

# **Correctional Service Canada**

2007-2008  
Estimates

Part III — Report on Plans and Priorities





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Approved:

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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

The Government of Canada made a commitment to Canadians to keep our country secure and our communities safe. The Public Safety portfolio plays a central role in meeting this obligation to Canadians. As Minister of Public Safety, I am pleased to provide Parliament with this Report on Plans and Priorities for 2007-2008 that describes our efforts to protect Canadian families and build a stronger, safer and better Canada.



Over the past year, the Government of Canada has taken concrete steps to enhance border security by arming border officers and hiring more people so that no officer will be required to work at the border alone.

We have taken a balanced approach to tackling crime by putting more RCMP officers in our communities, providing more resources to our law-enforcement agencies and promoting crime prevention. At the same time, the Government of Canada has been working to improve the effectiveness of our corrections system, heighten emergency preparedness and enhance our national security infrastructure while remaining vigilant to the threat of terrorism.

In the coming year, we will continue to make Canada a safer place for all. We will continue to tackle crime and safeguard our communities. We intend to continue to carefully examine and review current corrections and criminal justice policies to ensure that we are getting the best possible results that protect public safety.

The Government is committed to working with our corrections officers, the law enforcement community as well as with representatives of victims groups as we move forward.

The Report on Plans and Priorities of each of the Portfolio Agencies and the Department lay out the full scope of our plans and key activities that we will pursue in the coming months. Over the past year, I have witnessed both the dedication and discipline of the people who work in the Public Safety Portfolio. I am confident that, with these new plans and priorities, such qualities will continue to define our efforts and that substantive progress will be made in fulfilling our collective mandate to make Canada a safer and more secure country.

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



## THE COMMISSIONER'S MESSAGE

In recent years, the Correctional Service of Canada (CSC) has been experiencing growing challenges in delivering on its mandate due to a more complex and challenging offender population and escalating costs.

In this context, we established, in our last Report on Plans and Priorities, five very clear key priorities to guide our efforts to deliver the best possible public safety results. This year we will continue to focus on these same priorities:

- Safe transition of eligible 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;
- Improved capacities to address mental health needs of offenders; and
- Strengthened management practices.

This report outlines the rationale for each priority, the associated challenges we face and the results we expect to achieve, as well as how we plan to pursue our priorities and measure progress over the next three years.

I am confident that with the continued support of CSC's hard-working, dedicated employees, and our many stakeholders and partners in public safety, we will be successful in maximizing the public safety results we achieve with the resources provided, and thus do our part to help ensure that Canadians remain safe.

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Keith Coulter  
Commissioner, Correctional Service of Canada

## MANAGEMENT REPRESENTATION STATEMENT

I submit for tabling in Parliament, the 2007-2008 Report on Plans and Priorities (RPP) 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 2007-08 Estimates: Reports on Plans and Priorities and Departmental Performance Reports*:

1. It adheres to the specific reporting requirements outlined in the Treasury Board Secretariat guide;
2. It is based on the department's Strategic Outcome and Program Activity Architecture that were approved by the Treasury Board;
3. It presents consistent, comprehensive, balanced and reliable information;
4. It provides a basis of accountability for the results achieved with the resources and authorities entrusted to it; and
5. It reports finances based on approved planned spending numbers from the Treasury Board Secretariat in the RPP.

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Keith Coulter  
Commissioner, Correctional Service of Canada

### Statements of Attestation and Recommendation

I, Lynn Garrow, CSC Assistant Commissioner, Performance Assurance, attest that the 2007-2008 Report on Plans and Priorities meets the criteria 1, 2, 3 and 4 as indicated above, and recommend to the Commissioner that he certify same.

I, Louise Saint-Laurent, CSC Senior Financial Officer, attest that the 2007-2008 Report on Plans and Priorities meets the criteria 2, 3, 4, and 5 as indicated above, and recommend to the Commissioner that he certify same.

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Lynn Garrow

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Louise Saint-Laurent



## SECTION I: DEPARTMENTAL OVERVIEW

This section presents general information about the Correctional Service of Canada (CSC) and focuses on the current strategic context and priorities of the organization.

### 1.1 SUMMARY INFORMATION

#### **Mandate of CSC**

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

- 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 care and 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.

Other Acts, Regulations, policies, and international standards that guide the delivery of CSC's services include: the *Canadian 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*.

#### **WHAT CSC DOES**

- ❑ **Administers sentences of 2 years or more**
- ❑ **Prepares inmates for safe release**
- ❑ **Supervises offenders on conditional release and Long-Term Supervision Orders (LTSOs)**

### 1.2 OPERATING ENVIRONMENT OF CSC

The Correctional Service of Canada is an agency within the portfolio of Public Safety. The portfolio brings together key federal agencies dedicated to public safety, including the Royal Canadian Mounted Police, the National Parole Board, the Canada Border Services Agency, the Canadian Security Intelligence Service, and three review bodies, including the Office of the Correctional Investigator.

The portfolio is designed to address a wide 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. This is achieved through a continuum of service delivery, from prevention to crime response; for example, emergency preparedness, crime prevention, border management, emergency response, law enforcement, corrections, and parole management.

CSC contributes to public safety through the custody and reintegration of offenders. More specifically, CSC is responsible for administering court-imposed sentences for offenders sentenced to two years or more. This includes both the custodial and community supervision parts of an offender's sentence. CSC also administers post-sentence supervision of offenders with Long Term Supervision Orders (LTSOs) for periods of up to 10 years.

At the end of the 2005-2006 fiscal year, CSC was responsible for approximately 12,700 federally incarcerated offenders (excluding 1,200 offenders temporarily detained while on conditional release to the community) and 6,800 offenders actively supervised in the community.<sup>1</sup> Over the course of the year, including all admissions and releases, CSC managed a flow-through of 25,500 different offenders.<sup>2</sup>

CSC has a presence from coast to coast – from large urban centres with their increasingly diverse populations, to remote Inuit communities across the North. CSC manages institutions, treatment centres, four Aboriginal healing lodges, community correctional centres and parole offices. In addition, CSC has five regional headquarters that provide management and administrative support and serve as the delivery arms of CSC's programs and services. CSC also manages an addictions research centre, a correctional management learning centre, regional staff colleges and national headquarters.

<b>FEDERALLY MANAGED FACILITIES</b>	
<input type="checkbox"/>	<b>58 institutions</b>
<input type="checkbox"/>	<b>16 community correctional centres</b>
<input type="checkbox"/>	<b>71 parole offices</b>

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, and to increase the likelihood of successful reintegration. It also offers support services at 37 community-based employment locations across Canada to assist offenders on conditional release in securing employment. CORCAN's services are provided through partnership contracts internally (CSC and CORCAN) as well as externally with other governments, NGOs and private enterprises.

Approximately 72% of CSC's 2006-2007 annual reference level was dedicated to the provision of care and custody of offenders in institutions and in communities, which includes such fixed costs as security systems, salaries for correctional staff, facilities maintenance and food. The remaining 28% was allocated to rehabilitation and case management services.

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<sup>1</sup> Corrections and Conditional Release Statistical Overview: 2006 Annual Report (Public Safety and Emergency Preparedness Canada, Dec. 2006).

<sup>2</sup> Source: CSC Offender Management System (as of April 9, 2006). As the 2006-07 fiscal year was not yet complete at the time of this report's publication, data from the 2005-06 fiscal year will be used throughout the document.

	2007-08	2008-09	2009-10
Financial Resources (\$Millions)	\$1,870.0	\$1,894.7	\$1,929.4
Human Resources – Full-Time Equivalents <sup>3</sup>	15,491	15,501	15,802

CSC employs approximately 14,500 staff<sup>4</sup> across the country and strives to maintain a workforce that reflects Canadian society. Slightly more than 5% are from visible minority groups, approximately 4% are persons with disabilities, and approximately 7% are Aboriginal.<sup>5</sup> These rates are at or above the labour market availability<sup>6</sup> of workers in these operational groups for the types of employment offered by CSC. Just under 45% of CSC staff are women.

#### **WORKFORCE**

- **Approximately 14,500 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, comprises 41% of staff, while another 13% of staff are in the WP category, that is, the group which includes parole

and program officers who work in the institutions and in the community. The remainder of CSC's workforce reflects the variety of other skills required to operate institutions and community offices – from health professionals, to electricians, to food service staff, as well as staff providing corporate and administrative functions at the local, regional and national levels. All staff work together to ensure that the institutions operate in a secure and safe fashion and that offenders are properly supervised on release.

### 1.3 CORRECTIVAL APPROACH

CSC uses research-based approaches across the full continuum of the offender's sentence. The following four key activities comprise CSC's correctional strategy and are anchored in this research-based approach:

- A comprehensive intake assessment process to determine security risk and needs, as well as an initial placement to an institution at the appropriate security level. The assessment results in the establishment of a multi-disciplinary correctional plan for treatment and intervention throughout the sentence. This assessment includes a review of information on the impact of offenders' crimes on victims, police reports, court transcripts, judges' comments on sentencing and other information, which

<sup>3</sup>Includes active full-time, part-time and casual employees, as well as those who may be absent at any given time (Source: CSC Salary Management System).

