effective interventions for First Nations, Métis and Inuit offenders; and
- Improved capacities to address mental health needs of offenders.

CSC will also place a high priority on strengthening our management practices to improve the way we deliver on these key strategic priorities, and more generally, on all aspects of our mandate.

Focussing on these priorities will help CSC achieve tangible results for Canadians by contributing to:

- A reduction in the rate of violent re-offending of offenders, both while they are in communities under CSC supervision and following the end of their sentence;
- A reduction in violent behaviour within federal institutions;
- A narrowing of the gap in the rate of re-offending between Aboriginal and non-Aboriginal offenders, both while they are in communities under CSC supervision and following the end of their sentence; and
- An improvement in correctional results for federal offenders with mental disorders.

This report further describes the challenges, strategies and targeted results that will shape CSC's agenda to advance Canada's public safety agenda.

Keith Coulter
Commissioner, Correctional Service of Canada

Management Representation Statement

I submit for tabling in Parliament, the 2006-2007 Report on Plans and Priorities for the Correctional Service of Canada.

This document has been prepared based on the reporting principles contained in the *Guide for the Preparation of Part III of the 2006-07 Estimates: Reports on Plans and Priorities and Departmental Performance Reports*:

- It adheres to the specific reporting requirements outlined in the TBS guidance;
- It is based on the department's approved accountability structure as reflected in its Management Resources and Results Structure (MRRS);
- It presents consistent, comprehensive, balanced and reliable information;
- It provides a basis of accountability for the results achieved with the resources and authorities entrusted to it; and
- It reports finances based on approved planned spending numbers from the Treasury Board Secretariat in the RPP.

Keith Coulter
Commissioner, Correctional Service of Canada

SECTION I: DEPARTMENTAL OVERVIEW

This section of the RPP presents general information on CSC and its activities. The strategic priorities of CSC can be found in Section II.

1.1 Summary Information

Mandate of CSC

The purpose of the Correctional Service of Canada, as set out in the *Corrections and Conditional Release Act*, is to contribute to the maintenance of a just, peaceful and safe society by:

- Ensuring that the protection of the public is the paramount consideration in all decisions relating to the custody, treatment and release of offenders;
- Carrying out sentences imposed by the courts through the reasonable, safe, secure and humane custody and supervision of offenders with sentences of two years or more; and
- Assisting in the rehabilitation of offenders and their reintegration into the community as law-abiding citizens through the provision of programs in penitentiaries and communities.

1.2 Operating Environment of CSC

WHAT WE DO

- ❑ **Administer sentences of 2 years or more**
- ❑ **Prepare inmates for safe and timely release**
- ❑ **Supervise offenders on conditional release and Long-Term Supervision Orders (LTSO)**

The Correctional Service of Canada (CSC) is an agency of the Portfolio of Public Safety. The Portfolio brings together key federal agencies dedicated to public safety. It is designed to address a range of risks to the safety and security of Canadians – from crime affecting the lives of individuals, to natural disasters, to terrorism and other threats to national security. The Portfolio allows for a continuum of service delivery – from prevention to response, including, for example, emergency preparedness, crime prevention, border management, emergency response, law enforcement, corrections, and parole.

The legislative framework governing CSC is the *Corrections and Conditional Release Act* (CCRA). Other Acts, Regulations, policies, and international conventions that guide the delivery of its services include: Canada's *Charter of Rights and Freedoms*, the *Canadian Human Rights Act*, the *Criminal Code*, the *Privacy and Access to Information Acts*, the *Transfer of Offenders Act* and the *United Nations Standard Minimum Rules for the Treatment of Prisoners*.

CSC is responsible for administering court-imposed sentences for offenders imprisoned for two years or more. This includes managing institutions of various security levels and supervising offenders under conditional release in the community. CSC also provides post-sentence supervision of offenders with Long Term Supervision Orders (LTSOs). On any given day, CSC manages approximately 21,100 offenders: 12,700 offenders in

institutions and 8,400 offenders serving the remainder of their sentences under supervision in the community.¹ Furthermore, over the course of a year, CSC manages a flow-through of 25,500 different individual offenders.

CSC has a presence across the country – from large urban centres with their increasingly diverse populations, to remote communities across the North. CSC manages institutions,² treatment centres, Aboriginal healing lodges, community correctional centres and parole offices. It does this through five regional headquarters that provide administrative support and serve as the delivery arms of CSC’s programs and services. It also manages an addictions research centre, a correctional management learning centre, staff colleges and a national headquarters. In addition to federally-operated facilities, CSC partners with non-government organizations that run approximately 200 community-based residential facilities across the country. Specialized correctional services and programs are also provided through a variety of exchange of service agreements with provincial and territorial correctional and justice authorities. CSC also partners with Aboriginal communities to provide custody and supervision of Aboriginal offenders through the establishment of healing lodges and in the development of release plans under sections 81 and 84 of the CCRA.³ CORCAN, a Special Operating Agency of CSC, provides work and employability skills training to offenders in institutions to enhance job readiness upon their release to communities.

**FEDERALLY -
MANAGED
FACILITIES**

- 58 institutions**
- 16 community correctional centres**
- 71 parole offices**

CSC employs approximately 16,000⁴ staff across the country and strives to maintain a workforce that reflects Canadian society. Approximately 5% are from visible minority groups, 4% are persons with disabilities, and over 7% are Aboriginal.⁵ These rates are at or above the labour market availability of workers in these groups for the types of employment offered by CSC. Just under 45% of CSC staff are women.

WORKFORCE

- Approx. 16,000 employees, of whom 87% work in institutions and communities.**

Two occupational groups, for the most part exclusive to CSC, represent over half of all staff employed in operational units. The CX, or correctional officer group comprise 41% of staff, while another 13% are WPs, that is, the group which includes parole and program officers. The balance of CSC’s workforce reflects the variety of skills required to operate institutions and community offices – from health care workers, to electricians, to food service staff, as well as staff providing corporate and administrative functions at the local, regional and national levels.

¹ Source: Corporate Reporting System (CRS). May 14, 2006.

² An “institution” has been redefined as a facility where a warrant is required for admission.

³ For more information on Aboriginal initiatives, visit http://www.csc-scc.gc.ca/text/prgrm/correctional/abissues/know/12_e.shtml.

⁴ This includes active full-time, part-time, term and casual employees, as well as those who may be absent at any given time. Data effective December 31, 2005.

⁵ Based on employment equity data effective March 31, 2005.

1.3 Correctional Approach

CSC's correctional approach is evidence-based and grounded in research. Criminological research repeatedly demonstrates that releasing offenders in a gradual and controlled manner to the community, when it is safe to do so and with proper supervision and support, is the best way to ensure short- and long-term public safety. Offenders who have benefited from targeted interventions are less likely to commit new crimes.

In general, CSC uses research-based approaches across the full continuum of an offender's sentence. The following four key activities comprise CSC's correctional strategy:

- *A comprehensive intake assessment* to determine security risk and needs, as well as an initial placement to an institution at the appropriate security level. The assessment results in a multi-disciplinary correctional plan for treatment and intervention throughout the sentence.
- *Institutional accommodation and intervention* to address the individual's risk for re-offending. This includes the delivery of research-based programs to the individual. A broad range of programs, varying in intensity, is available to match offenders' needs. These are demonstrated to be effective in reducing re-offending.
- *Risk re-assessment* at specific points throughout the sentence to assess an individual's progress against his or her correctional plan and recommend any changes to the plan. CSC obtains input from the community, including police and victims, where appropriate. These assessments inform both CSC's and the National Parole Board's decisions on, for example, transfers, temporary absences, and conditional releases. Preparation for transition to the community includes notification to police of all releases from institutions. Victims who have so requested also receive notification.
- *Community supervision* to provide community-based programs and interventions to address an individual's needs and risks and monitor progress.

1.4 Partnerships

As one component of the larger criminal justice system, CSC works closely with a number of partners, such as other agencies in the Public Safety Portfolio, particularly the National Parole Board, the Royal Canadian Mounted Police and the Canada Border Services Agency. Other key relationships include those with the Department of Justice, the Department of Indian and Northern Affairs, Health Canada, the Correctional Investigator and the Public Health Agency of Canada.

Groups such as Citizen Advisory Committees, the Health Care Advisory Committee, the Interfaith Committee, the National Ethnocultural Advisory Committee and the Regional Ethnocultural Advisory Committees provide advice and act as a link between communities and CSC. As well, approximately 8,100 volunteers contribute their time

by providing essential support through tutoring, visits, sports, social, and spiritual activities.⁶

1.5 Program Activities

CSC's Program Activity Architecture (PAA) is depicted in the following chart. It outlines key results, outputs and performance indicators.

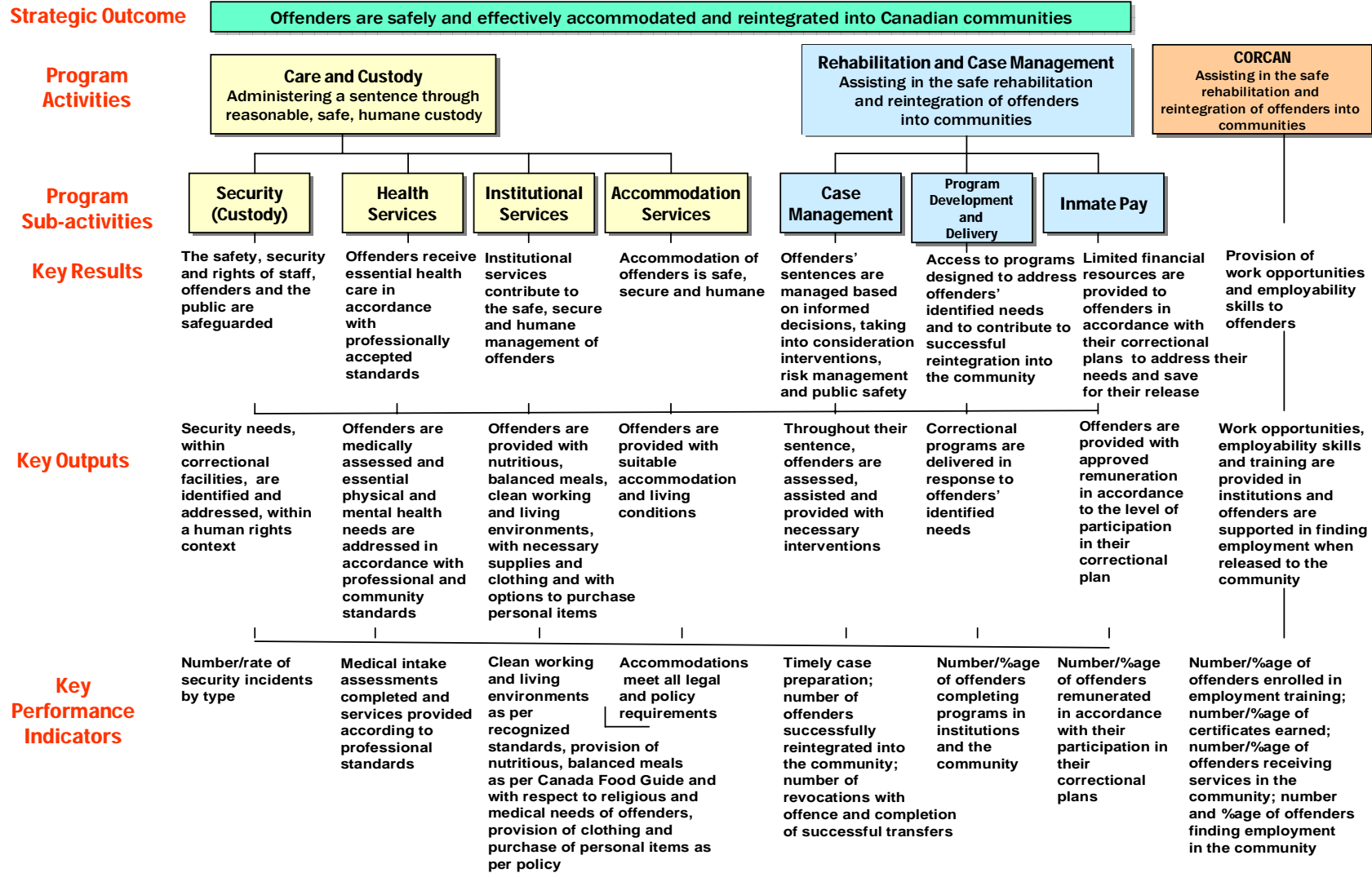
Recognizing the interdependent nature of all its activities, CSC has defined one overarching Strategic Outcome that highlights its unique contribution to public safety, namely that "*Offenders are safely and effectively accommodated and reintegrated into Canadian communities.*"

Three program activities support this Strategic Outcome: Care and Custody, Rehabilitation and Case Management, and CORCAN, which are further described below. Corporate Services at CSC contribute to public safety results by supporting all three program activities. Accordingly, resources attributable to them have been distributed and allocated throughout CSC's Program Activity Architecture (PAA).⁷

⁶ Source: HRMS - Manage Volunteers database, March 31, 2006.

⁷ The PAA identifies the strategic outcomes of the organization, and describes the activities supporting these outcomes and how the organization is structured to manage them. Note that CORCAN, a Special Operating Agency (SOA) of CSC was established as a separate entity under the PAA structure for 2006-07, a change applicable to all SOAs across Government operating through a revolving fund. CORCAN was transferred from the "Rehabilitation and Case Management" program activity into a new program activity entitled "CORCAN".

PROGRAM ACTIVITY ARCHITECTURE (PAA)



1.5.1 Care and Custody

The purpose of the *Care and Custody Program* is to administer a sentence through reasonable, safe, secure and humane custody.

The program includes a wide range of activities that address the health and safety of offenders and has been sub-divided into four sub-activities, as follows:

Expected Result

Reasonable, safe, secure and humane custody.

- *Security*: To provide effective management of correctional operations that ensures the safety and security of staff, offenders and the public. This includes maintaining security within institutions and in the community, drug interdiction, appropriate offender placement and control practices to prevent incidents related to offender incompatibilities and risk.
- *Health Services*: To provide offenders with essential health care.
- *Institutional Services*: To provide for the basic needs of offenders, such as food, clothing, clean working and living environments, and canteen services that contribute to reasonable, safe, secure and humane custody.
- *Accommodation Services*: To provide suitable accommodation through technical, engineering and maintenance services related to facilities management including the planning, design and implementation of cost-effective construction.

Total planned spending and human resource allocations are as follows.

CARE AND CUSTODY	2006-07	2007-08	2008-09
Financial Resources (\$Millions)			
Total	1,225.5	1,220.0	1,242.1
Security	581.4	583.2	581.6
Health Services	144.5	147.5	157.0
Institutional Services	110.1	109.9	109.8
Accommodation Services	389.5	379.4	393.7
Human Resources – Full-Time Equivalents	10,406	10,535	10,713

1.5.2 Rehabilitation and Case Management

The purpose of the *Rehabilitation and Case Management Program* is to assist in the safe reintegration of offenders to the community.

Case management, including risk assessment and development of correctional plans, is an ongoing process that begins when offenders enter the correctional system and continues for as long as the offender is under supervision. Case management is closely aligned with rehabilitation. Incarceration and supervision alone do not produce the long-term changes that many offenders require in order for them to lead productive, law-abiding lives in the community. Correctional programs, in institutions and in the community, are essential to help bring about positive changes in behaviour and thus contribute to public safety.

The rehabilitation programs identified in offenders' correctional plans are aimed at addressing problems that are directly related to their criminal behaviour – problems that interfere with their ability to function in society. Programs deal with matters such as substance abuse, anger management, and interpersonal skills. Other programs and interventions focus on developing life skills such as employability and literacy to increase the offender's potential for safe reintegration. In order to sustain positive changes gained during incarceration, CSC needs local communities to provide the support and assistance required while offenders are under supervision and after expiry of their sentence.