<sup>4</sup> CSC has changed its definition of 'employee' to be consistent with the definition used by the Public Service Human Resources Management Agency of Canada. Previously, casual employees, employees on leave without pay and suspended employees were included. Data as of March 31, 2006 (Source: CSC Human Resources Management System).

<sup>5</sup> Source: CSC Human Resources Management System. Employment equity data, March 31, 2006.

<sup>6</sup> As per the latest available data from Statistics Canada (2001 Census Data).

provides a comprehensive picture of the offenders and the reasons why they committed their crimes.

- Institutional accommodation and intervention to address the offender's risk for re-offending. This includes adjustments to security level based on the offender's behaviour and performance, and the delivery of rehabilitation programs. A broad range of programs, varying in intensity and subject matter, is available to address those factors that led to criminal behaviour.
- Risk re-assessment is conducted at specific points throughout the sentence to assess an offender's progress against the correctional plan and recommend any changes to the plan. CSC obtains input from the community, including police and victims, where appropriate, as well as assessments and recommendations from psychologists and psychiatrists, as appropriate. Preparation for transition to the community includes notification to police of all releases from institutions. Victims, who have so requested, also receive notification at major milestones throughout the offender's sentence.
- Community supervision provides community-based programs and interventions to address an offender's needs and risks and monitor progress. Community supervision may include a requirement to reside in a half-way house or other community correctional centre. Levels of supervision are adjusted based on the offender's performance. The National Parole Board may impose various special conditions that restrict what the offender may do (e.g., abstain from alcohol, non-association with certain people, individual counseling, required program involvement) or where the offender may go. The Parole Officer maintains regular contact with the offender, as well as with police, employers, social workers, relatives and others who are involved with the offender, in order to assess the offender's progress in reintegrating into the community, the level of risk that the offender represents, as well as to determine whether the offender's conditional release should be suspended, resulting in a return to custody.

#### 1.4 PARTNERSHIPS

As one component of the larger criminal justice system, CSC works closely not only with other agencies in the Public Safety portfolio, but also with other federal organizations, such as the Department of Justice, the Department of Indian and Northern Affairs, the Department of Citizenship and Immigration, Health Canada, the Public Health Agency of Canada and the Canadian Human Rights Commission.

Citizen groups, such as Citizen Advisory Committees (for each institution and parole district), the Health Care Advisory Committee, the Interfaith Committee, the national and regional Ethnocultural Advisory Committees, national and regional Aboriginal Advisory Committees and the National Elders Working Group provide advice and act as a link between communities and CSC. As well, approximately 8,100 volunteers<sup>7</sup> contribute their time to CSC by providing essential operational support.

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<sup>7</sup> Source: CSC Human Resources Management System, Manage Volunteers Database, March 31, 2006.

In addition to federally operated facilities, CSC partners with non-government organizations that manage approximately 200 community-based residential facilities across the country, which provide important programs and services to offenders on conditional release to the community. 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 under section 81 of the CCRA and through release plans under section 84 of the CCRA. There are currently four healing lodges, operated by Aboriginal Communities in collaboration with CSC, that are the result of section 81 agreements.<sup>8</sup> There are also four CSC-operated healing lodges under Memoranda of Agreements with local Aboriginal communities.

## 1.5 PROGRAM ACTIVITY ARCHITECTURE

The Program Activity Architecture (PAA) of a federal department or agency identifies the organization's strategic outcome(s), and describes the activities supporting these outcomes and how the organization is structured to manage them. It establishes activities and sub-activities and groups them appropriately so that the organization can tie priorities, plans and day-to-day operations to resourcing levels and better demonstrate results and value-for-money.

In all CSC activities, and all decisions that staff make, public safety is the paramount consideration. This is captured in CSC's Strategic Outcome which states that "*offenders are safely and effectively accommodated and reintegrated into Canadian communities with due regard for public safety.*"<sup>9</sup> Three program activities support this Strategic Outcome: Care and Custody, Rehabilitation and Case Management, and CORCAN. Corporate Services—i.e., finance, human resources and similar functions at CSC—support all three Program Activities and resources attributable to Corporate Services have been allocated throughout the PAA.

CSC's PAA is depicted in the following chart.<sup>10</sup> It presents the Strategic Outcome, the three Program Activities, their respective Sub-Activities, and, for each Sub-Activity, outlines the key results, outputs and performance indicators.

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<sup>8</sup> See Glossary at the end of this report for more information on CCRA section 81 and 84 provisions.

<sup>9</sup> CSC's PAA is currently being reviewed. As part of the review, key results, outputs and performance indicators will be identified at the Activity and Strategic Outcome level.

<sup>10</sup> There have been a few changes in wording from the PAA that was presented in the 2006-07 RPP, however the overall structure has remained the same.

**PROGRAM ACTIVITY ARCHITECTURE (PAA)**

**Strategic Outcome**

Offenders are safely and effectively accommodated and reintegrated into Canadian communities with due regard to public safety

**Program Activities**

**Care and Custody**  
Administering a sentence through reasonable, safe, secure and humane custody

**Rehabilitation and Case Management**  
Assisting in the safe rehabilitation and reintegration of offenders into communities

**CORCAN**  
Assisting in the safe reintegration of offenders by providing employment and employability skills

**Program Sub-activities**

**Security (Custody)**

**Health Services**

**Institutional Services**

**Accommodation Services**

**Case Management**

**Program Development and Delivery**

**Inmate Pay**

**Key Results**

The safety, security and rights of staff, offenders and the public are safeguarded

Offenders receive essential health care in accordance with professionally accepted standards

Institutional services contribute to the safe, secure and humane management of offenders

Accommodation of offenders is safe, secure and humane

Offenders' sentences are managed on the basis of informed decisions, taking into consideration interventions, risk management and public safety

Access to programs designed to address offenders' identified needs and to contribute to successful reintegration into the community

Limited financial resources are provided to offenders in accordance with their correctional plans to address their needs and help them save for their release

Provision of work opportunities and employability skills to offenders

**Key Outputs**

Security needs, within correctional facilities, are identified and addressed, within a human rights context

Offenders are medically assessed\* and essential physical and mental health needs are addressed in accordance with professional and community standards

Offenders are provided with nutritious, balanced meals and clean working and living environments, with necessary supplies and clothing and with options to purchase personal items

Offenders are provided with suitable accommodation and living conditions

Throughout their sentence, offenders are assessed, assisted and provided with necessary interventions

Correctional programs are delivered in response to offenders' identified needs

Offenders are provided with approved remuneration in accordance with the level of participation in their correctional plan

Work opportunities, employability skills and training are provided in institutions and offenders are supported in finding employment when released to the community

**Key Performance Indicators**

Number/rate of security incidents by type

Medical intake assessments\* completed and services provided according to professional standards

Clean working and living environments as per recognized standards, provision of nutritious, balanced meals as per Canada's Food Guide and with respect for religious and medical needs of offenders, provision of clothing and purchase of personal items as per policy

Accommodations meet all legal and policy requirements

Timely case preparation; rate of offenders successfully reintegrated into the community; the rate of revocations with offence and completion of successful transfers

Number/%age of offenders completing programs in institutions and the Community and corresponding recidivism rate

Number/%age of offenders remunerated in accordance with their participation in their correctional plans

Number/%age of offenders enrolled in employment training; number/%age of certificates earned; number/%age of offenders receiving services in the community; number and %age of offenders finding employment in the community

\*Assessments are done by a health professional, not necessarily a medical doctor

## 1.6 STRATEGIC CONTEXT

In recent years, CSC has been experiencing serious challenges in delivering on its mandate, and sustaining its contribution to public safety, due to the changing offender profile and rapidly escalating costs.

The changing offender population is presenting significant security and reintegration challenges for CSC. In recent years, the offender population has been increasingly characterized by offenders with extensive histories of violence and violent crimes, previous youth and adult convictions, affiliations with gangs and organized crime, serious substance abuse histories and problems, serious mental health disorders, higher rates of infection with Hepatitis C and HIV and a disproportionate representation of Aboriginal people. Among other things, between 1997 and 2005 changes to the offender population profile have included:

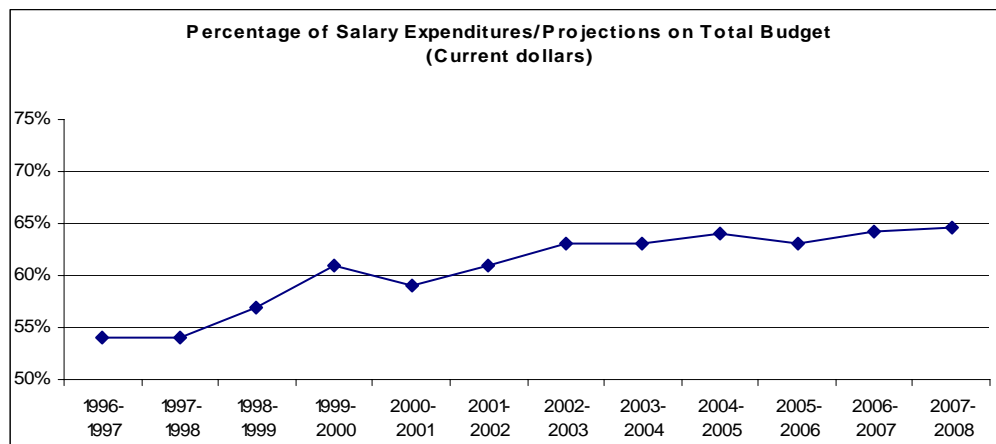
- More extensive histories of involvement with the court system — roughly 9 out of 10 offenders now have previous criminal convictions;
- More extensive histories of violence and violent offences, with far more assessed as violence-prone, hostile, impulsive and aggressive on admission;
- An increase of more than 100% in the proportion of offenders who are classified as maximum security on admission — another of the progressive difficulties facing CSC. Thirteen percent are now classified at this level on admission;
- An increase of 33% in the proportion of offenders with gang and/or organized crime affiliations — one in six men and one in ten women offenders, now have known affiliations;
- An increase of 14% in the proportion of offenders serving sentences for homicide — it now stands at more than one in four male offenders;
- An increase of 71% in the percentage of male offenders and 100% increase in women offenders identified at admission as having very serious mental health problems — 12% of male and 26% of women offenders are now so identified;
- An increasing prevalence of learning disabilities as well as offenders with low functioning capacities;
- An increasing over-representation of Aboriginal offenders — 19% of the institutional population is now of Aboriginal ancestry, while less than 3% of the Canadian population is Aboriginal;
- An increasing prevalence of substance abuse — about four out of five offenders now arrive at a federal institution with a serious substance abuse problem, with one out of two having committed their crime under the influence of drugs, alcohol or other intoxicants;
- An increasing rate of infectious diseases — inmates now have a 7 to 10 times higher rate of HIV than the general Canadian population, and approximately a 30 times higher rate of Hepatitis C.

For a number of complex reasons, there has also been a trend towards shorter sentences and for CSC this has meant an increase of 62% in the proportion of male offender admissions serving a sentence of less than three years.

The result of this is an increasing polarization of our population, with roughly one in four male offenders and one in three women offenders serving sentences of three years or less, and roughly one in four male offenders and one in five women offenders serving life sentences — adding greatly to the complexity of the management challenges in our institutions.

The trend lines for the changes in the composition of the offender population clearly illustrate that CSC should expect this transformation to continue for the foreseeable future. Effective management of this more complex offender population requires greater resources, new training and equipment for staff, an increase in specialized services (e.g., mental health care for offenders) and more distinct and targeted interventions. The additional effort and related costs associated with the effective management of the more diversified and complex population present a very significant challenge for CSC.

As stated earlier, compounding these challenges is the escalation of non-discretionary costs that the organization is facing. CSC’s expenditures are driven primarily by the *Corrections and Conditional Release Act* and its regulations, which together prescribe the vast majority of CSC’s activities. For example, as the chart below illustrates, salary costs have increased from 54-65% over the past 11 years, as a result of inflation and new collective agreements with key operational staff. Furthermore, 90% of CSC’s expenditures are non-discretionary (e.g., salaries, utilities, food, medical services) and are driven by factors beyond CSC’s direct control (e.g., inflation, price fluctuations, new employee contracts<sup>11</sup>). This leaves very limited flexibility for policy and program modifications, or investments that could yield longer-term results.



Another major challenge is the basic maintenance requirements of CSC’s institutions. CSC has one of the largest facility portfolios in the Government of Canada, consisting of a variety of institutions, community correctional centers and parole offices in communities across Canada. Together, these represent nearly 200 different sites. These facilities date from the early 1800s up to the present, with most being over 40 years old. To compound this issue, significant portions of CSC’s funding for capital and O&M are

<sup>11</sup> When comparing the annual average cost per offender for 2005-06 (\$71,004) to 2004-05 (\$68,216), the cost has increased by 4.1% (CSC: Comptroller Branch).



not adjusted to inflation, and as a result, CSC's capacity to carry out essential ongoing engineering and maintenance activities has been spread very thin.

In order to manage shortfalls in capital and O&M, CSC has had to routinely delay basic maintenance in recent years. As a result, what were once routine maintenance items are now emergency maintenance issues. In addition, many older facilities require updated security equipment to continue to ensure the safety and security of staff, the public and offenders. Examples include outdated detection equipment for drugs and infrared imaging systems, too few ion scanners, security camera systems, staff location systems and portable alarms, and motion detector systems.

In this context, CSC has not been able to make the adjustments to its infrastructure that are needed to manage the current and projected offender population. With the offender population changing over recent years as described above, the reality is that there is now a multitude of sub-populations such as gang members, organized crime offenders, sex offenders, young offenders, violence-prone offenders, offenders with mental health problems, Aboriginal offenders and a growing number of aged and infirm offenders with unique and distinct requirements. The risks and needs posed by these offenders often require separation from the rest of the inmate population, which is a significant challenge for older institutions as the original structures were built to accommodate a homogeneous inmate population, making it extremely difficult to meet the current requirements of separating multiple offender sub-populations. Today, for example, it is not possible for all inmates to share common outdoor, dining hall and programming spaces without threatening the safety and security of staff and offenders, but many institutions were designed and built based on this assumption.

As a result of the factors described above, CSC operations have been significantly impacted over the past ten years. More specifically, CSC is experiencing challenges:

- to manage different sub-populations in maximum and medium security institutions;
- to consistently deliver timely, critical and effective programs and other interventions in institutions aimed at enhancing public safety by targeting the causes of criminal behaviour;
- to effectively supervise and manage offenders requiring higher levels of contact and surveillance in the community; and
- to manage workload and stress, at all levels, and to address safety concerns.

These challenges have been highlighted in CSC's most recent Corporate Risk Profile.

CSC has exhausted its ability to reallocate existing resources to meet these current and future challenges. During the past few years, existing funding allocations and expenditure patterns have needed to be constantly reviewed and adjusted in order to reallocate to the most urgent funding requirements. More recently, CSC has curtailed its internal expenditures, including suspending non-essential training, equipment purchases, travel, professional service contracts and staffing actions. In short, the changing offender profile and the escalating costs have placed CSC in an ever more challenging position, and CSC will need to focus sharply on its key priorities in order to deliver the greatest possible value for money and results during the next fiscal year.

## 1.7 CSC'S PRIORITIES

Last fiscal year, CSC undertook a comprehensive process to identify new priorities. Five priorities were established in response to the changing offender profile, the paramountcy of public safety and the new Government's emphasis on crime prevention. CSC specifically limited the number of priorities and associated plans in order to ensure sustained management focus and results in those areas. This year, CSC reviewed its existing priorities against its mandate and its key risks and challenges, and determined that it could most effectively contribute to public safety by maintaining the same priorities, namely:

- Safe transition of eligible 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;
- Improved capacities to address mental health needs of offenders; and
- Strengthened management practices.

The following table aligns the above strategic priorities to the Program Activities and provides financial resources information by Program Activity.

<b>STRATEGIC OUTCOME:</b>					
<b>Offenders are safely and effectively accommodated and reintegrated into Canadian communities with due regard to public safety</b>					
<b>PAA Program Activity Expected Results</b>	<b>Type</b>	<b>Departmental Priority</b>	<b>CSC Budget Base (\$ Millions)</b>		
			<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>
<b>Care and Custody Expected Result:</b> Reasonable, safe secure and humane custody	On-going	<b>Safety and Security in Institutions</b> Safety and security for staff and offenders in our institutions <b>Community Transition</b> Safe transition of eligible offenders into the community <b>Mental Health</b> Improved capacities to address mental health needs of offenders	<b>1256.7</b>	<b>1288.2</b>	<b>1321.1</b>
<b>Rehabilitation and Case Management Expected Result:</b>  Safe reintegration to the community consistent with the law	On-going	<b>Community Transition</b> Safe transition of eligible offenders into the community  <b>Aboriginal Offenders</b> Enhanced capacities to provide effective interventions for First Nations, Métis and Inuit offenders	<b>452.2</b>	<b>443.3</b>	<b>444.5</b>
<b>CORCAN Expected Result:</b> Assisting in the safe reintegration of offenders by providing employment and employability skills	On-going	<b>Community transition</b>  Safe transition of eligible offenders into the community	<b>0.0*</b>	<b>0.0*</b>	<b>0.0*</b>
<b>Corporate Services Expected Result:</b> Direction and support so that offenders are safely and effectively accommodated and reintegrated into the community	On-going	<b>Management</b>  Strengthened Management Practices	<b>161.1</b>	<b>163.2</b>	<b>163.8</b>
<b>TOTAL</b>			<b>1,870.0</b>	<b>1,894.7</b>	<b>1,929.4</b>

\* **Note:** CORCAN operates as a revolving fund. The expenses of \$77.5M are offset by the revenues of \$77.5M and, as a consequence, the net impact on financial resources is nil.

The sections below present the background for each strategic priority, the associated challenges and where CSC needs to go to address these challenges; as well as results commitments and measurement strategies.

## 1.8 COMMUNITY TRANSITION

***Priority:***  
**Safe transition of eligible 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 reduced.

**SUPERVISED FEDERAL OFFENDERS IN COMMUNITIES  
CONVICTED OF, OR CHARGED WITH, A VIOLENT OFFENCE<sup>12</sup>**

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

Under current law, over 90% of offenders will one day return to the community. Effective corrections means helping those offenders who have made satisfactory progress reintegrate safely into the community while also ensuring that offenders who may still pose a threat to Canadians and their communities are retained in custody, and that those on conditional release are returned to custody if their behaviour threatens public safety. Of greatest concern to CSC are violent crimes committed by offenders in the community. CSC is also concerned about the commission of crimes by offenders after the end of their

<sup>12</sup> Source: CSC Offender Management Systems as of 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 in the community for at least one day during the year. A violent crime is defined as murder or Schedule I offence under the Criminal Code.