Rehabilitation and Case Management includes the following major programs or services:

- *Program Development and Delivery*: To develop and deliver structured correctional interventions that address identified offender needs and contribute to successful reintegration into the community.
- *Case Management*: To provide for the assessment, classification, counselling and supervision of offenders both in institutions and the community.

Expected Result

Safe reintegration to the community when appropriate and consistent with the law.

Total planned spending and human resource allocations are as follows:

REHABILITATION AND CASE MANAGEMENT	2006-07	2007-08	2008-09
Financial Resources (\$Millions)			
Total	483.9	473.6	467.0
Program Development and Delivery	178.9	178.7	178.2
Case Management	278.8	268.6	262.6
Inmate Pay	26.2	26.3	26.2
Human Resources – Full-Time Equivalents	4,008	3,995	3,995

1.5.3 CORCAN

The purpose of CORCAN, a Special Operating Agency of CSC, is to aid in the safe reintegration of offenders by providing work opportunities and employability skills training to incarcerated offenders, and for brief periods of time, after offenders are released into the community. Giving a sense of purpose to offenders helps maintain a safe environment in institutions. Providing offenders with the employment experience and the skills they need to become productive citizens when they return to the community helps them succeed in their reintegration and reduces the risk of re-offending.

CSC research has shown that experience in the CORCAN work program immediately prior to release leads to a reduction in re-offending, particularly for those offenders who are on parole.⁸

CORCAN operates workshops in 36 institutions across Canada. The CORCAN workshops operate in a business-like manner that takes into account the institutional setting and training imperatives. CORCAN emphasizes the establishment of links between institutions and the community. It also offers support services in 41 community employment centres across Canada to assist offenders in securing employment upon release.

The total planned spending and human resource allocations related to this program activity are as follows.

⁸ *Forum on Corrections Research*, CSC, January 1996: Vol. 8, no. 1.

CORCAN	2006-07	2007-08	2008-09
Operating Costs (\$Millions)	73.2	73.2	73.2
Revenues	(73.2)	(73.2)	(73.2)
\$51.2 million revenues generated by sales \$22 million from CSC for training			
Human Resources – Full-Time Equivalents	415	415	415

1.6 Financial and Human Resources

The three program activities – *Care and Custody, Rehabilitation and Case Management* and *CORCAN*, form the basis for reporting CSC's reference level and related ongoing activities in the 2006-07 Report on Plans and Priorities. Resources for *Corporate Services'* activities, including National Headquarters, are distributed across these three program activities on a pro-rated basis.

Approximately 71.6% of CSC's 2006-2007 annual reference level is dedicated to the provision of care and custody of offenders in institutions and in communities, which include such fixed costs as facilities maintenance and food. The remaining 28.4% is allocated to rehabilitation and case management services, or approximately 77.9% across institutions, 12.6% in the community and 9.5% for capital.

	2006-07	2007-08	2008-09
Financial Resources (\$Millions)	1,709.4	1,693.6	1,709.1
Human Resources – Full-Time Equivalents	14,829	14,945	15,123

SECTION II: STRATEGIC PRIORITIES

2.1 Strategic Context

Correctional operations and policies are influenced by the broader criminal justice and socio-economic environment. Canada experienced the first reported increase in overall crime in ten years in 2003, followed by a slight decline (-1%) in 2004. The violent crime rate decreased by 2% while the homicide rate increased by 12% in 2004.⁹

CSC has experienced a 12% decrease in the men offender population since 1997.¹⁰ Despite this decrease, CSC is currently facing a number of internal and external challenges flowing largely from the changing offender profile:

- Offenders now have more extensive histories of involvement with the court system.¹¹
- The percentage of maximum security classifications at admission has increased from 6% to 13% since 1996-97.¹²
- Changes in legislation have resulted, for example, in requirements for CSC to manage more offenders associated with gangs and organized crime (an increase from 12% to 16% of the incarcerated population).¹³
- There are more offenders under Long Term Supervision Orders (an increase from 31 to 120 cases since 2002-03).
- More than one out of ten men offenders and one out of four women offenders are identified at admission as presenting mental health problems. These proportions have risen since 1997 (from 7% to 12% for men offenders, or an increase of 71% and from 13% to 21% for women offenders, or an increase of 67%).¹⁴
- There is continued prevalence of learning disabilities among offenders, as well as offenders with a low functioning capacity.
- Offenders continue to exhibit a high prevalence of substance abuse (80% overall, 95% for Aboriginal men and 77% for women offenders).
- Offenders have much poorer health compared to the general Canadian population.¹⁵

Research shows that for every 100 offenders:

- 78 have no high school diploma
- 73 have unstable job histories
- 80 have abused drugs or alcohol
- 80 are impulsive

⁹ Crime Statistics in Canada, 2004, Juristat, Canadian Centre for Justice Statistics, July 2005 [*violent crime includes homicide, attempted murder, assault, sexual assault, abduction and robbery*].

¹⁰ The Changing Federal Offender Population, Profiles and Forecasts, 2005, *CSC Research*, October 2005 [The federal population of women in custody, however, increased by 6% since 1997, the Aboriginal male offender population increased by 11% and the Aboriginal women offender population by 85%].

¹¹ Source: Climate Indicator and Profile System (CIPS).

¹² Source: CIPS. The increase for Aboriginal men is from 9% to 13% and for women offenders from 4% to 7%.

¹³ Source: CIPS. The corresponding increase for Aboriginal and women offenders is from 14% to 25% and from 7% to 9%, respectively.

¹⁴ Source: CIPS. For Aboriginal men, this rate has increased from 6% to 13% over the same period.

- Furthermore, offenders are about thirty times more likely to have been infected with the Hepatitis C virus and ten times more likely to have been infected with HIV.¹⁶

Aboriginal offenders continue to be disproportionately represented:

- Account for 16.7% of offenders who are serving federal sentences while Aboriginal peoples comprise only 2.7% of the Canadian adult population.¹⁷
 - Aboriginal offenders account for 18.7% of the incarcerated population and 13.6% of the community population.
 - Aboriginal women offenders account for a higher proportion of the overall women offender population at 25.1% and 31.4% of incarcerated women.¹⁸

As well, CSC's population is becoming increasingly polarized.¹⁹

- Over 55% of all new men offender admissions (almost identical for new women and Aboriginal men offenders) are receiving sentences of less than three years, an increase from 34% to 55% (a 61% increase) since 1997. This translates into one out of four men offenders and one out of three women offenders serving sentences of less than three years. As a result, there is limited time to prepare an increasing proportion of offenders for release to the community.
- Meanwhile, the proportion of offenders serving life or indeterminate sentences is 23%, 22%, and 19%, respectively, for men, Aboriginal men and women offenders.

To sustain correctional results and to contribute to the safe reintegration of offenders in the community, CSC needs to adapt its approaches to better meet the needs of the changing offender profile. Responding to these changes in innovative ways is particularly difficult given that most of CSC's resources are used to cover non-discretionary or fixed costs, leaving very limited flexibility for policy and program changes or investments that could yield longer-term results. Resources must be targeted where the needs, risks and impacts are the greatest.

Informed and engaged citizens and communities are integral to safe offender reintegration. CSC has always been dependent on the communities it serves to provide support to offenders in their reintegration, but community capacity is varied and often limited. While CSC can bridge some gaps in the short term, an investment in longer-term community capacity building to deliver programs and to provide support services is critical to assist offenders' safe reintegration efforts and contribute to public safety.

Creating such capacity requires the trust and confidence of the community. Building public confidence in the justice system is key to establishing successful correctional policy. In today's society, there is an increased demand for greater transparency,

¹⁵ *Health Care Needs Assessment of Federal Inmates in Canada*, published in the Canadian Journal of Public Health (Volume 95, Supplement 1, March/April, 2004).

¹⁶ Source: CSC Infectious Diseases Surveillance System.

¹⁷ Source: CRS. March 31, 2006.

¹⁸ Source: CRS. May 14, 2006.

¹⁹ Source: CIPS.

accountability and performance. CSC must demonstrate, in all that it does, a commitment to continuous improvement in its contribution to public safety.

The Government's commitment to tackling crime, as set out in the 2006 Speech from the Throne, arises from the recognition that the protection of the public must be the paramount consideration in the justice system. Two pieces of legislation were introduced on May 4, 2006: Bill C-9, which would end the use of conditional sentences for serious offences (those for which the maximum term of imprisonment is 10 years or more); and Bill C-10, which is aimed at increasing mandatory minimum terms of imprisonment for individuals who commit serious or repeat firearm offences, and creating the new offences of breaking and entering to steal a firearm and robbery to steal a firearm. Funding has recently been set aside by the Government of Canada to expand correctional facilities (a new medium security institution and additional maximum-security capacity) to address increases in the federal inmate population expected as a result of proposed changes to sentencing rules as stipulated in the 2006 federal budget.

2.2 Public Safety Results for Canadians – An Overview

In response to requirements to manage a changing offender profile, and contribute to public safety, CSC will focus, over the next three years, on four strategic priorities:

- Safe transition of offenders into the community;
- Safety and security for staff and offenders in our institutions;
- Enhanced capacities to provide effective interventions for First Nations, Métis and Inuit offenders; and
- Improved capacities to address mental health needs of offenders.

2.2.1 Safe Transition of Offenders into the Community

Every crime committed by an offender, either while incarcerated or in the community under supervision, is of significant concern to CSC.

Of greatest concern are violent crimes in the community. While the three-year moving average of federal offenders supervised in the community convicted of, or charged with, a violent crime has not changed significantly since 2001-02, the level of violent crime committed by offenders (notably 236 offenders convicted/charged in 2005-06) must be significantly reduced.

**SUPERVISED FEDERAL OFFENDERS IN COMMUNITIES
CONVICTED OF, OR CHARGED WITH, A VIOLENT OFFENCE²⁰**

	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06
Offenders convicted/charged	344	343	324	292	299	236
Supervised population in communities	15,137	14,745	14,224	14,224	13,926	13,956
% of supervised population	2.3%	2.3%	2.3%	2.1%	2.1%	1.7%
Three-year moving average ²¹			2.3%	2.3%	2.2%	2.0%

Effective corrections means reintegrating those offenders judged to be making satisfactory progress while also ensuring that criminals who may still pose a threat to Canadians and their communities are retained in custody. Furthermore, CSC is also concerned with the commission of crimes by offenders after the end of their sentences.

²⁰ Source: Criminal Justice Information Library (CJIL/OMS), April 9, 2006. This table shows the total number of offenders who were convicted of, or charged with, at least one violent offence while on supervision. The percentage is based on the flow-through population and includes all federal offenders who have been supervised by CSC (excluding deported offenders) for at least one day during the year. A violent crime is considered to be a murder or Schedule I offence in the *Criminal Code*.

²¹ A three-year moving average is expected to provide a more robust indicator of the long-term trend.

**FEDERAL OFFENDERS CONVICTED OF A VIOLENT OFFENCE
AND RETURNING TO CSC WITHIN TWO YEARS OF THE END OF THEIR SENTENCE** ²²

	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04
# of offenders reaching the end of their sentence	4,406	4,230	4,456	4,534	4,485	4,355
# returning to CSC for a violent offence within 2 years	235	197	224	212	226	219
% returning to CSC for a violent offence within 2 years	5.3%	4.7%	5.0%	4.7%	5.0%	5.0%
Three-year moving average			5.0%	4.8%	4.9%	4.9%

Source: Corporate Reporting System (CRS) April 9, 2006.

In this context, a key strategic priority for CSC is to reduce violent re-offending by offenders both while they are in communities under CSC's supervision and after the end of their sentence.

2.2.2 Safety and Security for Staff and Offenders in Our Institutions

CSC is committed to reducing institutional violence of all forms, in order to create an environment that is safe for staff and inmates, and establish the right conditions for maximizing correctional results.

In striving to reduce violence in institutions, CSC is faced with the challenge of managing a changing offender population. As shown in the table below, major security incidents in institutions have remained relatively stable. The exception was in 2004-05, when the annual rate of major institutional incidents was significantly lower than in previous years. Results for 2005-06 indicate a return to previous levels.

MAJOR SECURITY INCIDENTS IN INSTITUTIONS²³

	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06
Major security incidents	79	66	85	78	53	68
Incarcerated population	18,704	18,575	18,579	18,525	18,621	18,988
Rate per 100 incarcerated offenders	0.42	0.36	0.46	0.42	0.28	0.36
Three-year moving average			0.41	0.41	0.39	0.35

Source: CRS/Security, March 31, 2006.

On a typical day, CSC must deal, on average, with two assaults on staff or offenders. While there has been slight improvement over the last few years, the rate of assaults has

²² This table includes offenders returning to CSC within two years of the end of their sentence who had at least one conviction for a violent criminal offence as part of their new sentence.

²³ The rate is calculated using as the denominator the flow-through population of offenders incarcerated. Incidents must include a serious injury (see definition in footnote on next page). This does not apply in the case of hostage takings/forcible confinements and major disturbances. Note that this table includes major assaults on staff and inmates (involving serious injury) that are included in separate tables below.

risen in 2005-06 and remains a major preoccupation. Many of these assaults on staff and inmates result in injuries.

ASSAULTS* ON STAFF AND OFFENDERS

	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06
# of assaults on staff	463	508	465	367	293	376
# of assaults on offenders	542	510	540	468	463	557
Total	1,005	1,018	1,005	835	756	933
Rate per 100 offenders incarcerated	5.4	5.5	5.4	4.5	4.1	4.9
Three-year moving average			5.4	5.1	4.7	4.5

Data includes "Commit", "Attempt to Commit", "Threaten to Commit", "Suspected of Committing", "Conspire to Commit", and so on.

Source: Security Branch, CJIL, July 9, 2006.

STAFF AND OFFENDERS INJURED* DURING ASSAULTS

	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06
# of staff injured	302	331	292	244	207	243
# of offenders injured	533	491	513	451	444	521
Total ²⁴	835	822	805	695	651	764
Rate per 100 offenders incarcerated	4.5	4.4	4.3	3.8	3.5	4.0
Three-year moving average			4.4	4.2	3.9	3.8

* Data includes "Minor", "Major", and "No [physical] Injuries"

Source: Security Branch, CJIL, July 9, 2006.

The above tables tell only one part of the story. Front-line staff has identified the climate in institutions to be changing, with assaultive behaviour becoming more pronounced and with more incidents of behaviour that is problematic but short of reportable assaults.

Increases in instances of bodily fluids and waste being thrown on officers and verbal assaults such as threats to harm family members, are only recently being fully appreciated for their impact. Previously, these attacks were fewer and may have been taken as an occasional "part of the job". However, they are now better understood as precursors to physical violence, indicative of an ingrained lack of respect for others, and are appreciated as having lasting and significant impact on staff and offenders' sense of safety and security.

²⁴ This includes both major and minor injuries. A major injury is an injury of a serious nature that results in hospitalization or treatment and that prohibits the victim's return to normal routine for any period of time, for example, cuts requiring sutures, unconsciousness depending on the severity, or broken bones. A minor injury is an injury that does not prevent the continuation of the victim's normal routine, nor involves treatment in a hospital; for example, minor abrasions, bruises, superficial cuts, or sprains.

This is an ongoing concern, especially since intake assessment information indicates that the offender population has a higher propensity for violence in the future.

In identifying this gap in our understanding of the dynamics at play, CSC is committed to furthering its understanding of the dynamics of aggressive behaviour in institutions, and implementing effective measures to address it. CSC is engaged in ongoing consultation with UCCO-SACC-CSN on ways to reduce assaults and injury to staff, including enhancing protective equipment for staff and providing specialized training for correctional officers and other staff who deal with violent inmates. Areas of focus include enhancing security and self-defence awareness around inmate movement; increasing awareness of violent tendencies of specific offenders, and applying more effective communication techniques in interacting with violent offenders.

Other measures include developing a more comprehensive gang management strategy, more effective risk assessment tools for violent offenders; and intensive programs that target violent offenders.