<sup>13</sup> A three-year moving average is expected to provide a more robust indicator of the long-term trend.

sentences. Approximately 36% of federal offenders will be convicted of a new crime within two years of completing their sentence, the majority receiving some type of provincial sentence.<sup>14</sup> More specifically, approximately 11% of federal offenders return to federal custody within two years of sentence completion, of which 5% are for new violent convictions.<sup>15</sup>

Statistics Canada is currently leading a federal-provincial project to improve reporting on recidivism. When complete, this initiative will provide a more comprehensive understanding of federal offenders' involvement with the criminal justice system after the completion of their federal sentences. CSC is working closely with Statistics Canada on this project.

Recidivism results must be improved. 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. In fact, there is solid evidence that programs based on sound research significantly contribute to the safe reintegration of offenders following release. This is because offender programs are designed to address those risk factors related to re-offending. Examples are: Adult Basic Education, Employment in CORCAN Prison Industries, Offender Substance Abuse Pre-Release Program, Cognitive Skills Training, Anger and Emotions Management, Counter Point, Sex Offender Treatment, Violence Prevention (including for gang members), and Family Violence Treatment. Reductions in re-offending as high as 20% to 60% have been linked to some of these programs. More specific information on the effectiveness of offender programs in reducing re-offending is included in Section 4.

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 correctional programs and interventions and monitoring of correctional plans. For example, a significant increase in the number of offenders admitted with sentences under three years requires more rapid interventions that focus on their specific needs, and that address the shorter period of time they are on community supervision.

As well, the number of offenders receiving Long Term Supervision Orders (LTSOs)<sup>16</sup> from the courts is increasing. From 2002-03 to 2005-06, the number of offenders in the community who are actively serving their LTSO has increased from 31 to 120.<sup>17</sup> An additional 250 offenders have an LTSO designation but have not yet reached sentence expiry.

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<sup>14</sup> Source: CSC 2004-05 Departmental Performance Report

<sup>15</sup> Source: CSC Offender Management System as of April 9, 2006

<sup>16</sup> An LTSO order can be for a period of up to 10 years and commences at the expiry of the offender's custodial sentence. In general more intensive supervision of the offender is required.

<sup>17</sup> Source : CSC Offender Management System (as of April 13, 2003 and April 9, 2006)

### ***1.8.1 Where CSC Needs to Go***

In light of the above challenges, there is a need to enhance supervision and monitoring tools for higher-risk offenders in the community; adapt case management and programming approaches to provide timely and effective interventions for shorter sentences; and enhance the role of CSC's Community Correctional Centres in managing the transition to the community.

Informed and engaged citizens and communities are also integral to safe offender reintegration. CSC has always been dependent on the communities it serves to provide acceptance of, and support to, offenders in their reintegration, but community capacity is varied and often limited. This support is in the form of access to community services and programs such as family services, addictions and specialized health services including mental health as well as affordable accommodation. CSC is finding it increasingly difficult to supplement this deficiency and 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.

Finally, in order for staff to effectively supervise offenders in the community CSC must first ensure its community staff are as safe as possible. For that reason, CSC has undertaken a number of initiatives to improve staff safety for all community employees.

Section 2 will outline the specific plans that have been identified in pursuit of CSC's mandate to contribute to public safety, through ensuring the safe transition of eligible offenders to the community.

### ***1.8.2 Results Commitment and Measurement Strategy***

Re-offending, and particularly violent re-offending, by federal offenders, continues to be a significant preoccupation for CSC. While the rate of re-offending for federal offenders under supervision and after sentence completion has remained relatively constant in recent years, the harm of each new crime to the victims, their family and the community, can be devastating.

Due to the changing offender profile as outlined above, and in the context of tight resource constraints, CSC is facing growing challenges in keeping rates of re-offending, particularly violent re-offending, as low as they have been over the past few years. Nevertheless, CSC will continue to focus its efforts on minimizing violent re-offending by offenders returning to the community. More specifically, CSC will focus on preventing an escalation in violent re-offending by federal offenders returning to the community.

To assess performance in this area, CSC will report on the percentage of federal offenders in communities convicted of or charged with a violent offence while under CSC supervision. CSC will also report on the percentage of federal offenders convicted of a violent offence and returning to federal custody within two and five years after the end of

their sentence.<sup>18</sup> In addition to monitoring, acting on and reporting on violent re-offending rates, CSC will continue to monitor and report on non-violent re-offending.<sup>19</sup>

## 1.9 SAFE AND SECURE INSTITUTIONS

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

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

The changing offender population has a direct impact on the safety and security of institutions. Approximately 16% of men offenders report having gang affiliations during their initial assessment, a proportion that has increased since 1997 (from 12% to 16%).<sup>20</sup> There has also 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.<sup>21</sup> Furthermore, the high prevalence of offenders having substance abuse problems means that institutions are potentially at a high risk of violence associated with drugs.

While the rate of major security incidents has remained relatively stable over the past five years, the rate of assaults on staff and inmates has risen in 2005-06 in comparison with 2004-05, and remains a major preoccupation. Many of these assaults result in injuries.

ASSAULTS ON STAFF AND OFFENDERS (LISTED ABOVE)

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

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

<sup>18</sup> 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 2007/08 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 offending rates.

<sup>19</sup> CSC is currently reviewing its corporate measurement strategies in order to ensure the indicators are as clear, consistent, and meaningful as possible. Any amendments will be explained in future RPPs and DPRs.

<sup>20</sup> The Changing Federal Offender Population, Profiles and Forecasts, 2006, *CSC Research Branch*.

<sup>21</sup> Source: CIPS. There has been an upward trend in maximum security designations since 1996-97 (6% to 13%).

**STAFF AND OFFENDERS INJURED DURING ASSAULTS RECORDED IN TABLE ABOVE<sup>22</sup>**

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

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

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

The increase in instances of bodily fluids and waste being thrown on staff and verbal assaults such as threats to harm, has only recently been fully appreciated for its impact. These incidents are now better understood as precursors to physical violence and indicative of an ingrained lack of respect for others. They are understood to have lasting and significant impact on staff and offenders’ sense of safety and security, and as hampering effective interaction between staff and offenders.

**1.9.1 Where CSC Needs to Go**

CSC is committed to addressing the dynamics of aggressive behaviour in institutions, and implementing effective measures both to anticipate and manage it.

CSC is engaged in ongoing consultation with its unions 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 introducing a more comprehensive gang management strategy; more effective risk assessment tools for violent offenders; and intensive programs that target violent offenders.

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<sup>22</sup> 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.



A key part of the effort to provide better safety and security for both staff and offenders will be to increase CSC capability to detect drugs – to reduce the entry, use, as well as the impacts of illicit drugs. A major contributor to institutional violence is drug trafficking, both of street drugs and prescription drugs. 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.

An internal CSC national audit of drug interdiction activities, published in December 2006,<sup>23</sup> verified the adequacy of CSC's drug interdiction framework and assessed the level of compliance with related policies and legislations. The audit identified several areas for improvement, including drug interdiction tools, threat assessment, staff searches and monitoring and reporting. The audit also noted that CSC recognizes that more funding is needed in the future to prevent drugs from entering institutions.

In response to the audit, CSC will continue to reinforce many of the drug interdiction practices already in place: a heightened public awareness campaign to communicate the hazards and repercussions of smuggling drugs into institutions; conducting more thorough, non-intrusive searches of personal belongings for everyone coming into an institution, including contractors and staff, and all inmate visitors; conducting more urinalysis and routine searches of inmates and their cells; maintaining better control of prescription drugs in the institutions; and more closely managing inmates involved in the institutional drug trade.

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

In the longer term, and dependent on resourcing, anti-drug smuggling efforts may include:

- Purchasing new technology to better 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.

Section 2 will outline the specific plans that have been identified in pursuit of CSC's mandate to contribute to public safety, through ensuring safety and security for staff and offenders in our institutions.

### ***1.9.2 Results Commitment and Measurement Strategy***

The safety and security of staff, the public and offenders is of primary concern to CSC. Given the changing offender profile and escalating costs, CSC is currently facing growing challenges in maintaining the level of security required within institutions to

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<sup>23</sup> [http://www.csc-scc.gc.ca/text/PA/audit\\_druginterdiction2006/druginterdiction2006\\_e.shtml](http://www.csc-scc.gc.ca/text/PA/audit_druginterdiction2006/druginterdiction2006_e.shtml)

make them safe for staff and offenders and to provide the conditions for success in terms of correctional results. However, through focussed management attention and significant effort on behalf of all staff, CSC is committed to continuing its efforts to prevent violent and assaultive behaviour before it starts.

In this context, CSC will continue to focus on preventing violence and assaultive behaviour within institutions. More specifically, given the very significant challenges that CSC is now facing, staff will focus their efforts on preventing any escalation of assaultive behaviour within CSC institutions as measured by the rate of major security incidents, the rate of assaults on staff and offenders, and the rate of injuries to staff and offenders caused by offenders.

#### 1.10 ABORIGINAL OFFENDERS

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

Aboriginal offenders continue to be disproportionately represented within the criminal justice system. Aboriginal offenders represent approximately 17% of the total federal offender population while Aboriginal adults represent 2.7% of the Canadian adult population.<sup>24</sup> The proportion of Aboriginal offenders incarcerated was about 9% greater for Aboriginal offenders (67.5%) than non-Aboriginal offenders (57.7%). Furthermore,

Aboriginal women represent 31.4% of all incarcerated women while Aboriginal men represent 18.3% of all incarcerated men. In short, the number of Aboriginal offenders under CSC's jurisdiction is continuing to increase and their over-representation within the offender population persists.

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<sup>24</sup> PSEPC Corrections and Conditional Release Statistical Overview: Annual Report 2006, p. 57. and Statistics Canada, 2001 Census.

Aboriginal offenders also continue to have higher rates of both violent and non-violent re-offending while they are in communities under CSC supervision, as shown in the chart below:

**SUPERVISED FEDERAL OFFENDERS IN COMMUNITIES  
CONVICTED OF, OR CHARGED WITH, AN OFFENCE<sup>25</sup>  
ABORIGINAL VS. NON-ABORIGINAL OFFENDERS**

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

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

<sup>25</sup> 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 to the most serious crime that they have been convicted of, or charged with.

Aboriginal offenders are also more likely to return to CSC after the end of their sentence:

**Federal Offenders Returning to Federal Custody for any Offence within Two Years after the End of their Sentence<sup>26</sup>**  
**(Aboriginal vs. Non-Aboriginal Offenders)**

<b>Aboriginal offenders</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>
% returning to CSC within 2 years	13.0%	11.9%	9.2%	13.3%	13.5%
Three-year moving average			11.4%	11.5%	12.0%
<b>Non-Aboriginal offenders</b>	<b>1999-00</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>
% returning to CSC within 2 years	8.3%	8.8%	9.1%	9.9%	10.0%
Three-year moving average			8.7%	9.3%	9.7%
<b>Gap in returning</b>			2.7%	2.2%	2.4%

Source: Offender Management System as of April 9, 2006. Percentages might not add up due to rounding

Clearly, if CSC is to demonstrate its contribution to public safety, the gap in the rate of re-offending between Aboriginal offenders and non-Aboriginal offenders must be narrowed.

Complicating this issue is the fact that Aboriginal people admitted to federal custody are increasingly younger and are more likely to be incarcerated for a violent offence, be affiliated with gangs and have much higher needs (relating to substance abuse, health, employment and education, for example). While many needs of Aboriginal men and women are similar to those of non-Aboriginal men and women, they require different types of interventions to address those needs. Studies highlight unique background, offence patterns and need characteristics among First Nations on reserve, First Nations off reserve, Métis and Inuit offenders.

***1.10.1 Where CSC Needs to Go***

CSC must work horizontally with other government departments at both the federal and provincial/territorial levels and with Aboriginal communities, to address the issues that contribute to the disproportionate representation of Aboriginal people in the criminal justice system.

As well, CSC must fully develop and implement each of the four components of the “continuum-of-care model” (namely: assessment, intervention, reintegration, and

<sup>26</sup> These numbers reflect the percentage of offenders who completed their sentence during the year in question and returned to federal custody within two years of that date.

prevention) that are cornerstones of CSC's recently-approved Strategic Plan for Aboriginal Corrections. To this end, CSC needs to develop sufficient capacity in communities to support Aboriginal offenders under supervision and beyond sentence completion, in order to reduce re-offending rates. Continued engagement of Aboriginal communities is critical to developing this capacity.

There is early evidence 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<sup>27</sup> showed a lower rate of re-offending than those who did not participate.<sup>28</sup> As well, early data indicates that the completion rate for programs designed for Aboriginal offenders is significantly higher than for programs designed for the general offender population (84% for the Aboriginal-specific violence prevention program and 68% for the general population program<sup>29</sup>). The fundamental challenge is to expand the provision of these types of interventions, which yield positive results, across CSC, in order to address the specific needs of all Aboriginal offenders in a more timely manner.

CSC must also prepare for anticipated growth in the Aboriginal offender population and potential shifts in geographic distribution. Statistics Canada projections to 2017 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.<sup>30</sup> 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 expected growth in these populations.

Section 2 will outline the specific plans that have been identified in pursuit of CSC's mandate to contribute to public safety, through enhanced capacities to provide effective interventions for First Nations, Métis and Inuit offenders.

### ***1.10.2 Results Commitment and Measurement Strategy***

In the immediate future, given the context described above, CSC will continue to face growing challenges in providing effective interventions to Aboriginal offenders in institutions and communities. Nevertheless, CSC will continue to focus its efforts in this area as one of its key priorities, in order to maximize the results that can be achieved with the resources provided.

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<sup>27</sup> A Pathways Unit is a living environment that addresses the cultural and spiritual needs of First Nations, Métis and Inuit offenders.

<sup>28</sup> Source: CSC Evaluations Branch (Effective Corrections Initiative: Aboriginal Reintegration. Final Report 2004)

<sup>29</sup> CSC Corporate Reporting System data as of December 17, 2006.

<sup>30</sup> *Projections of the Aboriginal Populations, Canada, Provinces and Territories: 2001 to 2017*, Statistics Canada (Catalogue number 91-547-XIE), 2005.

More specifically, CSC will focus its efforts on preventing the gap from widening in terms of correctional results between Aboriginal and non-Aboriginal offenders. This will be measured by the percentage of Aboriginal federal offenders in communities convicted of, or charged with, a violent offence while under CSC supervision. CSC will also assess performance in this area by the percentage of Aboriginal federal offenders convicted of a violent offence and returning to federal custody within two and five years of the end of their sentence. Finally, CSC will also report on non-violent re-offending.

#### 1.11 MENTAL HEALTH

**Priority:**

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

#### **Introduction**

Over the last few years, CSC has witnessed an increase in the number of offenders with mental health disorders reported at admission.

#### **Incarcerated Offenders Reported as Having a Mental Health Disorder at Admission**

	March 2002	March 2003	March 2004	March 2005	March 2006
% of incarcerated men offenders	10%	10%	11%	12%	12%
% of incarcerated Aboriginal men <sup>31</sup> offenders	9%	10%	10%	10%	13%
% of incarcerated women offenders	16%	15%	21%	26%	21%

Source: CSC Climate Indicator and Profile System

Providing an appropriate continuum of treatment from intake assessment to end of sentence 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 in and benefit from correctional programs, thus contributing to rehabilitation efforts. It also helps avoid future problems and costs if these offenders receive the specialized interventions that they require.

Serious mental disorders are associated with many problems, such as lack of stable housing and employment opportunities in the community, which increases the risk of re-offending. Offenders with mental health disorders are often at higher risk of repeated arrests and incarceration, especially in the first few months following release. They are at

<sup>31</sup> The low number of Aboriginal women offenders who have had a completed Intake Assessment precludes statistically meaningful data with respect to mental health disorders.

a higher risk of failing to comply with treatment obligations and of violating their parole conditions.<sup>32</sup>

CSC faces several challenges in optimizing mental health care and ensuring that offenders' needs are addressed both while incarcerated and during conditional release in the community.

These 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 the provision of mental health services.

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 regional women's institutions. As well, the Regional Psychiatric Centre in the Prairies and the Institut Phillipe-Pinel in Quebec have units for the intensive treatment of federal women offenders. In regular institutions, psychologists, nurses and others are able to provide only limited mental health support within the constraints of current resources.

#### ***1.11.1 Where CSC Needs to Go***

Mental health treatment centres require increased consistency in standards and approaches to providing services, 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 of offenders with mental health disorders for successful reintegration. Research has shown that transitional services for offenders with mental health disorders are critical to achieving reintegration success.<sup>33</sup> To enhance CSC's ability to provide mental health services, partnerships across jurisdictions need to be strengthened and expanded.

Section 2 will outline the specific plans identified in pursuit of CSC's mandate to contribute to public safety, through improved capacities to address mental health needs of offenders.

#### ***1.11.2 Results Commitment and Measurement Strategy***

CSC will continue to focus, as one of its key priorities, on addressing the needs of offenders with identified mental health disorders. In the short term, the community mental health initiative is expected to result in some improvement for these offenders.

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<sup>32</sup> Lurigio, A. J., et al. *The Effects of Serious Mental Illness on Offender Re-entry*. Federal Probation Vol 68, No. 2 September 2004.

<sup>33</sup> Faenza, M. *Statement of the Criminalization of Mental Illness*. National Health Association News Release. September 2003

More significant results improvement would require full implementation of the Mental Health Strategy.

More specifically, CSC will focus its efforts on improving correctional results for offenders with mental health disorders as measured by the percentage of federal offenders with identified mental health needs in communities convicted of or charged with a violent offence while under CSC supervision.<sup>34</sup> CSC will also assess performance in this area by the percentage of federal offenders with identified mental health needs convicted of a violent offence and returning to custody within two years of the end of their sentence. Finally, CSC will also measure and report on non-violent re-offending.

#### 1.12 CSC'S MANAGEMENT AGENDA

**Priority:**  
**Strengthened  
Management  
Practices**

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, deliver the best possible results and value-for-money while upholding professional public service values.