A major contributor to institutional violence is drug trafficking. Illicit drugs are a problem for correctional organizations throughout the world. They are not only illegal and have a negative impact on institutional security, they also contribute to further criminal behaviour and the spread of infectious disease, and are detrimental to reintegration efforts.

In 2005-2006, CSC seized the following contraband:²⁵ 5,179 assorted pills, 226 grams of amphetamines, 313 grams of cocaine, 8,155 grams of THC, a further 623 THC items, 762 grams of opiates, 6267 litres of alcohol/beer and 1,851 items of drug paraphernalia.

But despite these efforts, the offender population continues to exhibit substance abuse.

RANDOM URINALYSIS RESULTS²⁶

	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06
Total number of tests	6,845	6,905	6,862	6,681	6,874	7,437
Positive	860	721	771	767	739	767
Refused	932	991	932	836	806	894
% of positive or refused	26.2%	24.8%	24.8%	24.0%	22.5%	22.3%
Three-year moving average			25.3%	24.5%	23.8%	22.9%

Source: CRS as of May 14, 2006.

A key part of the effort to provide better safety and security for both staff and offenders will be to reduce the entry, use and impacts of illicit drugs.

CSC will take the following actions in order to further reduce the entry, trafficking and demand for drugs in its institutions:

²⁵ Source: Offender Management System (OMS), April 9, 2006.

²⁶ Offenders that refuse to provide a sample are considered to have tested positive.

- Increase its measures and efforts to inform Canadians of the hazards and repercussions of smuggling drugs into any of the country's federal correctional institutions.
- Enhance searching procedures for visitors, contractors and staff entering institutions;
- Conduct increased urinalysis and routine searching of inmates;
- Manage more closely inmates involved in institutional drug trade, which could include closed/restrictive visits;
- Increase disciplinary action to deal with inmates involved in the smuggling and trafficking of drugs; and,
- Broaden awareness to inmates of substance abuse programs.

CSC will also work more closely with local police forces and Crown prosecutors to develop a more proactive approach for dealing with cases where drugs are seized.

In the longer term, anti-drug smuggling efforts may include:

- Purchasing new technology to detect illicit drugs hidden within inmate mail;
- Increasing the number of drug detection dog teams;
- Continuing to build CSC's Security and Intelligence capacity; and,
- Looking for new technologies and practices proven successful in other jurisdictions.

2.2.3 Enhanced Capacities to Provide Effective Interventions for First Nations, Métis and Inuit Offenders

CSC has improved its capacity to provide Aboriginal-specific interventions. However, it has not closed the gap between results for Aboriginal and non-Aboriginal offenders, as shown in the table below. Aboriginal offenders have a higher rate of both violent and non-violent re-offending while they are in communities under CSC supervision.

**SUPERVISED FEDERAL OFFENDERS IN COMMUNITIES
CONVICTED OF, OR CHARGED WITH, AN OFFENCE²⁷
ABORIGINAL VS. NON-ABORIGINAL OFFENDERS**

Aboriginal offenders	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06
% of supervised population: violent offence	4.1%	5.6%	4.7%	4.0%	4.2%	3.6%
% of supervised population: non-violent offence	10.3%	9.2%	9.3%	9.0%	8.0%	8.2%
% of supervised population: any offence	14.4%	14.8%	14.0%	12.9%	12.3%	11.8%
Non-Aboriginal offenders	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06
% of supervised population: violent offence	2.0%	1.8%	1.9%	1.8%	1.8%	1.3%
% of supervised population: non-violent offence	6.6%	6.3%	6.1%	5.8%	6.1%	5.7%
% of supervised population: any offence	8.6%	8.1%	7.9%	7.5%	7.9%	7.0%
Gap in re-offending	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06
% of supervised population: violent offence	2.1%	3.8%	2.8%	2.2%	2.5%	2.2%
% of supervised population: non-violent offence	3.7%	3.0%	3.3%	3.2%	1.9%	2.5%
% of supervised population: any offence	5.9%	6.8%	6.1%	5.4%	4.4%	4.8%
Three-year moving average			6.3%	6.1%	5.3%	4.8%

Source: OMS as of April 9, 2006. Percentage might not add up due to rounding.

Aboriginal offenders are also more likely to return to CSC after the end of their sentence. Clearly, the gap in the rate of re-offending by Aboriginal offenders must be narrowed, both while they are in the community and after the end of their sentence, if CSC is to achieve its broader rehabilitation objectives.

²⁷ This table shows the total number of offenders whose parole has been revoked and who were convicted of, or charged with, at least one criminal offence while under supervision comparing the non-Aboriginal population with the Aboriginal offenders. A violent crime is considered to be murder or a Schedule I offence. Offenders are classified according the most serious crime that they have been convicted of, or charged with.

**FEDERAL OFFENDERS RETURNING TO FEDERAL CUSTODY FOR ANY OFFENCE
WITHIN TWO YEARS AFTER THE END OF THEIR SENTENCE
ABORIGINAL VS. NON-ABORIGINAL OFFENDERS**

Aboriginal offenders	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04
% returning to CSC within 2 years	10.2%	13.1%	11.9%	9.2%	13.3%	13.6%
Three-year moving average			11.8%	11.4%	11.5%	12.1%
Non-Aboriginal offenders	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04
% returning to CSC within 2 years	9.4%	8.3%	8.8%	9.1%	9.9%	10.0%
Three-year moving average			8.8%	8.7%	9.3%	9.7%
Gap in re-offending			2.9%	2.7%	2.2%	2.4%

Source: CRS as of April 9, 2006. Percentage might not add up due to rounding.

Given these gaps, the third strategic priority for CSC is to continue to enhance its capacities to provide effective interventions for First Nations, Métis, and Inuit offenders and strive to narrow the gap in correctional results. In addition, CSC must work horizontally with other government departments to address the challenges that contribute to the disproportionate representation of Aboriginal peoples in the criminal justice system.

2.2.4 Improved Capacities to Address Mental Health Needs of Offenders

CSC must also improve the way it addresses the needs of offenders with mental health disorders. Over the last few years, CSC has witnessed an increase in the number of offenders with diagnosed mental health disorders at admission.

**INCARCERATED OFFENDERS
WITH A CURRENT DIAGNOSED MENTAL HEALTH DISORDER ON ADMISSION**

	March 1997	March 2006	Growth rate (%)
% of incarcerated men offenders	7%	12%	71.4%
% of incarcerated Aboriginal men offenders	6%	13%	116.7%
% of incarcerated women offenders	13%	21%	66.7%

Source: Climate Indicator and Profile System (CIPS)

As a result of these clear trends, the fourth strategic priority for CSC is to improve its capacities to address the mental health needs of offenders. This is needed to improve correctional results and will be achieved by providing a full-spectrum response to their broad and multidimensional mental health needs.

2.2.5 Strategic Priorities and Results Commitments

To summarize, with respect to operations, CSC has identified four strategic priorities:

- **Community transition** – Safe transition of offenders into the community;
- **Safety and Security in Institutions** - Safety and security for staff and offenders in our institutions;
- **Aboriginal offenders** - Enhanced capacities to provide effective interventions for First Nations, Métis and Inuit offenders; and
- **Mental health** – Improved capacities to address mental health needs of offenders.

Within these areas of strategic priorities, CSC is committed to achieving the following **results**:

- ⇒ *A reduction in the rate of violent re-offending by offenders, both while they are in communities under CSC supervision and following the end of their sentence;*
- ⇒ *A reduction in violent behaviour within CSC institutions;*
- ⇒ *A narrowing of the gap in the rate of re-offending between Aboriginal and non-Aboriginal offenders, both while they are in communities under CSC supervision and following the end of their sentence; and*
- ⇒ *An improvement in correctional results for federal offenders with mental disorders.*

CSC will also pursue a fifth strategic priority, **strengthening management practices**, to improve the way it delivers on these key strategic priorities, and more generally, on all aspects of its mandate.

Each of these strategic priorities, the associated results commitments and measures, and the strategies and plans developed to achieve the desired results are further described in the section that follows.²⁸ Results and progress achieved on CSC’s stated plans will be monitored and reported in the Departmental Performance Report (DPR).

²⁸ To bring clarity to these notions, the following definitions have been adopted:

- *Strategic priority* is an area of attention that is given priority over the medium term (i.e. 3 years) in support of improved results. A strategic priority identifies the need for focused senior management attention and, as necessary, for realigned financial support from CSC, in order to achieve intended results.
- *Result commitments* serve to align the strategic priorities, strategies and plans based on achieving measurable outcomes that matter to Canadians. While CSC will do everything within its capacity to achieve these outcomes, many factors, besides our interventions and beyond our direct control, may impact on these outcomes.
- *Strategy* is a purposive, integrated approach to achieve the desired outcome.
- *Plan* is a specific, concrete action supporting a strategy. It is monitored with milestones.

2.3 COMMUNITY TRANSITION

2.3.1 Introduction

Priority:
**Safe transition of
offenders into the
community**

Enhanced public safety through reduced re-offending is CSC's ultimate objective. The majority of offenders will one day return to the community. CSC plays an essential role in preparing offenders for a safe transition to the community. As well, it provides comprehensive information to the National Parole Board, which makes discretionary release decisions.

The success of the federal correctional system is based on collaborative partnerships and the application of research-based approaches. The likelihood of an offender leading a law-abiding life on release is greater if the offender is properly prepared for release, having benefited from targeted interventions and correctional programs and is supervised in a supportive community. Community-based residential facilities operated by non-governmental agencies and Community Correctional Centres operated by CSC, play an important role in the reintegration of offenders who require structure and support on release.

2.3.2 The Challenges

CSC is facing a number of challenges in preparing offenders for a safe transition to the community. Offenders pose a variety of risks and have increasingly diverse needs, requiring more targeted development of correctional programs and interventions and monitoring of correctional plans. For example, an increase in the number of offenders admitted with sentences under three years requires more rapid interventions that focus on their specific needs.²⁹

There is an increasing proportion of offenders with more pronounced criminogenic needs being released to the community and an increasing proportion of offenders receiving Statutory Release (SR) as their first release.³⁰ In addition, in 2004-05, over 25% of offenders being released on SR were required, as a condition of their release, to reside in a community-based residential facility. While the majority of

STAFF SAFETY

On October 6, 2004, a CSC parole officer, Louise Pargeter, was found murdered in the home of an offender while conducting a home visit. CSC is committed to ensuring the safety of its community front-line workers. In the aftermath of this tragic loss, CSC has taken additional steps to strengthen both physical and personal security.

²⁹ The sentence length at admission for Aboriginal men has been relatively constant. It has increased from 47% to 55% for women offenders.

³⁰ By law, offenders who are serving sentences of fixed length and who have not been granted parole or had their parole revoked are released on statutory release after serving two-thirds of their sentence, unless the NPB, following referral from CSC, orders detention beyond the statutory release date. The NPB may do so if it is determined that the offender is likely to commit, before the end of the sentence: an offence causing death or serious harm to another person; a sexual offence involving a child; or a serious drug offence.

offenders on SR do not re-offend violently upon release, they are nevertheless responsible for the majority of violent incidents by federal offenders in the community.³¹ In this context, the Government is determined to address the problems associated with SR.

As well, the population of offenders receiving Long Term Supervision Orders (LTSOs) is increasing, signalling a need to place focused attention on this category of offenders. Since 2002-03, the number of offenders in the community who are actively serving their LTSO has increased from 31 to 100.³² Of these, 14 are Aboriginal and one is a woman. An additional 258 offenders have an LTSO designation but have not yet reached sentence expiry.

Therefore, in this context, a major challenge for CSC will be to enhance its capacity to protect the public.

2.3.3 Intended Public Safety Results

Although the rate of offenders convicted of, or charged with, violent crimes in communities while under supervision has been relatively constant over the last three years, CSC is striving to improve these results.

CSC's programs and interventions assist offenders to remain as law-abiding citizens after the end of their sentence. CSC is closely monitoring results in this area, recognizing that many other factors are at play, such as the capacity of communities to provide support to offenders. Over the last few years, and despite the changing offender profile, the rate of offenders convicted of violent crimes after the end of their sentence has remained stable (based on offenders returning to federal custody within two years of the end of their sentence).

CSC will aim to contribute to the following key result:

RESULT COMMITMENT³³

- ⇒ A reduction in the rate of re-offending by federal offenders returning to the community, as measured by:
- A reduction in the percentage of federal offenders in communities convicted of, or charged with, a violent offence while under CSC supervision.
 - A reduction in the percentage of federal offenders convicted of a violent offence and returning to federal custody within two years of the end of their sentence.
 - A reduction in the percentage of federal offenders convicted of a violent offence within five years of the end of their sentence.

³¹ Crimes committed by federal offenders while in the community under CSC supervision account for a very small percentage of all violent crimes committed in Canada, i.e. less than 0.07%.

³² Source: CRS, December 31, 2005.

³³ Since they provide a more reliable indicator, the three-year moving averages will be the primary method used by CSC to measure improvements in performance. At the same time, annual objectives will be established and annual results will be closely monitored to provide early indications of potential shifts in

While these results will be monitored closely and will be the primary focus of CSC's interventions, results on non-violent offences will also be monitored and reported.

The seriousness of violent offences covers a wide spectrum. Accordingly, CSC will also be reporting further details on the nature of the violent offences committed by federal offenders, both while in communities under CSC's supervision and after the end of their sentence. More refined information on the nature of the offences committed will assist CSC in developing more effective correctional approaches.

2.3.4 Strategies and Plans

To contribute to public safety results, CSC will develop and implement integrated strategies that focus on purposeful intervention, correctional programs and effective supervision, as well as improved monitoring of the offenders' progress. A key focus will be on better assessing the potential of offenders to re-offend violently, designing tools and interventions to better identify and address those factors earlier and, where serious problems persist, providing a sounder basis for detention referrals. Four strategies have been developed to achieve this strategic priority.

Strategy 1: Enhance supervision and monitoring tools for higher-risk offenders in the community

This strategy will foster closer supervision for certain groups of offenders and the provision of targeted programs and services, in partnership with community organizations, provincial and territorial jurisdictions and police services, in order to enhance the potential of offenders for a safe reintegration. Targeted groups may include: offenders with a propensity for violence, offenders on statutory release with or without residency conditions, those under an LTSO, or offenders with significant mental health disorders.

Plans in support of this strategy include:

- *Community Supervision:* Enhance intervention and monitoring tools for certain groups of offenders by parole officers, in collaboration with police services.
- *Electronic Monitoring:* Study the feasibility, develop and implement a pilot program and assess results of using electronic monitoring devices with higher risk offenders.
- *Partnerships:* Continue the development of partnerships to improve community readiness to support offenders, especially those with higher needs.

trends. CSC is committed to achieving improvements in its results, as reflected in both the annual results and the three-year moving averages.

Re-offending results based on long, fixed follow-up periods — i.e. whether offenders re-offend within two or five years of the end of their sentence — can be observed only after a significant time lag. Hence, the two-year and five-year re-offending rates that will be reported by CSC in the 2007 Departmental Performance Report will reflect the results for offenders that were released two or five years prior. It will take a minimum of five years to assess the impacts of the future actions of CSC on five-year re-offending rates.

- *Employment Continuum*: Ensure the full implementation and integration of the *Employment Continuum*,³⁴ including the identification and implementation of effective practices through the newly established Managers of Employment and Employability; and fully implement the National Employability Skills Program.
- *Community Programs*: Enhance community programs to improve the potential for safe reintegration.

The remaining three strategies focus on improving offender preparation for release during the term of incarceration:

Strategy 2: Adapt the assessment process at reception (intake) for shorter sentences

This strategy is aimed at adapting the intake assessment process for offenders with shorter sentences, in particular for those who have a propensity for violence, so that a correctional plan can be rapidly established and the offenders' criminogenic factors addressed in a timely manner.