The challenge of strengthening management practices is particularly acute given the operational realities of the organization. CSC has approximately 14,500 employees<sup>35</sup>, operating 365 days a year and 24 hours a day. CSC operates in all geographic regions of the country and employs staff across many disciplines. Given the large, decentralized nature of CSC's operations and Canada's aging labour force, it is not surprising that CSC, like many other government departments, is facing serious labour shortages and retention challenges. CSC is anticipating shortages in several areas including, to name a few, health professionals, wardens, skilled trades people, and HR specialists in the near future.

In addition to serious recruitment and retention challenges, CSC has also undertaken focussed efforts to address the issues identified in the 2005 Public Service Employee Survey. Perhaps most notably, an action plan to improve in key areas identified by the survey was co-developed with all of CSC's unions and this action plan is now in the early stages of implementation. It focuses on harassment, grievances, respect, trust and accountability. This is the first initiative of this kind within CSC. The detailed action plan has been communicated to all employees and implementing this plan is now a priority for CSC's management team with the full support of the leadership of all unions.

This past year, a Values and Ethics Unit was created to support all CSC managers and staff in improving their work environment. Focus groups were conducted, involving 60

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<sup>34</sup> The mental health indicator was not available at intake for most of the offenders reaching the end of their sentence five to ten years ago. The few that had a completed intake assessment are not representative of the offender population over the past ten years. For that reason, CSC is not able to report on re-offending for offenders with mental health disorders five years past WED at this time.

<sup>35</sup> CSC has changed its definition of "employee" to be consistent with the new definition used by the Public Service Human Resources Management Agency of Canada. Casual employees, employees on leave without pay and suspended employees are no longer included in the total.



separate sessions and covering 43 operational units and over 400 staff representing the majority of the occupational groups employed by CSC. The data compiled pointed to six key themes: work environment, organizational culture, communication, leadership, consistency/fairness, and recognition. These themes will form the basis for a comprehensive multi-year ethics strategy. An ethics index has been developed which will allow senior management to assess progress and results in this area in a consistent and transparent manner.

A key component of the Values and Ethics Unit is Informal Conflict Management System (ICMS) and foundational work has been done in this area. This has resulted in a comprehensive action plan. Recent steps to move forward have included extensive consultation within CSC, and development and approval of a policy framework, as well as approval of six regional ICMS positions. Appropriate training has been and will be built into the regional and national structures within CSC.

In addition, CSC worked hard to improve its practices around the management of corporate risk. As an organization committed to public safety, CSC staff excel in the assessment and management of risks posed by offenders on a daily basis. While a definite strength, focussing on day-to-day crisis can easily overshadow the need to identify and address corporate risks pertaining to the long-term sustainability of CSC's public safety results. Most recently CSC has established its corporate risk profile and will continue to refine relevant mitigation strategies. CSC's Audit Committee reviewed the risk profile and is supportive of the approach that is being taken.

Finally, as part of CSC 2006-2007 commitments, Human Resources Management was strengthened through the establishment and implementation of a clear governance framework of the HRM function in CSC and; of clear roles, responsibilities, and processes to ensure HR planning is fully integrated into CSC business needs.

### ***1.12.1 Where CSC Needs to Go***

Strengthening management practices is a key priority for CSC to ensure that there is a robust and effective organization that is able to deliver on its key operational priorities and other activities in a cost-effective manner and to do this in a way that is consistent with public service values that are essential to a healthy workplace and to the confidence and trust of Canadians. Specific priorities and plans are based on CSC's most recent Management Accountability Framework (MAF) assessment and Corporate Risk Profile. The MAF establishes the standards for management in the Government of Canada and is the basis for management accountability between departments/agencies and the Treasury Board Secretariat (TBS), and the Public Service Human Resources Management Agency (PSHRMAC). The 10 elements of the MAF collectively define "management" and establish the expectations for good management of a department or agency.

CSC's most recent Management Accountability Framework and Corporate Risk Profile assessments point to the need to:

### ***Respond to the Public Service Employee Survey (PSES)***

Three major areas of concerns were identified in the 2005 PSES results: harassment; grievances; and respect, trust and accountability. To respond to these results, CSC co-developed an action plan with its six bargaining agents. Each area of concern has planned actions, followed by next steps. Actions include increased training and awareness; clarifying roles and responsibilities; monitoring processes and trends; improving communications across all levels; ensuring that issues are resolved at the lowest level possible; and improving internal communication. CSC is confident to be now positioned to make the changes needed to address the concerns identified by its employees and move forward to create a better work environment for all staff.

### ***Promote Values and Ethics***

Promoting an organizational culture that actually 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

The goal of these efforts will be to improve decision-making, lowering the cost of resolving conflicts, support productive working relationships and improve trust within the organization, consistent with government-wide objectives.

CSC will be identifying selected operational sites to further develop and validate key elements in this strategy.

### ***Improve Internal Communications***

CSC is now well on the journey to improve internal communications. CSC is committed to sustaining these initiatives. Improving internal communications represents a culture change for our whole organization, and it will require sustained effort in the coming year and beyond.

In April 2006, a detailed framework and action plan was approved by senior management. This plan includes supporting initiatives related to the PSES results. More recently, CSC's Mid-Year Progress Report outlined key internal communications milestones that had been reached in fulfillment of our commitment to strengthen management practices.

Improved internal communications will help CSC better achieve our public safety mandate overall.

### ***Strengthening Human Resources Management***

Attracting and retaining an innovative and representative workforce with the appropriate skills to meet CSC's business needs at all levels of the organization is fundamental to the sustainability of correctional results today and into the future.

Given Canada's changing demographics and projected labour shortages in key areas of the organization, CSC will concentrate its efforts on implementing its national strategic human resources plan that will support the organization to systematically address this challenge. This plan focuses on recruitment, retention, succession planning, leadership development and on knowledge transfer to ensure CSC's business needs will be met. In addition, it will include strengthening HR management practices, building HR community capacity and modernizing HR processes.

### ***1.12.2 Results Commitment and Measurement Strategy***

If CSC is to be successful in the coming years in achieving correctional results in the priority areas identified earlier, 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 strengthen management practices as reflected in improved results in the areas of harassment, staff grievances, respect, trust and accountability as measured by future Public Service Employment Surveys. CSC will also assess performance improvements in the areas of ethics, resource, integrity, fairness, inclusiveness of the workplace, and respect through its recently approved Ethics Index.<sup>36</sup> Finally, CSC will report on improvements in its management practices as measured by the annual Management Accountability Framework assessments conducted by the Treasury Board Secretariat.

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<sup>36</sup> CSC's values and ethics index consists of 10 questions from the 2005 Public Service Employee Survey in the areas of ethics, recourse, integrity, fairness, inclusive workplace and respect.

## SECTION 2: Analysis of Plans by Program Activities

### 2.1 OVERVIEW OF PLANS BY SUB-ACTIVITY

The Strategic Outcome for the Correctional Service of Canada (CSC) is that “*offenders are safely and effectively accommodated and reintegrated into Canadian communities with due regard for public safety.*” As mentioned in Section 1, this strategic outcome is achieved through three Program Activities: Care and Custody, Rehabilitation and Case Management, and CORCAN.

CSC’s priorities have been aligned with its Program Activities. The plans, which are associated with the priorities, have been aligned at the sub-activity level, as presented in the table below.

In this section, each plan, and its associated milestones, will be discussed in detail under the appropriate Sub-Activity.

<b>Program Activity</b>	<b>Departmental Priority</b>	<b>Program Sub-Activity</b>	<b>Plans</b>
<b>Care and Custody</b>  Administering a sentence through reasonable, safe, secure and humane custody	<b>Safety and Security in Institutions:</b>  Safety and security for staff and offenders in our institutions  <b>Community transition:</b>  Safe transition of eligible offenders into the community  <b>Mental Health:</b>  Improved capacity to meet the mental health needs of offenders.	<b>Security</b>	<b>Institutional Staff Safety</b> * <b>Community Staff Safety</b> * <b>Clarify Roles &amp; Responsibilities of Front-line Staff</b> * <b>Strategic Intelligence</b> * <b>Strategic Plan to Reduce Illicit Drugs in Institutions</b>
		<b>Health Services</b>	<b>Infectious Diseases</b> * <b>Community Mental Health Initiative</b> * <b>Intake Mental Health Assessment Pilot Projects</b>
<b>Rehabilitation and Case Management</b>  Assisting in the safe rehabilitation and reintegration of offenders into communities	<b>Community transition:</b>  Safe transition of eligible offenders into the community  <b>Aboriginal Offenders:</b> Enhanced capacities to provide effective interventions for First Nations, Métis and Inuit offenders	<b>Case Management</b>	<b>Electronic Monitoring</b> * <b>Offender Intake Assessment Process</b> * <b>Improve Population Management for Aboriginal Offenders</b> * <b>Classification Tools for Women Offenders</b> * <b>Systemic Policy Barriers</b> * <b>Horizontal Collaboration on Aboriginal issues</b>
		<b>Program Development and Delivery</b>	<b>Community Programs</b> * <b>Violence Prevention</b> * <b>Aboriginal Programming</b>

Program Activity	Departmental Priority	Program Sub-Activity	Plans
<p><b>CORCAN</b></p> <p>Assisting in the safe reintegration of offenders by providing employment and employability skills</p>	<p><b>Community transition:</b></p> <p>Safe transition of eligible offenders into the community</p>	Not Applicable	<p><b>Employment Continuum</b></p> <p>*</p> <p><b>National Employment Strategy for Women</b></p>
<p><b>Corporate Services</b><sup>37</sup></p>	<p><b>Management:</b></p> <p>Strengthened Management Practices</p>	Not Applicable	<p><b>Respond to the Public Service Employee Survey</b></p> <p>*</p> <p><b>Promote Values &amp; Ethics</b></p> <p>*</p> <p><b>Internal Communications</b></p> <p>*</p> <p><b>Strengthen Human Resources Management</b></p>

## 2.2 CARE AND CUSTODY

Contributing to public safety through the reasonable, safe, secure and humane custody of federally incarcerated offenders is fundamental to CSC's mandate and is the key results commitment for the Care and Custody Program Activity.