Plans in support of this strategy include the following:

- *Offender Intake Assessment*: Develop and pilot an accelerated intake assessment of offenders with short-term sentences.
- *Security Classification Tools*: Continue the development of the initial security classification tool that is based on the specific characteristics of women.

Strategy 3: Amend case management and programming approaches to provide timely and purposeful interventions for shorter sentences

This strategy is aimed at modifying the case management approach for offenders serving shorter sentences. Timely and appropriate interventions are critical to safe reintegration into the community.

Plans in support of this strategy include the following:

- *Targeted Interventions*: Develop and implement programs and interventions to address the changing offender profile and, in particular, the propensity for violence.
- *Violence Prevention Program for Women Offenders*: Develop a program to address the needs of women offenders who have committed violent offences or who are considered at high risk to commit violent crimes.

³⁴ The Employment Continuum includes the identification of offenders' employment needs, building and enhancement of vocational skills and, upon release, supporting and enabling offenders to secure and retain employment.

Strategy 4: Enhance the role of Community Correctional Centres (CCCs) in managing the transition to the community

This strategy includes comprehensively analyzing the role and capacity of CCCs in addressing the changing offender profile, in particular, higher-needs offenders.

The plan in support of this strategy includes:

- *Role of CCCs:* Develop a service delivery model and assess the infrastructure (resourcing indicators) to enhance the capacity of CCCs to address the needs of challenging populations.

2.3.5 Measuring Progress

The table below provides a summary of the strategies as well as the associated plans and milestones to support safe transition into the community.

PLANS	MILESTONES FOR FISCAL YEAR 2006-07
Strategy 1: Enhance supervision and monitoring tools for higher-risk offenders in the community	
Community Supervision	<ul style="list-style-type: none"> • Assess the results of the evaluation of the Vancouver Reporting Centre³⁵ (Completed June 2006) • Review the results with the Community Council and develop an action plan (Completed June 2006) • Fully deploy Community Correctional Liaison Officers (October 2006) • Implement one Reporting Centre per Region (December 2006)
Electronic Monitoring	<ul style="list-style-type: none"> • Report on the results of the feasibility study (Completed June 2006) • Complete framework for pilot: Target group, technology, policy framework, agreement with the NPB (Completed July 2006) • Conduct pilot (September 2006) • Provide assessment (March 2007)
Partnerships	<ul style="list-style-type: none"> • Approve new standards for Community Residential Facilities (Completed April 2006) • Conduct consultation sessions with non-governmental organizations on the future of community corrections (Completed May 2006) • Provide Citizen Advisory Committee report on community operations (Completed July 2006)
Employment Continuum	<ul style="list-style-type: none"> • Identify and implement effective practices through the newly established Managers of Employment and Employability (one in each of the five Regions) (March 2007) • Fully implement the National Employability Skills Program (March 2007) • Work toward full implementation and integration of the Employment Continuum in subsequent years
Employment Strategy for Women Offenders	<ul style="list-style-type: none"> • Finalize strategy (including consultations) (October 2006)
Adaptation of Community Programs	<ul style="list-style-type: none"> • Revise and increase the Counterpoint Program in the community for offenders experiencing reintegration difficulties (July 2007) • Work toward increasing the use of the Community Maintenance Program in the Community in subsequent fiscal year(s)

³⁵ A Reporting Centre is where offenders can report many times a week, be met by a Parole Officer or other staff and receive some services, support or referrals.

Strategy 2: Adapt the assessment process at reception (intake) for shorter sentences	
Offender Intake Assessment	<ul style="list-style-type: none"> • Review the intake assessment process to identify areas that can be streamlined or eliminated (Completed June 2006) • Pilot the Dynamic Factor Identification and Analysis component of the Offender Intake Assessment Project (December 2006) • Assess the feasibility of separately centralizing the functions of intake assessment and case preparation for offenders with short-term sentences in either a designated institution or a unit within an institution (March 2007)
Initial Security Classification Tool for Women Offenders	<ul style="list-style-type: none"> • Draft Instrument/Coding Guide/Database (October 2006) • Complete the Field Testing Plan and Training Plan (includes train-the-trainers) (December 2006) • Work towards full implementation in subsequent fiscal year(s)
Strategy 3: Amend case management and programming approaches to provide timely and purposeful interventions for shorter sentences	
Targeted interventions	<ul style="list-style-type: none"> • Pilot the delivery of Violence Prevention and Substance Abuse Programs to offenders who are going through intake assessment (March 2007) • Provide Parole Officers with the skills to motivate resistant offenders and reinforce the behavioural gains of offenders (March 2007) • Work toward the development and implementation of a Moderate Intensity Violence Prevention Program in subsequent fiscal year(s) • Work toward implementing the Institutional Maintenance Program to provide a continuum of program interventions in subsequent fiscal year(s)
Violence Prevention Program for Women Offenders	<ul style="list-style-type: none"> • Develop program (December 2006) • Develop training package (March 2007) • Work toward program implementation in subsequent year(s)
Strategy 4: Enhance the role of Community Correctional Centres (CCCs) in managing the transition to the community	
Role of CCCs	<ul style="list-style-type: none"> • Comprehensive report from the working group providing recommendations on service delivery model and resourcing indicators (March 2007)

2.3.6 Resources

The table below provides a summary of the resources associated with each of the strategies to support safe transition into the community.

Strategy	Financial resources associated with strategy (\$M)		
	2006-07	2007-08	2008-09
Enhance supervision and monitoring tools for higher-risk offenders in the community	7.9	3.6	3.6
Adapt the assessment process at reception (intake) for shorter sentences	0.2	0.2	0.2
Amend case management and programming approaches to provide timely and purposeful interventions for shorter sentences	0.4	2.9	2.8
Enhance the role of Community Correctional Centres (CCCs) in managing the transition to the community	5.0	1.8	1.8
TOTAL	13.5	8.5	8.4

Note: Depicted resources account for these specific plans and represent a small proportion of resources supporting ongoing activities with respect to a safe transition of offenders into the community (see Section 2.8).

2.4 SAFE AND SECURE INSTITUTIONS

Priority:
**Safety and security for
staff and offenders in
our institutions**

2.4.1 Introduction

One of CSC's fundamental responsibilities is to ensure that its institutions are safe for staff and offenders. Violence and illicit drugs are not tolerated. Offenders involved in violent incidents or found in possession of, or using, illicit drugs face disciplinary actions or criminal charges.

CSC has implemented a number of measures in an effort to reduce both violence and illicit drugs in institutions.

Currently, CSC monitors illicit activities of offenders on an ongoing basis, including those offenders belonging to organized criminal groups, in order to prevent incidents and thus enhance safety. Furthermore, CSC is working toward increasing its security intelligence capacity. For some years, CSC has also been committed to working toward a drug-free environment. Illicit drugs in institutions are not compatible with secure environments nor are they conducive to the safe reintegration of offenders into communities.

Ongoing concerns by front-line staff about assaultive behaviour by offenders, coupled with the changing offender profile, point to the need for additional efforts to reduce violence of all forms to create the right environment for maximizing correctional results. A critical component of this effort to provide better safety and security within institutions will be to reduce the entry, use and impact of illicit drugs. To maintain safe and secure institutions, staff members need appropriate training, tools and equipment for their own safety and to provide appropriate assistance to offenders, while also exercising control.

2.4.2 The Challenges

The changing offender population has a direct impact on the safety and security of institutions. Approximately one-sixth³⁶ of men offenders report having gang affiliations during their initial assessment, a proportion that has increased since 1997 (from 12% to 16%).³⁷ There has been an increase in offenders demonstrating poor institutional adjustment, more anti-social behaviour as well as an increase in the proportion of offenders assessed as requiring maximum security at intake.³⁸

³⁶ Source: CIPS. Gang Affiliations: 25% for Aboriginal men and 9% for women.

³⁷ The Changing Federal Offender Population, Profiles and Forecasts, October 2005, *CSC Research Branch*.

³⁸ Source: CIPS. Since 2001, CSC's initial placement policy requires that offenders charged with murder spend at least two years in a maximum-security institution. There has been an increasing trend for maximum designations since 1996-97 (6% to 13%, or a 117% increase). Aboriginal men have increased from 9% to 13% (or a 44% increase) and women have increased from 4% to 7% (or a 75% increase).

Furthermore, the high prevalence of offenders having substance abuse problems means that institutions are potentially at a high risk of violence associated with drugs. CSC's approach to combating substance abuse is comprehensive. It includes interdiction measures such as the non-intrusive searching of all visitors entering institutions using tools such as metal detectors, ion scanners and drug detection dogs to detect the presence of drugs; searches of cells, buildings and grounds; physical searches of offenders; regular monitoring of offender activity and random urinalysis testing. In addition to interdiction, CSC also emphasizes education, prevention, treatment and harm reduction. CSC continues to look at ways of improving current practices and exploring new and innovative strategies.

Maintaining a climate of respect in institutions is essential to the safety of staff and offenders. Offender behaviour in institutions must be subject to the same social norms as those prevailing in the community. Consequences for unacceptable behaviour must be consistently applied. While all disrespectful behaviour is of concern to CSC, it is of particular concern when the physical safety of staff or offenders is jeopardized.

In this context, a major challenge for CSC will be to enhance the safety and security of staff and offenders in a way that is consistent with its rehabilitation objectives.

2.4.3 Intended Public Safety Results

As indicated earlier, over the last few years the rate of major security incidents in institutions has remained relatively stable, with 2004-05 being the exception. Replicating the results for that year may be very challenging given the changing offender profile and preliminary data from 2005-06.

However, CSC remains committed to achieving the following key result:

RESULT COMMITMENT³⁹

⇒ A reduction in violent behaviour within institutions, as measured by a reduction in the rate of major security incidents.

To contribute to further developing a culture of respect between offenders and staff, CSC also needs to continue working with union representatives on the issue of staff assaults. At the same time, offenders must also be provided with an environment that is secure and conducive to their rehabilitation. CSC must work towards reducing all forms of violence, whether directed at staff or at offenders, and whether it results in a major or a minor injury.

³⁹ CSC's performance monitoring approach is identified in the first Result Commitment in section 2.3.3, and has been adopted throughout the document.

CSC will therefore work toward the following key result:

RESULT COMMITMENT

- ⇒ A reduction in disrespectful and assaultive behaviour within institutions, as measured by:
 - A reduction in the rate of assaults on staff and offenders.
 - A reduction in the rate of injuries to staff and offenders caused by offenders.

In support of these commitments, CSC must also continue working vigorously toward a drug-free environment and further the following key result:

RESULT COMMITMENT

- ⇒ A reduction in illicit drugs within institutions, as measured by a reduction in the percentage of offenders testing positive during random urinalysis tests.

2.4.4 Strategies and Plans

To achieve these results, CSC will bring forward enhanced new strategies to protect the safety of staff and offenders. This will also create a better climate and conditions for successful behavioural changes and rehabilitation of offenders. Specifically, three strategies are proposed:

Strategy 1: Develop and implement measures to reduce violence in institutions

The increasingly complex offender population presents significant new challenges requiring significant enhancements to security intelligence capacity. This increased capacity will enhance the ability of CSC to mitigate risks posed by offenders and contribute to providing a safer environment for their effective rehabilitation.

The plan in support of this strategy includes the following:

- *Strategic Intelligence:* Enhance strategic intelligence capacity to mitigate safety and security risks in institutions.

Strategy 2: Develop and implement additional measures to reduce illicit drugs in institutions

As indicated earlier, the availability and use of illicit drugs are not compatible with secure environments and effective and safe reintegration. This strategy is aimed at curtailing the supply, use and impacts of drugs in institutions.

Plans in support of this strategy include the following:

- *Drug Interdiction:* Implement an enhanced Drug Interdiction Plan, building upon the experience to date and the recommendations of the Internal Audit on Drug Interdiction.
- *Strategic Plan:* Develop and implement a Strategic Plan to reduce drugs in institutions, recognizing that efforts will be required in the areas of prevention, treatment, enforcement and harm reduction.

Strategy 3: Enhance Staff Safety

This strategy is aimed at ensuring the protection of staff, which will require ongoing adjustments to security and interventions to address the changing offender profile.

Plans in support of this strategy include the following:

- *Front-line Roles and Responsibilities:* Implement strategies to ensure roles and responsibilities are consistent and clear for all front-line managers and staff.
- *Assaultive behaviour:* Work with union representatives on improving reporting of all assaultive behaviour against staff. Develop and implement a more consistent approach for dealing with unacceptable behaviour in institutions.
- *Staff Safety:* Enhance safety measures such as the provision of protective equipment, specialized training for Correctional Officers (for example, gang identification and management) and review measures such as access to OC spray and firearms.

2.4.5 Measuring Progress

The table below provides a summary of the strategies as well as the associated plans and milestones to enhance the safety and security of staff and offenders in our institutions.

PLAN	MILESTONES FOR FISCAL YEAR 2006-07
Strategy 1: Develop and implement measures to reduce violence in our institutions	
Strategic Intelligence	<ul style="list-style-type: none"> • Develop a more comprehensive Gang Management Strategy (September 2006)
Strategy 2: Develop and implement additional measures to reduce illicit drugs in our institutions	
Drug Interdiction	<ul style="list-style-type: none"> • Implement enhanced Drug Interdiction Plan (November 2006)
Strategic Plan	<ul style="list-style-type: none"> • Develop Strategic Plan (November 2006) • Commence implementation of Strategic Plan (December 2006)
Strategy 3: Enhance Staff Safety	
Front-line Roles and Responsibilities	<ul style="list-style-type: none"> • Commence implementing decisions arising from Correctional Officer Deployment Study (October 2006)
Assaultive Behaviour	<ul style="list-style-type: none"> • Consult with union on definition of staff assaults, reporting strategies, and consistent approach for dealing with unacceptable behaviour (Completed June 2006) • Implement new framework (August 2006) • Establish reporting strategies with new definitions in 2007-08 RPP (March 2007)
Staff Safety	<ul style="list-style-type: none"> • Acquire and distribute stab-proof vests (commencing in 2006-07 over a 2-year period) • Develop and deliver specialized training modules for Correctional Officers relating to gangs and safety measures (first module will be delivered during fiscal year 2006-07) • Complete assessment of access to OC spray and firearms (September 2006) and implement recommendations (December 2006)

2.4.6 Resources

The table below provides a summary of the resources associated with each of the strategies to enhance the safety and security of staff and offenders in our institutions.

Strategy	Financial resources associated with strategy (\$M)		
	2006-07	2007-08	2008-09
Develop and implement measures to reduce violence in our institutions	0.1	0.1	0.1
Develop and implement additional measures to reduce illicit drugs in our institutions	0.2	0.2	0.2
Enhance staff safety	2.8	1.5	0.8
TOTAL	3.1	1.8	1.1

Note: Depicted resources account for these specific plans and represent a small proportion of resources supporting ongoing activities with respect to safety and security in our institutions (see Section 2.8).

2.5 ABORIGINAL OFFENDERS

Priority
**Enhanced capacities to
provide effective
interventions for First
Nations, Métis and
Inuit offenders**

2.5.1 Introduction

The federal government's unique relationship with Aboriginal peoples is expressed in the *Constitution Act, 1982*. This relationship is further articulated in the *Corrections and Conditional Release Act* which requires CSC to provide programs designed to specifically address the needs of Aboriginal offenders and engage Aboriginal peoples in the development and delivery of correctional programs and

services. Specific provisions allow Aboriginal communities to assume direct responsibility for custody (section 81) and supervision (section 84) of Aboriginal offenders.

Within this legislative framework, CSC began laying the foundation for a new approach to Aboriginal corrections, focused on enhancing the role of Aboriginal communities in corrections, developing expertise and piloting new programs. The Aboriginal corrections "continuum of care" model, developed in 2003, is an integrated strategy which begins at intake assessment, is followed by institutional paths of healing (including enhanced programs and correctional interventions) and ends with the safe and successful reintegration of Aboriginal offenders into the community. The medicine wheel, found at the centre of the continuum, reflects research findings that culture, teachings and ceremonies (core aspects of Aboriginal identity) appear critical to the healing process.⁴⁰

2.5.2 The Challenges

Aboriginal peoples continue to be disproportionately represented in the correctional system. They comprise approximately 16.2% of offenders serving federal sentences (in institutions and communities) but only 2.7% of the Canadian adult population.⁴¹ Specifically, Aboriginal offenders account for 18.8% of the incarcerated population and 13.1% of the community population. Aboriginal women offenders account for an even higher proportion of the overall women offender population at 24.6% and 31.9% of incarcerated women.

Addressing the gap in re-offending results between Aboriginal and non-Aboriginal offenders and ensuring ongoing support beyond warrant expiry is a major challenge for CSC. This challenge is due, in part, to differences in the profile of the two populations. Aboriginal people admitted to federal custody are increasingly younger and are more likely to be incarcerated for a violent offence, have affiliations with gangs and have much

⁴⁰ Trevethan, S.D. (2004). "Is there a need for Aboriginal-specific programming for Aboriginal offenders", in Newhouse, D. and Peters, D. (eds.), *Not Strangers in These Parts: Urban Aboriginal Peoples*. Policy Research Initiative.

⁴¹ Source: CRS, December 2005.

higher needs (relating to substance abuse, health, employment and education, for example). While many needs of Aboriginal men and women are similar, they require different types of interventions to address those needs. Furthermore, research highlights unique background, offence patterns and need characteristics among First Nations on reserve, First Nations off reserve, Métis and Inuit offenders.

Another challenge for CSC is to fully develop and implement each of the components of the continuum of care model (assessment, intervention, reintegration, and prevention) for offenders. Particular emphasis is needed on developing capacities in communities to support Aboriginal offenders under supervision and beyond warrant expiry, in order to reduce re-offending rates and to close the gap in correctional results between Aboriginal and non-Aboriginal offenders. Continued engagement of Aboriginal communities is critical to developing this capacity.

There is early evidence available that initiatives implemented within the continuum of care model work with an Aboriginal offender population, which has higher initial risk and needs than the non-Aboriginal population. For example, initial results for Aboriginal offenders who participated in Pathways healing units showed a lower rate of re-offending than those who did not participate. The fundamental challenge is to expand the provision of these types of interventions across CSC, where there are positive results, in order to address the specific needs of all Aboriginal offenders in a timelier manner.

CSC must also prepare for anticipated growth in the Aboriginal offender population and potential shifts in geographic distribution. Statistics Canada projections to 2017⁴² suggest that the disproportionate representation of Aboriginal peoples among newly sentenced offenders will continue to grow in federal and provincial/territorial correctional systems, particularly in the West and in the North. Of particular relevance is the projection that the 20-29 age group — the age group that has the greatest potential for criminal activity — will increase by over 40%. This is more than four times the projected growth rate of 9% for non-Aboriginal people. New population management strategies will be required to address the anticipated growth in these populations.

2.5.3 Intended Public Safety Results

CSC has made progress on correctional interventions for Aboriginal offenders. However, despite these efforts, there remains a significant gap in correctional results compared to non-Aboriginal offenders. Given the persistence of that gap, targeted efforts for the Aboriginal population will continue to be a priority.

CSC will aim to achieve the following key result:

⁴² *Projections of the Aboriginal populations, Canada, provinces and territories: 2001 to 2017*, Statistics Canada (Catalogue number 91-547-XIE), 2005.

RESULT COMMITMENT

- ⇒ Closing of the gap in the rate of violent and non-violent re-offending of Aboriginal and non-Aboriginal federal offenders, as measured by:
- A reduction in the gap between the percentage of Aboriginal and non-Aboriginal federal offenders convicted of, or charged with, violent or non-violent offences in communities while under CSC supervision.
 - A reduction in the gap between the percentage of Aboriginal and non-Aboriginal federal offenders convicted of a violent or non-violent offence and returning to federal custody within two years of the end of their sentence.
 - A reduction in the gap between the percentage of Aboriginal and non-Aboriginal federal offenders convicted of violent or non-violent offences within five years of the end of their sentence.

CSC will report in the Departmental Performance Report on the effectiveness of its Aboriginal-specific interventions and the development of its capacities. This will include assessments regarding the success of Aboriginal offenders who have benefited from Aboriginal programs, healing lodges, Pathways units, section 81 agreements, section 84 release plans and other specifically designed interventions.

2.5.4 Strategies and Plans

CSC has developed and is implementing an overarching “Strategic Plan” for Aboriginal corrections that will contribute to safe and healthy communities by being more responsive to the needs of Aboriginal offenders. The details of the implementation schedule and associated resource requirements will be included in regional and national actions plans which will be finalized by June 2006.

Four specific strategies will be advanced to further this Strategic Plan, the first three being internal to CSC and the last one addressing CSC’s capacity to develop collaborative partnerships and assist Aboriginal communities in strengthening their capacities to assist and support Aboriginal offenders returning to the community.

Strategy 1: Develop and implement culturally appropriate interventions

This strategy is aimed at addressing the specific criminogenic needs of Aboriginal offenders through the development and implementation of actions at both the national and regional levels based on the continuum of care model.

Plans in support of this strategy include:

- *Aboriginal Correctional Programs*: Enhance the delivery of Aboriginal correctional programs to meet the specific criminogenic needs of Aboriginal offenders.
- *Population Management*: Expand Pathways healing units to all regions in both men’s and women’s institutions; complete the implementation of the Healing Lodge Action

Plan; develop a strategy to address the needs of Northern offenders, including the Inuit.

- *Aboriginal Reintegration*: Integrate urban Aboriginal community involvement into the continuum of care and continue Aboriginal community development initiatives through nine existing Aboriginal community development officers.

Strategy 2: Address CSC Internal Systemic Barriers and Develop Cultural Competence

This strategy is aimed at making CSC more capable of addressing the specific needs of Aboriginal offenders by making the organization more aware and representative of Aboriginal cultures.

Plans in support of the Strategy include:

- *Systemic Barriers*: Monitor and identify systemic correctional barriers to Aboriginal offenders on an ongoing basis.
- *Aboriginal Employee Representation*: Enhance recruitment, development and retention of Aboriginal employees at all levels of the organization.
- *CSC Cultural Competence*: Develop cultural competence throughout CSC to facilitate culturally-relevant operations.

Strategy 3: Improve the Continuum of Care for Aboriginal Women Offenders

This strategy is aimed at enhancing correctional results through initiatives that will improve the continuum of care for Aboriginal women offenders.

Plans in support of this strategy include:

- *Assessment*: Develop and implement culturally sensitive classification and assessment tools for women.
- *Programming*: Develop and implement culturally sensitive programs for Aboriginal women.
- *Interventions*: Develop and implement targeted interventions for Aboriginal women.
- *Knowledge*: Enhance knowledge of Aboriginal women and effective corrections for that specific population.

Strategy 4: Enhance collaboration

This strategy is aimed at enhancing horizontal collaboration with the objective of closing the gap in the life chances of Aboriginal offenders. It also endeavours to position CSC to take advantage of partnerships and opportunities among governmental and non-governmental organizations to support Aboriginal offenders in communities, including those returning to urban areas.

Plans in support of this strategy include:

- *Internal Collaboration:* Ensure that the planning, reporting and accountability mechanisms at all levels of CSC integrate the Aboriginal dimension.
- *Horizontal Collaboration:* Address the gaps in external collaborative capacity through a more coordinated approach within the Public Safety Portfolio, with other federal departments and agencies, and with other levels of government.
- *Aboriginal Community Engagement:* Engage Aboriginal communities in the further development and implementation of new programs and approaches that will contribute to safe and healthy communities.

2.5.5. Measuring Progress

The table below provides a summary of the strategies as well as associated plans and milestones aimed at enhancing CSC's capacity to provide effective interventions for First Nations, Métis and Inuit offenders.

PLAN	MILESTONES FOR FISCAL YEAR 2006-07
Strategy 1: Develop and implement culturally appropriate interventions	
Aboriginal Programs	<ul style="list-style-type: none"> • Train program facilitators to offer additional Aboriginal-specific programming in designated facilities in each Region (March 2007)
Population Management	<ul style="list-style-type: none"> • Implement Pathways units in three facilities for men and one facility for women (March 2007) • Fully implement action plan specific to healing lodges (March 2007) • Develop Northern Corrections Strategy with Territories and Provinces with respect to Northern/Inuit Offenders (December 2006)
Aboriginal Reintegration	<ul style="list-style-type: none"> • Through Aboriginal Community Development Officers, increase the number of urban Section 84 release plans across the country (March 2007) • Through Community Liaison Services, increase the number of urban reintegration initiatives for Aboriginal offenders (March 2007)
Strategy 2: Address CSC internal systemic barriers and develop cultural competence	
Systemic Barriers	<ul style="list-style-type: none"> • Develop and implement an integrated monitoring system for assessing the impact of policy changes on Aboriginal offenders (March 2007)
Aboriginal Employee Representation	<ul style="list-style-type: none"> • Develop an integrated human resource management strategy that addresses recruitment, development and retention of Aboriginal employees (September 2006)
CSC Cultural Competence	<ul style="list-style-type: none"> • Provide training and awareness sessions to all CSC policy developers regarding the impact of policy on Aboriginal offenders (December 2006)

Strategy 3: Improve the continuum of care for Aboriginal Women offenders	
Assessment	<ul style="list-style-type: none"> • Fully implement the gender and culturally sensitive Security Reclassification Scale for Women Offenders (September 2006) • Work toward the development of a culturally sensitive actuarial dynamic risk assessment tool for women to target areas for change in subsequent fiscal year(s)
Programming	<ul style="list-style-type: none"> • Implement Circles of Change at Edmonton Institution for Women (September 2006) • Develop an Aboriginal relapse prevention maintenance program (March 2007) • Work toward the development and implementation of a revised Spirit of a Warrior program to include substance abuse and gang affiliation components in subsequent fiscal year(s)
Interventions	<ul style="list-style-type: none"> • Implement Pathways unit at Edmonton Institution for Women (August 2006) • Hold national gathering of Elders at Okimaw Ohci Healing Lodge to explore systemic issues impacting incarcerated Aboriginal women (December 2006) • Complete analysis of options of Exchange Service Agreement with Manitoba for accommodations for Aboriginal women (March 2007) • Work toward developing a structured assistance program for women serving life and long sentences in subsequent fiscal years(s) • Work toward assessing options for an Aboriginal women's community residential facility in Alberta in subsequent fiscal year(s)
Knowledge	<ul style="list-style-type: none"> • Analyze research completed on needs of Aboriginal women to identify initiatives to address issues related to reintegration, health, employment and substance abuse (January 2007)
Strategy 4: Enhance collaboration	
Internal Collaboration	<ul style="list-style-type: none"> • Implement an integrated Aboriginal planning, reporting and accountability framework within CSC (September 2006)
Horizontal Collaboration	<ul style="list-style-type: none"> • In collaboration with Indian and Northern Affairs Canada and Public Safety Canada, develop and implement an inter-departmental engagement strategy for issues impacting Aboriginal offenders (December 2006)
Aboriginal Community Engagement	<ul style="list-style-type: none"> • Implement engagement strategy with Aboriginal communities and organizations that represent First Nations, Métis and Inuit people (March 2007)

2.5.6. Resources

The table below provides a summary of the resources for each of the strategies aimed at enhancing CSC's capacity to provide a continuum of culturally-appropriate interventions for First Nations, Métis and Inuit offenders.

Strategy	Financial resources associated with strategy (\$M)		
	2006-07	2007-08	2008-09
Develop and implement culturally appropriate interventions.	5.3	5.3	5.3
Address CSC internal systemic barriers and develop cultural competence	0.3	0.3	0.3
Improve the continuum of care for Aboriginal Women offenders	0.3	0.1	0.0
Enhance collaboration	0.3	0.3	0.3
TOTAL	6.2	6.0	5.9

Note: Depicted resources account for these specific plans and represent a small proportion of resources supporting ongoing activities with respect to Aboriginal offenders (see Section 2.8).

2.6 MENTAL HEALTH

Priority:
**Improved capacities
to address mental
health needs of
offenders**

2.6.1 Introduction

Providing an appropriate continuum of treatment from intake assessment to warrant expiry to address the mental health needs of offenders is not only necessary for legal and humanitarian reasons, but is also essential in assisting offenders to participate and benefit from correctional programs, thus contributing to rehabilitation efforts. To enhance

CSC's ability to provide mental health services, partnerships across jurisdictions need to be strengthened and expanded.

The needs of men offenders requiring in-patient treatment beds are primarily met through the five regional treatment/psychiatric centres. For women offenders with significant mental health needs, small units that provide a higher level of staffing and therapeutic intervention have been established at each of the five women's institutions. As well, the Regional Psychiatric Centre in the Prairies and the Institut Phillippe-Pinel in the province of Quebec have units for the intensive treatment of women offenders. In regular institutions, psychologists, mental health nurses and others are able to provide only limited mental health support within the constraints of current resources.

Serious mental disorders are associated with other problems, including lack of stable housing and employment opportunities in the community, which increase the risk of re-offending. Offenders with mental disorders are often at higher risk of repeated arrests and incarcerations especially in the first few months following discharge. They are at a higher risk for failing to comply with treatment and for violating their parole conditions.⁴³ Research has shown that transitional services for offenders with mental disorders are critical to achieving reintegration success.⁴⁴ One of the greatest challenges facing CSC is to facilitate success by providing these support services.

2.6.2 The Challenges

Mental health problems are up to three times more common in correctional institutions than among the general population and there are increasing numbers of offenders with mental health disorders. As previously indicated, more than one out of ten men offenders and one out of four women offenders have been identified at admission as having mental health problems and this proportion has risen since 1997 (by 71% and by 100%, respectively).⁴⁵

⁴³ Lurigio, A. J, et al. *The Effects of Serious Mental Illness on Offender Re-entry*. Federal Probation Vol 68, No. 2 September 2004.

⁴⁴ Faenza, M. *Statement of the Criminalization of Mental Illness*. National Health Association News Release. www.mamh.org/newsroom/system/news.

⁴⁵ Source: CIPS.

CSC faces several challenges in optimizing quality mental health care and ensuring that offenders' needs are addressed while incarcerated and when released to the community.

Examples of such challenges include: the increasing costs of providing mental health care; the need for more comprehensive mental health screening and assessment of offenders; the need for enhanced capacity to provide both primary and intermediate mental health care; and the need for staff training specific to mental health. Mental health treatment centres require consistency in standards and approach, including a need to upgrade the physical condition of some facilities; consistent admission and discharge criteria; consistent interventions; an enhanced and consistent clinical staffing model; and a specialized security approach. Community support structures are also required in order to enhance the potential for offenders with mental disorders to successfully reintegrate.

2.6.3 Intended Public Safety Results

As there is a lack of information systematically collected on offenders with mental disorders, identifying performance indicators is a challenge. Currently, the only comprehensive information available is collected at reception (intake). CSC is aiming to improve its capability to capture data and to monitor results in this area in the coming years, with an early focus on the impacts of the new community mental health initiative that CSC is putting in place.

CSC will aim to achieve the following key result:

RESULT COMMITMENT⁴⁶

⇒ Improved correctional results for federal offenders with mental disorders, as measured by:

- A reduction in the percentage of federal offenders with mental disorders whose parole has been revoked, with or without a new conviction or charge, while under CSC supervision.
- A reduction in the percentage of federal offenders with mental disorders returning to federal custody within two years of the end of their sentence.
- A reduction in the percentage of federal offenders with mental disorders convicted of an offence within five years of the end of their sentence.

To achieve this result, CSC must work towards providing more effective and timely mental health interventions and services to offenders in institutions and communities, as well as enhancing community support capacity.