A wide range of activities that address the health and safety requirements of offenders are included in this Activity and are represented through four sub-activities, namely: *Security*, *Health Services*, *Institutional Services* and *Accommodation Services*.

CSC institutions can be characterized as small, self-contained communities with the infrastructure necessary to meet offenders' basic physical needs. Necessities, such as food, housing, heating, lighting, clothing, and telephone services, are all captured under the two sub-activities, Institutional Services and Accommodation Services. While there are no specific plans presented for Institutional Services and Accommodation Services in this year's RPP, these ongoing activities are fundamental to CSC's operations and together comprise approximately 40% of CSC's expenditures.

This section focuses on the Security Services and Health Services sub-activities and the plans associated with them.

Planned spending and human resource allocations for the four sub-activities are as follows:

### Results Commitment

Administer sentences through reasonable, safe, secure and humane custody.

<sup>37</sup> Although Corporate Services is not a Program Activity, it supports all CSC's Program Activities

<b>CARE AND CUSTODY</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>
Financial Resources (\$Millions)			
<b>Total</b>	<b>1,379.7</b>	<b>1,414.9</b>	<b>1,449.6</b>
Security	640.7	648.6	655.1
Health Services	176.3	198.4	196.8
Institutional Services	94.3	88.8	88.5
Accommodation Services	468.4	479.1	509.2
Human Resources – Full-Time Equivalents	<b>11,005</b>	<b>11,008</b>	<b>11,309</b>

As the subsections below will show, the Care and Custody Program Activity directly supports three of CSC's five priorities, namely, ensuring the safety and security for staff and offenders in institutions, safe transition of eligible offenders into the community, and improving capacities to address the mental health needs of offenders.

### **2.2.1 Security Sub-Activity**

One of CSC's fundamental responsibilities is to ensure that its institutions are safe for staff and offenders. To this end, CSC is committed to ensuring that the continued safety, security and rights of staff, offenders and the public are safeguarded, as measured by the number and rate of institutional security incidents by type.

While CSC operations, including its security functions, are under significant pressure due to a number of internal and external factors described in Section 1, in order to maintain key correctional results CSC remains committed and focussed on a select number of plans in support of its five priorities. Plans that relate to safety and security are outlined below.

#### ***Institutional Staff Safety***

CSC is committed to enhancing staff safety measures and increasing its ability to respond effectively to institutional incidents. In addition to protecting staff, these measures are also aimed at creating a better climate and conditions conducive for successful behavioural changes and rehabilitation of offenders. More specifically, this plan includes:

- The completion of acquisition and distribution of stab-proof vests to designated front line correctional staff;
- The provision of additional supervision for CSC's highest-risk offenders who are housed at the Special Handling Unit;
- The continued delivery of specialized training modules for selected Correctional Officers relating to gang and safety measures, particularly at maximum-security institutions;
- Implementation of approved firearms recommendations;
- Completion of the assessment of institutional pandemic contingency plans; and

- Assessment and pilot testing of security intervention tools (e.g., TASERS, ISPEA, low impact rounds).

### ***Community Staff Safety***

Fundamental to ensuring the safe, supervised reintegration of offenders into communities is ensuring the safety and security of CSC's community staff. To continue to improve in this area, CSC is committed to:

- Implementation of a Lone Worker Protection Program for community Parole Officers to improve community staff safety;
- Developing safety training for non-Parole Officers community staff;
- Reviewing, identifying and implementing appropriate resources for community infrastructure and small offices to improve staff safety and support public safety;
- Promulgating revised community supervision policies which incorporate strengthened processes to address community staff safety; and
- Dedicating corporate resources to support Advisory Committee on Community Staff Safety.

### ***Clarify Roles & Responsibilities of Front line Staff***

The correctional environment has been changing over the past decade, with an increasingly diverse and challenging offender population, including more offenders with violent or mental health histories, gang or organized crime affiliations, and high levels of substance abuse and medical needs. This has led to the need to establish a strong focus on daily institutional security and inmate population management.

At the same time, risk assessment and correctional program interventions have become increasingly complex and technical, and the need for increasing clinical supervision, quality control and greater integration of professional assessments and interventions has been identified both internally and by stakeholders. Given the constantly changing environment, CSC is committed to ensuring front line staff have the clarity of roles and responsibilities necessary to carry out CSC's legislative mandate in the most effective manner possible. More specifically, CSC is committed to:

- Commencing implementation of the Institutional Management Structure and the Correctional Officer Deployment Initiative. This will include the establishment of new deployment standards over the next two years and the introduction of key new positions during this same time period. This will ensure the consistent deployment of correctional staff to standardized security activities and responsibilities on a daily basis;
- Working with the correctional officer's union to develop a more effective and efficient scheduling practice in CSC. This will be based on a set of co-developed scheduling principles; and
- Complete implementation of Executive Committee approved District Infrastructure.



### ***Strategic Intelligence***

The increasingly complex offender population presents new challenges requiring substantive enhancements to CSC's security intelligence capacity. This increased capacity will enhance CSC's ability to mitigate the risks posed by offenders, in particular gang-affiliated offenders, and contribute to a safer environment for staff, offenders and the public. More specifically, this plan includes:

- The continued development of a more comprehensive Gang Management Strategy, including the continued implementation of the Security Intelligence Network (SINET) at all correctional and community facilities.

### ***Strategic Plan to Reduce Illicit Drugs in Institutions***

Illicit drug use and distribution in institutions is not tolerated. Offenders found in possession of, or using illicit drugs face disciplinary action or criminal charges. Furthermore, the use of illicit drugs is not compatible with the effective and safe reintegration of offenders, and, in fact, contributes to instability and violence. To address the challenge of illicit drug use, in addition to regular and ongoing drug interdiction efforts, CSC will complete implementation of phases 1 and 2 of the Drug Interdiction Strategy to reduce illicit drugs in institutions. In particular, CSC will develop and introduce additional measures, including new procedures, to reduce illicit drugs in its institutions.

#### **2.2.2 Health Services Sub-Activity**

The CCRA requires that CSC provide every inmate with essential health care and with reasonable access to non-essential mental health care. Adequately addressing offenders' health needs assists them in participating in correctional programs that contribute to their successful reintegration and contributes to public health and safety. To this end, CSC is committed to ensuring that offenders receive essential health care services in accordance with professionally accepted standards. The key performance indicators are:

- Health intake assessments are completed; and
- Services are provided according to professional standards.

### ***Infectious Diseases***

The potential for transmission of infectious diseases within our institutions through unsafe behaviour is an ongoing and serious health and safety concern, as the impact is on everyone—inmates, staff, visitors and ultimately the general public. Using funds allocated to CSC from the Federal Initiative to Address HIV/AIDS in Canada, the Infectious Diseases unit of Health Services will be focusing on:

- Improving and better coordinating discharge planning activities for offenders with infectious diseases and other physical health problems being released into the

community, through the development of Regional Discharge Planning and Post-Release Health Coordinator positions;

- Expanding health promotion initiatives to encourage healthy behaviours by inmates within the federal correctional environment by establishing Health Promotion Positions;
- Anchoring Aboriginal-specific health programming across all regions, with particular focus on the Pacific and the Prairies regions, for which Regional Aboriginal Health Program Coordinator positions will be developed; and
- Improving existing health services for inmates using information gleaned from an extensive National Inmate Infectious Diseases and Risk Behaviours Survey.

### ***Mental Health Strategy***

While CSC is experiencing pressures in all areas of health care service delivery, it is in the area of mental health services that CSC is facing its most serious challenges, as discussed in Section 1.11.

Mental health problems are up to three times more common in correctional institutions than among the general Canadian population. 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, an increase since 1997 of 71% and by 61% respectively.<sup>38</sup>

CSC has developed a comprehensive response strategy to the broad and multi-dimensional mental health needs of offenders. Addressing offenders' mental health needs is not only a legal obligation for CSC but it also contributes to a more stable and safe institutional environment and longer-term public safety as offenders return to the community. Although the Mental Health Strategy consists of five components, funding has to date been secured only for the Community Mental Health Initiative (see below).

The remaining, unfunded, components are:

- The implementation of enhanced clinical screening and mental health assessment processes at intake.
- The provision of primary mental health care in all CSC institutions.
- Intermediate mental health care units in selected men's institutions.
- The enhancement of facilities and staff-patient ratios in CSC's treatment centres to a level equivalent to those of community forensic psychiatric hospitals.