2.6.4 Strategies and Plans

CSC needs to provide a full-spectrum response to the broad and multi-dimensional mental health needs of offenders. CSC has developed and is working toward the

⁴⁶ In the short term, CSC is limited to reporting results based on the mental health condition of offenders at admission. In the longer term, CSC will work toward improving its capability of reporting correctional results based on the mental health condition of offenders prior to their release into the community.

implementation of an overarching Mental Health Strategy that has six components. Funding has been secured to implement the Community Mental Health component of the Mental Health Strategy over the next four years. In collaboration with the other government departments, CSC will work to secure funding for the five remaining components. All components of the Strategy are further described below, beginning with the unfunded components.

Strategy 1: Implement clinical screening and assessment process at intake (unfunded)

This would ensure that all offenders receive appropriate mental health screening at intake to identify the nature of mental health problems and full mental health history. Those with mental health problems receive prompt assessment and diagnosis and the results would be reflected in individual treatment plans and intervention strategies.

Strategy 2: Provide primary mental health care in all CSC institutions (unfunded)

This would ensure that health care professionals are available to provide, within the regular institutional setting, a front-line response to mental health needs, including treatment, ongoing psychological counselling and crisis intervention.

Strategy 3: Create intermediate mental health care units in selected men's institutions (unfunded)

This would provide daily mental health support for offenders with mental health disorders within regular institutions.

Strategy 4: Ensure consistent standards and approach in CSC mental health treatment centres (unfunded)

This would ensure that admission criteria, clinical interventions, clinical staffing ratios and adapted security models are in place and consistent across all CSC Mental Health treatment centres.

Strategy 5: Provide coordination and leadership in delivery and development of mental health services (unfunded)

This would ensure leadership in the efficient delivery and continuous improvement of high quality, effective mental health services for offenders through: partnerships that enhance results and demonstrate federal leadership; knowledge development to support evidence-based planning and improvement; new methods and technologies; governance, standards and accountability measures; and appropriate training for staff.

The plans for the first five unfunded components of the Strategy are:

- *Business Case and Planning:* Further develop and refine the business case and planning for these components of the Mental Health Strategy.
- *Horizontal Collaboration:* Work with other government departments to advance the Mental Health Strategy.
- *Implementation of the Mental Health Strategy:* Implement the remaining components of the Mental Health Strategy, subject to funding availability.

Strategy 6: Implement Community Mental Health Initiative (funded)

This initiative is meant to ensure that offenders requiring mental health services receive the best possible preparation for reintegration, continue to receive necessary support during release into the community, and are integrated into the community mental health system at the appropriate time with no loss of continuity in support.

The funds will be used to address discharge planning, transitional care, specialized mental health staff working out of selected parole offices to provide support to offenders with mental disorders in Community Correctional Centres (CCCs) and Community Residential Facilities (CRFs), annual mental health training for staff of selected parole offices, CCCs and CRFs, and funds for specialized services such as psychiatric and psychological interventions.

Plans in support of the Community Initiative include:

- *Community Mental Health Initiative:* Continue the implementation of the community mental health component of the Strategy.

2.6.5 Measuring Progress

The table below provides a summary of the strategies and associated plans and milestones for improving CSC’s capacity to address the mental health needs of offenders.

PLANS	MILESTONES FOR FISCAL YEAR 2006-07
Strategy 1: Implement clinical screening and assessment process at intake Strategy 2: Provide primary mental health care in all CSC institutions Strategy 3: Create intermediate mental health care units in selected men’s institutions Strategy 4: Ensure consistent standards and approach in CSC mental health treatment centres Strategy 5: Provide coordination and leadership in delivery and development of mental health services	
Business Case and Planning	Ongoing
Horizontal Collaboration	Ongoing
Implementation of Mental Health Strategy	Upon receipt of funding
Strategy 6: Implement community mental health initiative	
Implementation of Community Mental Health Initiative	<ul style="list-style-type: none"> • Finalize Evaluation Plan and Measurement Strategy to implement approved Results-based Management and Accountability Framework (RMAF) (September 2006) • Implement the initial phase of the national Community Mental Health training package (March 2007) • Hire 90% of new field staff positions (March 2007)

2.6.6 Resources

The table below provides a summary of the resources associated with the funded components of the strategy to improve CSC's capacity to address the mental health needs of offenders.

Strategy	Financial resources associated with strategy (\$M)		
	2006-07	2007-08	2008-09
Business Case and Planning	0.4	0.4	0.4
Horizontal Collaboration	0.0	0.0	0.0
Implement Community Mental Health Initiative	8.6	6.5	6.5
TOTAL	9.0	6.9	6.9

Note: Depicted resources account for these specific plans and represent a small proportion of resources supporting ongoing activities with respect to addressing the mental health needs of offenders (see Section 2.8).

2.7 CSC'S MANAGEMENT AGENDA

Priority:
**Strengthened
Management
Practices**

2.7.1 Introduction

As an active participant in the broader Government of Canada management and accountability agenda, CSC is devoting considerable attention to strengthening management practices within the organization in order to strengthen accountability, increase transparency, provide better service and results and uphold professional public service values. Given the complex and unique nature of the changing correctional environment, it is essential to ensure that the public safety impacts of all initiatives are vigorously assessed while addressing this management agenda.

2.7.2 The Challenges

CSC is an organization with approximately 16,000 employees, operating 365 days a year and 24 hours a day, with a budget of approximately \$1.7 billion. CSC operates in all geographic regions of the country and employs staff across many disciplines.

In this context, the integration of human resources and business planning analysis into existing priorities and planning processes is essential to the effective achievement of our priorities. CSC will continue to refine the existing integrated business planning process to ensure it is transparent and accountable, and that business and strategic planning, resource management and performance monitoring continue to be effectively integrated. Performance monitoring systems at the individual and corporate levels are being aligned with corporate results commitments as outlined in this document.

In order to successfully integrate the notion of transparency and accountability at the corporate and individual levels, it will be essential to bring greater clarity to roles and responsibilities throughout the organization and to implement stronger governance models across national, regional, and local geographical boundaries and work-related disciplines. This will improve the development of policies and delivery of programs and will ensure more coherence in the provision of better correctional results for Canadians.

Promoting an organizational culture that integrates values and ethics into all decision making and that makes greater use of informal resolution of conflicts will be a major priority for improving CSC's management practices and operations. This effort will help inform decision-making, lower the cost of resolving conflicts, and improve trust within the organization, consistent with government-wide objectives.

Engaging employees in developing a workplace culture of effective internal communications is an important component of CSC's management agenda. Efforts in

this area must be two-way, and listening to employee ideas, concerns and suggestions for achieving results will therefore be a major element of the approach.

CSC is one of the largest federal custodians of real property assets. Most facilities have not had the benefit of cyclical renewals or major infrastructure replacements over their life cycle. As a consequence, they have had to operate at or beyond their design capacities, placing increased demands on buildings and infrastructure and limiting planned and ongoing maintenance. Major redevelopment and investment is required to renew the asset base in order to ensure the provision of safe, secure and healthy environments that respond to the increasing needs of a changing offender profile. CSC is currently refining and extending its Accommodation Strategy and its corresponding long-term capital plan to respond to these changes and to meet the requirements for a comprehensive investment plan in accordance with Treasury Board real property policy.

2.7.3 Intended Results in Support of Public Safety

If CSC is to be successful in achieving correctional results in the priority areas identified in the previous sections in the coming years, it will have to develop the strongest possible management practices. Good delivery and good management practices go hand in hand. Within the broader context of the Management Accountability Framework, CSC will therefore continue in its efforts to improve management practices.

CSC will aim to achieve the following key result:

RESULT COMMITMENT
<p>⇒ A stronger contribution to public safety in priority areas as measured by:</p> <ul style="list-style-type: none">▪ Achievement of targeted operational results in priority areas, as defined in previous sections.▪ Improvements in management practices as reflected in Management Accountability Framework assessments by the Treasury Board Secretariat and responses to employee surveys.

This year, CSC will develop indicators and benchmarks to determine success in the areas of values and ethics and internal communications. These two areas of emphasis are, of course, interrelated in achieving successful results.

2.7.4 Strategies and Plans

In order to enshrine strong management practices throughout the organization, special attention will be placed on ensuring roles and responsibilities are well defined; internal communications are disciplined; teamwork is sustained across organizational boundaries and across disciplines; and management approaches are transparent, with decisions that are based on public service values, quality and greater cost effectiveness. Four strategies have been developed to achieve this strategic priority.

Strategy 1: Clarify roles and responsibilities

This strategy will foster strong teamwork that is based on a clear understanding of the roles and responsibilities across boundaries and disciplines within CSC. Defining roles and responsibilities also reinforces accountability for results, increases transparency and addresses ambiguities and potential overlaps within different parts of the organization, ensuring greater cost efficiency.

Plans in support of this strategy include:

- *Succession Management*: Develop an overall succession management framework for operational managers.
- *Operational Responsibilities*: Clarify and strengthen the roles and responsibilities between national headquarters (functional) and regional (line) managers.
- *Program Evaluation*: Establish clear roles and responsibilities for program evaluation between evaluation specialists and program managers.

Strategy 2: Enhance the values and ethics program and results

CSC is committed to a strengthened values and ethics program that responds to the nature of the correctional environment and the Values and Ethics Code for the Public Service and creates a stronger values-based workplace. This strategy is aimed at developing and implementing integrated plans that will build on existing programs to ensure that values and ethics are more fully incorporated into decision-making practices and are understood by employees at all levels within CSC.

Plans in support of this strategy include:

- *Values and Ethics Unit*: Integrate existing programs such as Internal Disclosure under one umbrella to provide strategic direction for a coordinated ethics program in CSC.
- *National Values and Ethics Program*: Implement program and collect baseline data to establish targets for future improvement.
- *National Informal Conflict Management System (ICMS)*: Develop and implement the system.
- *Strengthened Independent Audit Function*: Further enhance the independence and effectiveness of the Audit Committee by increasing the number of external members.

Strategy 3: Improve internal communications

The responsibility for building strengthened capacity for effective internal communications is shared among management at all levels, employees, and communications and information specialists throughout the organization. It will be a major management focus during this reporting period. While the Commissioner will play a leadership role, managers play a key role in both upward and downward

communication, and are responsible for bringing employees' concerns forward and ensuring staff receive a regular flow of information.

In furtherance of these objectives, input from national and regional consultations conducted during the winter of 2006 will be used to help develop a strategic framework and action plan and the appropriate products, services and tools to support and enhance CSC's internal communications capacity.

Plans in support of this strategy include:

- *Strategy and Action Plan:* Develop and implement based on the consultative process.
- *New Products, Tools and Services:* Develop deliverables as per the strategy and action plan.
- *Cross-sectional Staff Survey:* Conduct a survey of a representative sample of operational, regional and NHQ staff at the end of the reporting period to determine where advances have been made and to identify areas for further improvement.

Strategy 4: Enhance the management of infrastructure needs and address facility rust-out

This strategy is aimed at developing a comprehensive investment strategy that rigorously examines CSC's infrastructure needs and population management requirements associated with the changing offender profile as well as increases in construction and maintenance costs. The investment strategy will identify immediate and long-term pressures and related additional resources required to exercise reasonable, safe, secure and humane control of offenders in CSC institutions and to provide effective supervision in the community.

At the same time, based on current resources, an exhaustive capital plan has been developed for 2006-07 to ensure that planned re-developments and investments are effectively implemented. In 2007-08, if a revised resourcing strategy is supported, it will be integrated into the accommodation strategy and related capital plan for implementation in accordance with Treasury Board real property management guidelines and policies.

Plans in support of this strategy include:

- *Investment Strategy Development:* Develop a more comprehensive investment strategy to identify long-term pressures and related new resource responses to address sustainability issues.
- *An updated Comprehensive Capital Plan:* Develop an updated capital plan to implement short- and long-term plans.

2.7.5 Measuring Progress

The table below provides a summary of the strategies as well as the plans and milestones for strengthening CSC's management practices.

PLANS	MILESTONES
Strategy 1: Clarify roles and responsibilities	
Succession Management	<ul style="list-style-type: none"> • Finalize framework design and commence implementation (March 2007)
Operational Responsibilities	<ul style="list-style-type: none"> • Complete study and implement decisions (September 2006)
Program Evaluation	<ul style="list-style-type: none"> • Finalize study and implement decisions (December 2006)
Strategy 2: Enhance the values and ethics program and results	
Values and Ethics Unit	<ul style="list-style-type: none"> • Complete staffing of the unit (September 2006)
National Values and Ethics Program	<ul style="list-style-type: none"> • Finalize design and commence implementation (March 2007)
National Informal Conflict Management System (ICMS)	<ul style="list-style-type: none"> • Develop system, establish a baseline to monitor and track progress in order to set targets for improvements (November 2006)
Strengthened Independent Audit Function	<ul style="list-style-type: none"> • Ongoing
Strategy 3: Improve internal communications	
Strategy and Action Plan	<ul style="list-style-type: none"> • Develop strategy (Completed April 2006) • Roll out action plan (throughout the year)
New Products, Tools and Services	<ul style="list-style-type: none"> • Deliverables (March 2007)
Cross-sectional Staff Survey	<ul style="list-style-type: none"> • Complete survey (March 2007)
Strategy 4: Enhance the management of infrastructure needs and address facility rust-out	
Investment Strategy Development	<ul style="list-style-type: none"> • Develop investment strategy (September 2006)
An updated Comprehensive Capital Plan	<ul style="list-style-type: none"> • Finalize the updated capital plan as per approved investment strategy (December 2006)

2.7.6 Resources

The table below provides a summary of the resources associated with each of strategies to strengthen CSC's management practices.

Strategy	Financial resources associated with strategy (\$M)		
	2006-07	2007-08	2008-09
Clarify roles and responsibilities	0.3	0.3	0.3
Enhance the values and ethics program and results	0.8	1.0	1.0
Improve internal communications	0.2	0.2	0.2
Enhance the management of infrastructure needs and address facility rust-out	0.4	0.4	0.4
TOTAL	1.7	1.9	1.9

Note: Depicted resources account for these specific plans and represent a small proportion of resources supporting ongoing activities with respect to management (see Section 2.8).

2.8 Departmental Priorities by Strategic Outcome

The following table presents CSC's strategic priorities, the Program Activity Architecture (PAA) activities that support the priority (although not necessarily exclusively), and expected results as outlined in the PAA. Financial figures represent CSC's total budget. Planned spending for the specific plans and priorities outlined in this document are depicted in previous sections.

STRATEGIC OUTCOME: Offenders are safely and effectively accommodated and reintegrated into Canadian communities					
Departmental Priorities	Type	PAA Program Activity – Expected Result	CSC Budget Base (\$ Millions)		
			2006-07	2007-08	2008-09
Community transition: Safe transition of offenders into the community	On going	Rehabilitation and Case Management Expected Result: Safe reintegration to the community consistent with the law.	416.1	405.2	399.1
Safety and Security in Institutions: Safety and security for staff and offenders in our institutions	On going	Care and Custody Expected Result: Reasonable, safe, secure and humane custody	1,091.7	1,083.1	1,104.1
Aboriginal offenders: ⁴⁷ Enhanced capacities to provide effective interventions for First Nations, Métis and Inuit offenders	On going	Rehabilitation and Case Management Expected Result: Safe reintegration to the community consistent with the law.	21.1	21.3	21.6
Mental health: ⁴⁸ Improved capacities to address mental health needs of offenders	On going	Care and Custody Expected Result: Reasonable, safe, secure and humane custody	22.4	22.6	22.9
Management: Strengthened Management Practices	On going	Corporate Services Expected Result: Direction and support so that offenders are safely and effectively accommodated and reintegrated into the community.	158.1	161.4	161.4
TOTAL			1,709.4	1,693.6	1,709.1

⁴⁷ Costs linked to static/dynamic security and institutional services are included in the strategic priority on "Safe and Secure Institutions".

⁴⁸ Ibid.

SECTION III: SUPPLEMENTARY INFORMATION

3.1 THE LINK TO CANADA'S PERFORMANCE REPORT⁴⁹

The central goal of the Government of Canada, as indicated in *Canada's Performance 2005: The Government of Canada's Contribution*, is to improve the quality of life of Canadians. All government policies, programs and activities are directed toward this key objective. *Canada's Performance 2005* is structured around three main policy areas – Sustainable Economy, Canada's Social Foundations, and Canada's Place in the World. This year's report also features a special overview of the government's efforts to support improvement in the well-being of Aboriginal peoples. As indicated below, CSC contributes both directly and indirectly to Canada's Social Foundations under the Government of Canada's outcomes of Safe and Secure Communities and Healthy Canadians with Access to Quality Health Care.

CSC Link to Canada's Performance

Government of Canada Outcome	Direct	Indirect
	<p>Canada's Social Foundations</p> <p><i>Safe and Secure Communities</i></p> <ul style="list-style-type: none"> Decreased levels of crime and victimization by offenders through the delivery of programs and services that reduce recidivism. Enhanced community capacity to deliver programs and services that meet the needs of at-risk populations, through partnerships and formal arrangements with the voluntary sector. Enhanced intelligence gathering and information sharing capacity both internally and with criminal justice partners which has allowed for a more cooperative response to ensuring security and safety in institutions and communities. 	<p>Maintain safe and secure communities</p> <p>Reduced social costs of crime</p> <p>Safe and secure communities</p>
<p>Canada's Social Foundations</p> <p><i>Healthy Canadians with Access to Quality Health Care</i></p> <ul style="list-style-type: none"> Infectious diseases surveillance and control within federal institutions. Provision of harm reduction programs, which contribute to offenders' ability to reduce high-risk behaviour. Interdiction procedures that reduce the amount of illicit drugs getting into institutions. 	<p>Enhanced public health</p> <p>Reduced costs to the health care system</p>	

⁴⁹ *Canada's Performance: Annual Report to Parliament 2005*, Treasury Board of Canada, http://publiservice.tbs-sct.gc.ca/report/govrev/05/cp-rc_e.pdf

In addition, CSC contributes to the Government’s cross-cutting theme on Aboriginal peoples in the following way:

Direct	Indirect
<ul style="list-style-type: none"> • Aboriginal community capacity development and engagement in the development and delivery of correctional services for Aboriginal offenders. • Improved health status of Aboriginal offenders. • Culturally-appropriate accommodation options for safe transition to communities. • Enhanced participation in education programs. • Development of employment and employability skills. 	<p>Improved life chances for individual Aboriginal offenders</p> <p>Healthier and more economically viable Aboriginal communities</p> <p>Enhanced Aboriginal relationship with the Government of Canada</p>

3.2 Organizational Information

CSC is organized to provide effective correctional services in a fiscally responsible manner. There are three levels of management: national, regional and local.

- National Headquarters

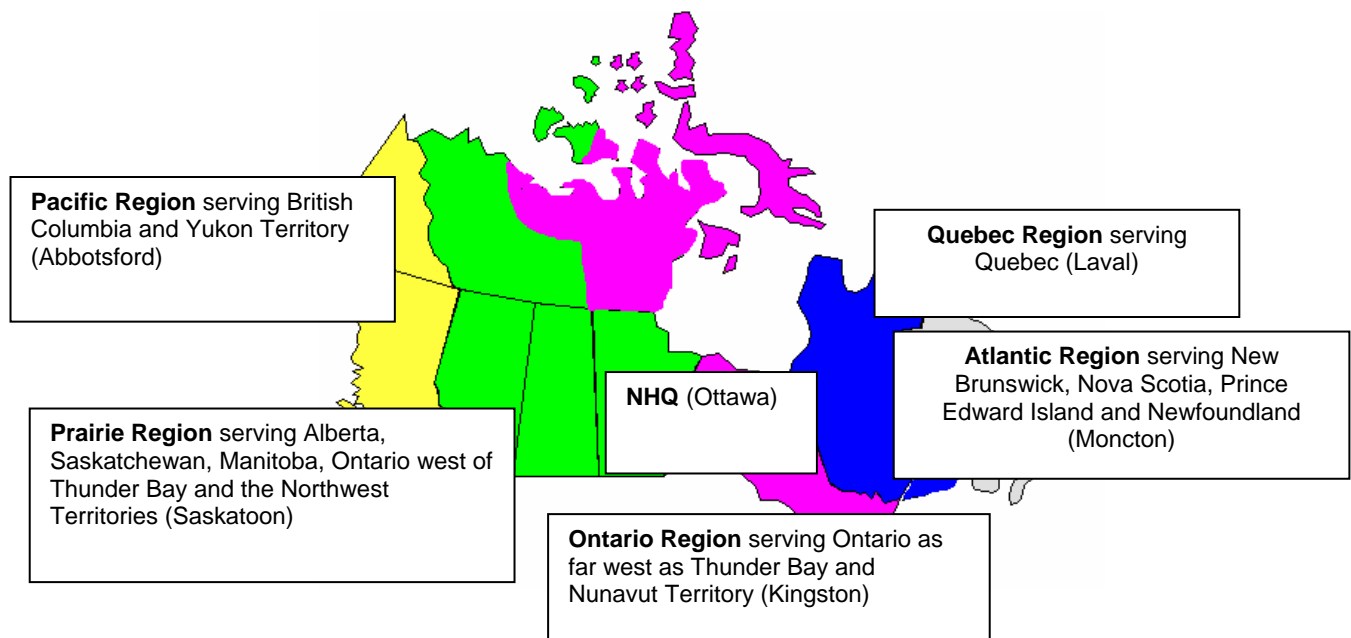
Provides support to the Commissioner and delivers services to all of CSC including: provision of information to Parliamentary Committees, Central Agencies and the public; ministerial liaison; communications, correctional operations, human resource and financial management expert advice; corporate review and audit; performance assurance; policy and planning; program development; research; legal services and information management.

- Regional Headquarters

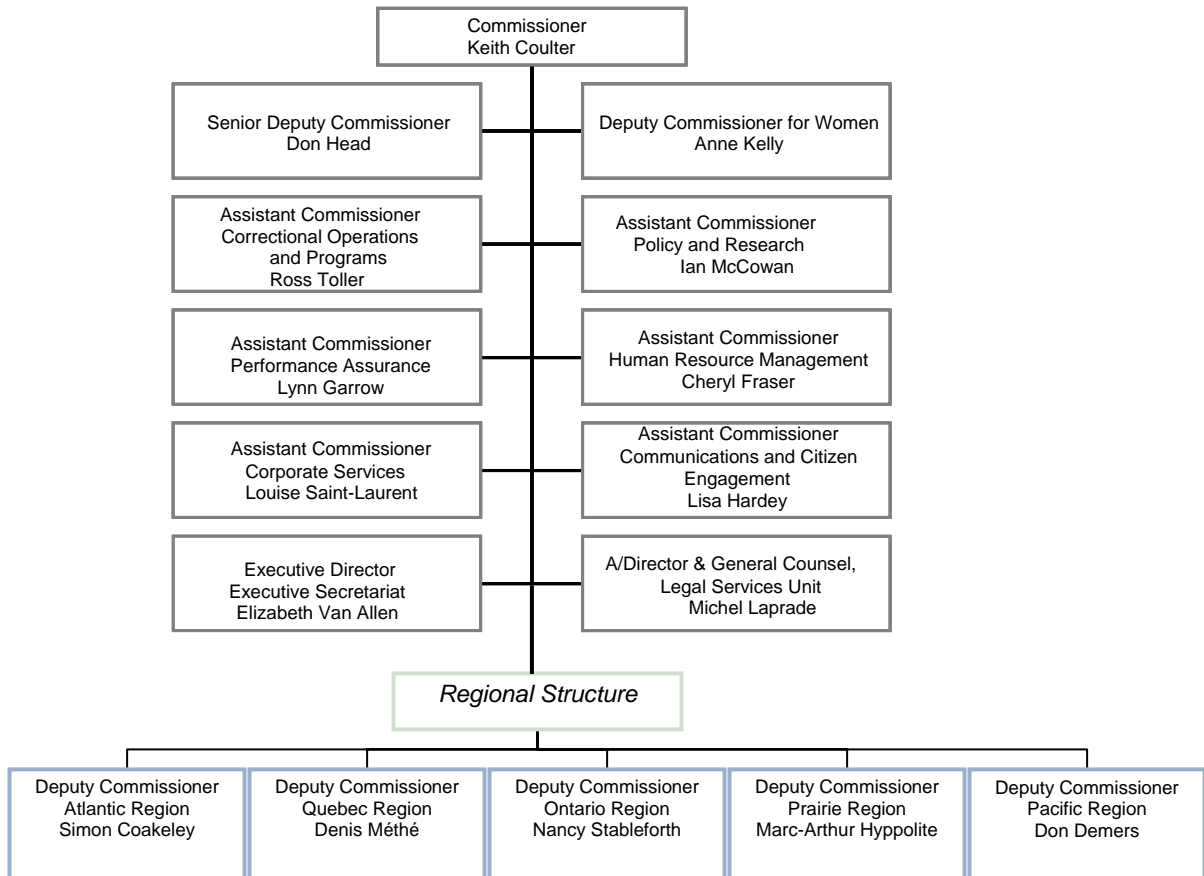
Provides support for implementing national policies and programs, developing regional policies, plans and programs for performance measurement, human resource and financial management, federal/provincial/territorial relations, public consultation, and provision of information to the media, elected officials, interest groups and the public.

- Institutional and Parole Offices — CSC manages 58 institutions, 16 Community Correctional Centres and 71 parole offices.

A description of institutional security level classifications (i.e., maximum, medium, minimum and multi-level) is provided in Section IV, Other Items of Interest



The **Commissioner** is the Agency Head of the Correctional Service of Canada and is accountable to the Minister of Public Safety and Emergency Preparedness. An Executive Committee of national and regional officials sets the vision and agenda for correctional services delivery. Specific functions are depicted in the following chart and outlined in the sections below:



The **Senior Deputy Commissioner** is accountable to the Commissioner. His main role is to support the Commissioner, focus on the management of operational and strategic issues, provide oversight of policy and program development for Aboriginal offenders, and act as Commissioner when required.

The five **Regional Deputy Commissioners** are responsible for the management of CSC operations within their respective regions, implementation of correctional policy, and leadership in providing advice on criminal justice system matters.

The **Deputy Commissioner for Women** is responsible for effective policy and program development and oversight for program delivery for women offenders.

The **Assistant Commissioner, Correctional Operations and Programs** is responsible for the integrity of community and institutional operations across CSC for improving the development and delivery of health care, security, case management, and program development.

The **Assistant Commissioner, Policy and Research** is responsible for corporate policy and research in support of the government agenda; federal, provincial, territorial and international relations; and fairness and equity of correctional practices through offender redress mechanisms and delivery of services under the Access to Information Act and the Privacy Act.

The **Assistant Commissioner, Performance Assurance** is responsible for ensuring mechanisms are in place to analyze, monitor and measure CSC performance on delivering correctional results. In addition, Performance Assurance is accountable for internal audit, evaluation, internal disclosure programs and integrated business planning. The Assistant Commissioner is currently the Senior Values and Ethics Officer.

The **Assistant Commissioner, Corporate Services** is responsible for informatics and technological support, technical services, finance and materiel management and for the Comptroller's Branch.

The **Assistant Commissioner, Human Resource Management** is responsible for the development of human resource management strategies, management of administrative and human resource activities and interpretation of policies, directives and guidelines.

The **Assistant Commissioner, Communications and Citizen Engagement** is responsible for leadership in the development of the voluntary sector and communication engagement initiatives, for the implementation of communication policy, and for the development and implementation of strategies to improve media and public understanding of CSC's mandate, policies and programs, through outreach activities and public consultation, as well as the design, production, dissemination and evaluation of multi-media products.

The **Executive Director, Executive Secretariat** is responsible for Ministerial liaison and Parliamentary relations to support the Commissioner and the Minister in fulfilling CSC's mandate.

The **Director and General Counsel, Legal Services Unit** provides advice on legal risks in the development of correctional policy, programs and services, as well providing legal advice to CSC on litigation.

3.3 Financial Tables

Table 1: Departmental Planned Spending

(\$ millions)	Forecast Spending 2005-2006	Planned Spending 2006-2007	Planned Spending 2007-2008	Planned Spending 2008-2009
Care and Custody	1,153.3	1,225.5	1,220.0	1,242.1
Rehabilitation and Case Management	443.9	483.9	473.6	467.0
CORCAN	74.4	73.2	73.2	73.2
Budgetary Main Estimates	1,671.6	1,782.6	1,766.8	1,782.3
Less: Respendable revenue (CORCAN)	74.4	73.2	73.2	73.2
Total Main Estimates	1,597.2	1,709.4	1,693.6	1,709.1
<i>Adjustments</i>				
- Collective agreements and TB recoverable salaries	54.2			
- Carry Forward	30.2			
- Funding to improve the integration of offenders in the community	3.3			
- Funding to respond to amendments to the <i>Corrections and Conditional Release Act</i> in order to strengthen community safety	2.0			
- Funding for <i>Public Service Modernization Act</i>	1.6			
- Contaminated sites	1.1			
- Use of federal facilities in New Brunswick to house provincial offenders	1.0			
- CSC portion of Canadian Strategy on HIV/AIDS	0.9			
- Health Information Management System	0.4			
- Funding for Audited Financial Statement Project	0.2			
- Additional resources from Official Language Innovation Program	0.1			
- Government On-Line	0.1			
- Archambault Institution		6.3		
- After Care Agencies – Room & Board		3.6	3.6	3.6
- Mandatory Minimum Penalties		2.1	19.0	55.7
- DNA Databank		0.1	0.1	
- Interim treatment of amount “recovered” by Justice Canada for services provided from April 1 to December 31, 2005	-1.0			
- PWGSC – planned procurement savings program	-1.6	-5.9		
<i>Total Adjustments</i>	92.5	6.2	22.7	59.3
Total Planned Spending	1,689.7	1,715.6	1,716.3	1,768.4
Total Planned Spending	1,689.7	1,715.6	1,716.3	1,768.4
Less: Non-respendable revenue	11.2	10.9	10.8	10.7
Plus: Cost of services received without charge	87.9	86.6	87.1	87.6
Total Departmental Spending	1,766.4	1,791.3	1,792.6	1,845.3
Full Time Equivalents	14,693	14,829	14,945	15,123

Table 2 –Program Activities

2006-2007											
Program Activity	Budgetary							Non-budgetary	Total Main Estimates	Adjustments (Planned Spending not in Main Estimates)	Total Planned Spending
	Operating	Capital	Grants	Contributions and other Transfer Payments	Gross	Respendable Revenue	Net	Loans, Investments and Advances			
Care and Custody	1,083.6	141.5	0.3	0.1	1,225.5		1,225.5		1,225.5	2.6	1,228.1
Rehabilitation and Case Management	462.0	20.5	0.2	1.2	483.9		483.9		483.9	3.6	487.5
CORCAN	73.2	0.0	0.0	0.0	73.2	73.2	0.0		0.0		
Total	1,618.8	162.0	0.5	1.3	1,782.6	73.2	1,709.4	0.0	1,709.4	6.2	1,715.6

Table 3: Voted and Statutory Items listed in the Main Estimates

Vote or Statutory Item	Truncated Vote or Statutory Wording	Main Estimates 2006-2007	Main Estimates 2005-2006
40	Operating expenditures	1,380.7	1,296.3
45	Capital expenditures	162.0	138.2
(S)	Contributions to employee benefit plans	166.7	162.7
	Total Department	1,709.4	1,597.2

Table 4: Services Received Without Charge

(\$ millions)	2006-2007	2007-2008	2008-2009
- Accommodation provided by Public Works and Government Services Canada (PWGSC).	11.9	11.9	11.9
- Contributions covering the employer's share of employees' insurance premiums and expenditures paid by the Treasury Board of Canada Secretariat (excluding revolving funds), Employer's contribution to employees' s insured benefits plans and expenditures paid by TBS.	67.4	68.1	68.7
- Workers' Compensation coverage provided by Social Development Canada.	5.2	4.9	4.7
- Salary and associated expenditures for legal services provided by the Department of Justice Canada.	2.1	2.2	2.3
Total 2006-2007 - Services received without charge	86.6	87.1	87.6

Table 5: Summary of Capital Spending by Program Activity

	Forecast	Planned	Planned	Planned
	Spending	Spending	Spending	Spending
(\$ millions)	2005-2006	2006-2007	2007-2008	2008-2009
<u>Program Activity</u>				
Care & Custody	124.5	141.5	122.0	122.1
Rehabilitation & Case Management	13.7	20.5	11.2	7.1
CORCAN	0.0	0.0	0.0	0.0
Total	138.2	162.0	133.2	129.2

Table 6: Loans, Investments and Advances (Non-Budgetary)

Not applicable.

Table 7: Sources of Respendable and Non-Respendable Revenue

Respendable Revenue				
(\$ millions)	Forecast	Planned	Planned	Planned
	Revenue	Revenue	Revenue	Revenue
	2005-2006	2006-2007	2007-2008	2008-2009
CORCAN Revolving Fund	74.4	73.2	73.2	73.2
Total Respendable Revenue	74.4	73.2	73.2	73.2
Non-Respendable Revenue				
(\$ millions)	Forecast	Planned	Planned	Planned
	Revenue	Revenue	Revenue	Revenue
	2005-2006	2006-2007	2007-2008	2008-2009
Care and Custody				
Psychiatric Services - Contracted	1.0	1.0	1.0	1.0
Board & Lodging - Inmates	0.6	0.6	0.6	0.6
Inmate Maintenance Contracted – (Federal-Provincial Agreements)	1.6	1.6	1.6	1.6
Proceeds from Sales	4.8	4.5	4.4	4.3
Refund of Previous Year's Expenditures	0.6	0.6	0.6	0.6
Adjustment to Payables at Year-End (PAYE)	1.1	1.1	1.1	1.1
Rehabilitation and Case Management				
Refund of Previous Year's Expenditures	0.3	0.3	0.3	0.3
Adjustment to Payables at Year-End (PAYE)	0.6	0.6	0.6	0.6
Other Non-Tax Revenue	0.6	0.6	0.6	0.6
Total Non-Respendable Revenue	11.2	10.9	10.8	10.7
Total Respendable and Non- respendable Revenues	85.6	84.1	84.0	83.9

Table 8: Revolving Funds**Statement of Operations**

(\$ millions)	Forecast Spending 2005-2006	Planned Spending 2006-2007	Planned Spending 2007-2008	Planned Spending 2008-2009
Responsible Revenue :	74.4	73.2	73.2	73.2
Expenses				
Operating				
- Cost of goods sold	55.9	57.8	57.8	57.8
- Operating expenses	18.5	15.4	15.4	15.4
	74.4	73.2	73.2	73.2
Surplus (Deficit)	0.0	0.0	0.0	0.0

Statement of Cash Flows

(\$ millions)	Forecast Spending 2005-2006	Planned Spending 2006-2007	Planned Spending 2007-2008	Planned Spending 2008-2009
Surplus (deficit)	0.0	0.0	0.0	0.0
Add non-cash items				
- Provision for Employee Termination Benefits	0.6	0.8	0.8	0.8
- Amortization of fixed assets	1.2	1.4	1.8	2.0
- Amortization of deferred charges	0.0	0.0	0.0	0.0
- Allowance for doubtful accounts	0.0	0.0	0.0	0.0
Changes in Current Assets and Liabilities				
- Deferred charges	0.0	0.0	0.0	0.0
- Accounts Receivables	(1.0)	2.3	0.3	0.1
- Inventory	0.6	1.2	0.5	0.5
- Accounts Payable	2.0	(1.8)	(1.0)	(1.0)
- Payment on changes in provision for Employee Termination Benefits	0.6	0.4	0.6	0.6
Investing Activities				
Capital Assets Purchased	(4.0)	(4.3)	(3.0)	(3.0)
Cash Surplus (Requirement)	0.0	0.0	0.0	0.0

Table 8 (continued): Revolving Funds

Projected Use of Authority				
(\$ millions)	Forecast	Planned	Planned	Planned
	Spending	Spending	Spending	Spending
	2005-2006	2006-2007	2007-2008	2008-2009
Authority*	5.0	5.0	5.0	5.0
Drawdown:				
- Balance as at April 1	4.8	5.0	5.0	5.0
- Projected surplus (drawdown)	0.0	0.0	0.0	0.0
Projected Balance at March 31	4.8	5.0	5.0	5.0

* Five million dollars is the maximum amount that may be drawn down at any time from the Consolidated Revenue Fund.

Table 9: Resource Requirements by Branch or Sector (Sub-Activities)

2006-2007				
(\$ millions)	Care and Custody	Rehabilitation and Case Management	CORCAN (Revolving Fund)	Total Planned Spending
Security	581.4			581.4
Health Care	144.5			144.5
Institutional Services	110.1			110.1
Accommodation Services	392.1			392.1
Case Management		282.4		282.4
Program Development & Delivery		178.9		178.9
Inmate Pay		26.2		26.2
Total	1,228.1	487.5	0.0	1,715.6

Note: CORCAN operates as a Revolving Fund and, as a consequence, the net impact on financial resources is nil.

Table 12: Details on Project Spending

(\$ millions)	Current Estimated Total Cost	Forecast Spending to March 31, 2006	Planned Spending 2006-2007	Planned Spending 2007-2008	Planned Spending 2008-2009	Future Years' Spending Requirement
Care and Custody						
A) New Accommodation Projects						
Archambault New CRSM & Redevelopment	50.3	0.5	1.8	8.0	12.7	26.1
Prairie Women's 23-Bed Medium	25.0				1.0	24.0
Stony Mountain Maximum Annex	36.0		0.5	6.0	10.5	19.0
RHC Pacific-Expansion	71.6	0.1				
B) Major Asset Preservation & Infrastructure Projects						
Springhill Institution Redevelopment	31.3	6.1	10.0	3.2	1.9	
Leclerc Redevelopment	64.0				1.0	63.0
Cowansville Redevelopment	48.8	0.6	14.8	20.5	7.2	4.2
Millhaven Redevelopment	80.0		0.5	3.0	5.5	71.0
Collins Bay Institution Redevelopment	63.1	23.0	23.0	7.8	1.0	
Joyceville Redevelopment	60.0			1.0	3.0	56.0
Saskatchewan Penitentiary Redevelopment	160.0	1.2	6.0	20.0	25.0	106.0
Edmonton Redevelopment	70.0		0.5	3.0	5.5	61.0
Kent Redevelopment	70.0		0.5	3.0	5.5	61.0

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.

Table 17: Horizontal Initiatives

CSC participates actively in many horizontal initiatives but does not lead any.

Table 18: Sustainable Development Strategy

Department/Agency:	Correctional Service Canada
Points to address	Departmental Input
1. How does your department/ agency plan to incorporate SD principles and values into your mission, vision, policy and day-to-day operations?	<ul style="list-style-type: none"> ▪ The CSC Mission is about the protection of society through assisting offenders to become law-abiding citizens. CSC’s Sustainable Development (SDS) Strategies incorporate environmental goals, objectives and targets to its Mission, policies and operations with a view to minimizing its negative environmental footprint.
2. What Goals, Objectives and Targets from your most recent SDS will you be focusing on this coming year? How will you measure your success?	<ul style="list-style-type: none"> ▪ CSC will pursue progress towards meeting its targets. All targets sunset in either 2007 or 2010. CSC’s targets are measurable, time-bound and focused on outcomes. CSC will continue to work horizontally within the interdepartmental community on issues such as the greening of government operations. Our next SDS will surely address areas where we may yet improve on our SD performance.
3. Identify any sustainable development tools, such as Strategic Environmental Assessments or Environmental Management Systems that will be applied over the next year.	<ul style="list-style-type: none"> ▪ CSC’s Environmental Management System is captured in 10 Environmental Guidelines that lay out roles and responsibilities regarding regulatory and performance issues. A policy on Strategic Environmental Assessments has been drafted and will come into force in the coming weeks.

Table 19: Internal Audits and Evaluations

Audits commenced in fiscal year 2005-2006 and to be completed in fiscal year 2006-2007 include:

Audit Project	Type of Audit
Drug Interdiction	Assurance
Occupational Health & Safety	Assurance
Compensation & Benefits	Assurance
Staffing	Assurance
Regional Financial Review	Assurance
Fire Safety	Assurance

Evaluation reports expected to be produced in 2006-07:

- Education Delivery Services – cost-benefit analysis
- Impact of the implementation of uniforms for front line staff in women offender institutions
- Education Service delivery to offenders - description of delivery models across the country
- Education Service Delivery to offenders - cost-effectiveness analysis of each regional model
- Safer Tattooing, harms reduction initiative pilot

Multi-year evaluations where a report is expected next fiscal year or beyond:

- Women offenders' Mental Health program unit at Institute Philippe-Pinel
- Correctional Management Learning Center
- Effectiveness of CSC's offenders' Employment & Employability Program on correctional results (including Inmate Pay as an incentive to change)

SECTION IV – OTHER ITEMS OF INTEREST

GLOSSARY

Aboriginal

First Nation, Métis or Inuit.

Aboriginal community

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

Community-based Residential Facilities (CRF)

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

Community Correctional Centre (CCC)

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

Conditional Release

Conditional release helps offenders make a gradual, supervised return to society while serving their sentence.

- Temporary Absences (TAs)

Temporary Absences may be granted to offenders for medical, administrative, community service, family contact, or personal development reasons.

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

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

- Work Release (WR)

Work release allows an offender classified as minimum or medium security and who is judged not to pose an undue risk to do paid or voluntary work in the community under supervision.

- Day Parole (DP)

Day parole allows an offender to participate in community-based activities to prepare for release on full parole or statutory release.

- Full Parole (FP)

Inmates are normally eligible to be considered for full parole by the National Parole Board after serving one-third of their sentence or seven years, whichever is less.

- **Statutory Release (SR)**

By law, offenders who are serving sentences of fixed length, and who have not been granted parole or had their parole revoked, are released on statutory release after serving two-thirds of their sentence, unless the NPB, following referral from CSC, orders a detention beyond the statutory release date. The NPB may do so if it is determined that the offender is likely to commit, before the end of the sentence: an offence causing death or serious harm to another person; a sexual offence involving a child; or a serious drug offence.

CORCAN

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

Correctional Programs

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

Criminogenic Needs

Criminogenic needs are characteristics that, when influenced, are associated with changes in the chance of recidivism. These needs are assessed and reassessed throughout the course of an offender's sentence across the following criminogenic need domains – Employment, Education, Family/Marital Relations, Associates, Substance Abuse, Community Functioning, Personal/Emotional Orientation, and Attitude.

Healing Lodge

These types of facilities may or may not be located on First Nations' reservation land. There are two distinct types of healing lodges available to offenders under the care and custody of CSC.

A section 81 healing lodge is an Aboriginal community-based correctional facility where the community has entered into an agreement with the Minister of Public Safety for the provision of correctional care and custody to Aboriginal and non-Aboriginal offenders. The second type is located on CSC property and run by CSC with the assistance of the Aboriginal community.

Ion scanner

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

Long Term Supervision Order (LTSO)

As per the *Criminal Code* of Canada, the Courts may impose an LTSO for an offender to be supervised in the community for a period of up to 10 years following warrant expiry if it is satisfied that there is a substantial risk that the offender will re-offend and there is a reasonable possibility of eventual control of the risk in the community.

Maximum Security Institutions

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

Medium Security Institutions

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

Minimum Security Institutions

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

Medicine Wheel

The medicine wheel reflects research findings that culture, teachings and ceremonies (core aspects of Aboriginal identity) appear critical to the healing process.

Mental Health Care

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

Revocation

If parolees violate the conditions of their conditional release, or have been charged with a criminal offence, their conditional release (day parole, full parole) is suspended and they are re-incarcerated. Upon reviewing the case at a formal hearing, the NPB may then decide to revoke parole and have the offender remain incarcerated. If the offender's parole is not revoked the conditional release is reinstated.

Section 81 Agreement

Agreements with an Aboriginal community for the provision of correctional services to Aboriginal offenders. These agreements permit CSC, with the consent of the offender and the Aboriginal community, to transfer the care and custody of the offender to an Aboriginal community.

Security classification

Offenders are reviewed initially on admission and then periodically throughout their sentence and are classified as a maximum, medium or minimum security risk and normally placed in an institution of the same classification.

Special Operating Agency

An SOA is an operational unit of a department that functions within a framework agreement approved by the Deputy Minister, the Minister and Treasury Board.

Warrant Expiry Date (WED)

The date the sentence imposed by the courts officially ends.

Federal Institutions by Region and Security Level

Atlantic Region

Atlantic Institution (Maximum)
Nova Institution for Women (Multi)
Shepody Healing Centre (Multi)
Dorchester Penitentiary (Medium)
Springhill Institution (Medium)
Westmorland Institution (Minimum)
Carlton CCC (Minimum)
Carlton Annex CCC (Minimum)
Newfoundland and Labrador CCC (Min)
Parrtown CCC (Minimum)

Ontario Region

Kingston Penitentiary (Maximum)
Millhaven Institution (Maximum)
Grand Valley Institution for Women (Multi)
Regional Treatment Centre (Multi)
Bath Institution (Medium)
Collins Bay Institution (Medium)
Fenbrook Institution (Medium)
Joyceville Institution (Medium)
Warkworth Institution (Medium)
Beaver Creek Institution (Minimum)
Frontenac Institution (Minimum)
Isabel McNeill (Minimum)
Pittsburg Institution (Minimum)
Hamilton CCC (Minimum)
Keele CCC (Minimum)

Pacific Region

Kent Institution (Maximum)
Fraser Valley Institution for Women (Multi)
Pacific Institution (Multi)
Regional Treatment Centre (Multi)
Matsqui Institution (Medium)
Mission Institution (Medium)
Mountain Institution (Medium)
Ferndale Institution (Minimum)
Kwkwèxwelhp Healing Village (Min)
William Head Institution (Minimum)
Chilliwack CCC (Minimum)

Quebec Region

Donnacona Institution (Maximum)
Port-Cartier Institution (Maximum)
Regional Reception Centre (Maximum)
Joliette Institution (Multi)
Regional Mental Health Centre (Multi)
Archambault Institution (Medium)
Cowansville Institution (Medium)
Drummond Institution (Medium)
La Macaza Institution (Medium)
Leclerc Institution (Medium)
Federal Training Centre (Minimum)
Montée Saint-François Institution (Min)
Sainte-Anne-des Plaines Institution (Min)
Hochelaga CCC (Minimum)
Laferrière CCC (Minimum)
Marcel Caron CCC (Minimum)
Martineau CCC (Minimum)
Ogilvy CCC (Minimum)
Sherbrooke CCC (Minimum)

Prairie Region

Edmonton Institution (Maximum)
Edmonton Institution for Women (Multi)
Okimaw Ohci Healing Lodge (Minimum)
Regional Psychiatric Centre (Multi)
Saskatchewan Penitentiary (Multi)
Bowden Institution (Medium)
Bowden Annex (Minimum)
Drumheller Institution (Medium)
Drumheller Annex (Minimum)
Stony Mountain Institution (Medium)
Grande Cache Institution (Minimum)
Riverbend Institution (Minimum)
Rockwood Institution (Minimum)
Willow Cree Healing Lodge (Minimum)
Grierson Centre (Minimum)
Pê Sâkâstêw (Minimum)
Osborne CCC (Minimum)
Oskana CCC (Minimum)

Further information:

Correctional Service of Canada Internet site: <http://www.csc-scc.gc.ca>

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