CSC is committed to working, as opportunities arise, with other government departments and Treasury Board Secretariat to secure funding for these components.

In the interim, CSC is committed to the following as a first step in the Mental Health Strategy:

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<sup>38</sup> Source: CIPS.

The Community Mental Health Initiative (CMHI) aims to better prepare offenders with serious mental health disorders for release into the community, by strengthening the continuum of specialized mental health support and providing continuity of support from institutions to the community.

CMHI funds are used to address discharge planning and transitional care services, specialized mental health staff working out of selected parole offices to provide support to conditionally-released offenders with mental disorders residing in the community, including in Community Correctional Centres (CCCs) and Community Residential Facilities (CRFs), annual mental health training for staff of selected parole offices, CCCs and CRFs, as well as funds for specialized services such as psychiatric and psychological interventions.

Within these areas CSC will:

- Finalize the hiring of staff to fill the new positions created through the CMHI. This includes community mental health nurses and clinical social workers who will provide direct service delivery to offenders with mental health problems in the community;
- Deliver the initial two-day national Community Mental Health training to front line staff at selected parole sites;
- Monitor the implementation of existing mental health contracts to provide specialized services to offenders with mental disorders in the community and review proposals for additional contracts;
- Begin data collection for a national evaluation of the CMHI in keeping with the Results-Based Management Accountability Framework (RMAF) that has been developed;
- Enhance services in the community for special subgroups of offenders, including women and Aboriginals, according to local needs (e.g., increase access to psychiatric services, outreach services to link women and/or Aboriginals to community resources, volunteer programs, home support services, etc.);
- Provide staff training in mental health issues for all staff at halfway houses accommodating women.

### ***Intake Mental Health Assessment Pilot Projects***

The systematic screening and identification of mental health needs at intake is essential for two reasons: to determine the specific mental health needs and treatment of individual offenders, and to provide more accurate data on the prevalence of mental health problems in the offender population. Although implementation of the Intake Mental Health Screening Initiative must await funding, CSC has undertaken to conduct a one-year pilot project in two institutions. This pilot will field-test proposed admitting approaches to providing mental health assessments at intake for all offenders with mental health disorders.

## 2.3 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.

### Results Commitment

Safe rehabilitation and reintegration of offenders into communities.

Case management, including risk assessment and development of correctional plans, is an ongoing process that begins when an offender enters the correctional system, and continues for as long as the offender is under CSC supervision. Case management is closely aligned with rehabilitation and ensuring that each offender makes every effort to benefit from their time in the institution. Incarceration and supervision by themselves are not enough to produce the long-term changes that 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 thereby 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 productively in society. Programs deal with such matters as substance abuse, anger management, and interpersonal skills. Other programs and interventions focus on developing life skills, such as employability and literacy, to increase offenders' potential for reintegration. To be able to sustain positive changes gained during incarceration, CSC relies on local communities to provide support and assistance while offenders are on supervision and even after the end of their sentence.

More specifically, the *Rehabilitation and Case Management Program* Activity consists of three key sub-activities, namely; case management, program development and delivery, and inmate pay.

Total planned spending and human resource allocations are as follows:

REHABILITATION AND CASE MANAGEMENT	2007-08	2008-09	2009-10
Financial Resources (\$Millions)			
<b>Total</b>	<b>490.3</b>	<b>479.8</b>	<b>479.8</b>
Case Management	282.0	269.1	269.1
Program Development and Delivery	181.5	183.9	183.9
Inmate Pay	26.8	26.8	26.8
Human Resources – Full-Time Equivalents	<b>4,101</b>	<b>4,108</b>	<b>4,108</b>

Rehabilitation and Case Management Program Activity directly supports two of CSC's five priorities, namely, *the safe transition of eligible offenders into the community* and *enhanced capacities to provide effective interventions for First Nations, Métis and Inuit offenders*. Plans associated with these two priorities are described below:

### **2.3.1 Case Management Sub-Activity**

Case management practices and policies are developed to ensure that offenders' sentences are managed based on informed decision-making that takes into consideration interventions, risk management and—most importantly—public safety. To achieve this, all offenders are assessed and assisted through their sentence in order to ensure they can be provided with the necessary interventions at the appropriate time. CSC will measure its results against this Sub-Activity by:

- Timely case preparation;
- Rate of offenders successfully reintegrated into the community;
- Rate of revocations with offence; and
- Rate of successful transfers to a lower security level<sup>39</sup>

As previously discussed, CSC is facing significant financial constraints which inhibit its ability to reallocate existing resources to address emerging pressures. In order to maintain key correctional results, CSC will remain committed to a focussed but limited number of key plans in support of its priorities. With respect to case management, these plans include:

#### ***Electronic Monitoring***

CSC continually strives to improve its supervision and monitoring of offenders in the community, particularly for those offenders with higher needs and risks. To this end, CSC will study the feasibility and develop a pilot program for the use of electronic monitoring devices with higher risk offenders.

#### ***Offender Intake Assessment Process***

The Offender Intake Assessment (OIA) process involves a systematic analysis of significant information and the identification of the critical static and dynamic factors that affect the safe and timely reintegration of each offender. This analysis is conducted through the application of research-based tools and policy guidelines developed specifically for this purpose. Two OIA pilot projects will be completed.

- Given the trend towards shorter sentences, CSC initiated a review of the OIA process and is piloting a streamlined OIA process to determine if it can be completed in 45 days rather than 70 days; and participation/completion of required programming prior to Day Parole Eligibility Date and National Parole Board hearing.

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<sup>39</sup> The rate measures the percentage of transfers to a lower security level for “access to programs” or “re-assess security requirements” reasons where the offender was not transferred to a higher security level facility for at least 120 days.

- Pilot the Dynamic Factor Identification and Analysis-revised<sup>40</sup> component of the OIA process.

### ***Improve Population Management for Aboriginal Offenders***

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. One element of this plan is to improve population management for Aboriginal offenders. More specifically, CSC will:

- Expand existing Aboriginal-specific correctional programs;
- Increase cultural competency in case management through Aboriginal perceptions training of parole officers and assignment of Aboriginal offenders to their caseloads;
- Implement a Northern Corrections Framework with territories and provinces to better address Inuit offender issues; and
- Continue development and implementation with territorial and provincial governments of options to address the unique needs of Northern offenders, particularly the Inuit.

### ***Classification Tools for Women Offenders:***

CSC is legislated to provide a security classification for all offenders.<sup>41</sup> In establishing the initial security classification of offenders, CSC uses the Custody Rating Scale (CRS) as one component in a comprehensive risk assessment process. To address the needs and risks unique to women offenders, CSC will:

- Continue development of the Initial Security Classification Tool for Women, including the completion of field testing and the development of an implementation plan; and
- Work toward the development of a culturally sensitive actuarial dynamic risk assessment tool for women.

### ***Systemic Policy Barriers***

Given the unique needs and risks of Aboriginal offenders, and their disproportionate representation in the correctional system, CSC is committed to implementing a formal process for consultation on all policy development and changes as they may impact on Aboriginal offenders.

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<sup>40</sup> Dynamic factor identification and analysis directs the Parole Officer/Primary Worker towards areas of concern that may be unique to offenders.

<sup>41</sup> As per section 30 of the CCRA and sections 17 and 18 of the CCRA Regulations.

### *Horizontal Collaboration on Aboriginal Issues*

CSC must work collaboratively both within the Public Safety portfolio and with other federal departments and agencies, and with other levels of government, in order to address the gap in correctional results between Aboriginal and non-Aboriginal offenders. CSC is committed to more active involvement in interdepartmental committees and consolidation of efforts, such as:

- Indian Residential Schools Resolution-proposed settlement agreement (led by Indian Residential Schools Resolution Canada);
- Housing and Homelessness Initiative renewal (led by Human Resources and Social Development Canada); and
- Memorandum of Understanding on Aboriginal employment and employability (led by Service Canada).

### **2.3.2 Program Development and Delivery Sub-Activity**

CSC continually aims to develop and deliver structured correctional interventions that address identified offender needs and contribute to successful reintegration into the community.

CSC measures its results against this Sub-Activity by:

- Number and percentage of offenders completing programs in institutions and the community, and the corresponding recidivism rate.

In the context of financial constraints, as previously discussed, CSC is currently committed to a limited number of key plans in support of its priorities. With respect to program development and delivery, these plans include:

#### ***Community Programs***

Ensuring a seamless continuum of care from institution to community is critical to enhancing the potential for the safe reintegration of offenders and public safety. In recognition of this, CSC has undertaken initiatives to enhance program delivery in communities. These programs address key offender needs in the areas of employment, interpersonal relationships, substance abuse, community functioning and attitude. More specifically, CSC will:

- Promote the use of the Community Maintenance Program, incorporating elements and objectives of all community reintegration programs; and

- Implement the Attitudes, Associates and Alternatives Program for offenders who maintain criminal attitudes and affiliations and who are experiencing reintegration difficulties in the community.<sup>42</sup>

### ***Violence Prevention***

In response to the changing offender profile and trend towards shorter sentences, CSC has initiated the development and implementation of a number of correctional interventions that will target those offenders who are less motivated to change, more prone to violence and have significant substance abuse issues. More specifically, CSC will:

- Continue to provide parole officers with training and the skills to motivate resistant men offenders and reinforce their behaviour gains; and
- Pilot the newly developed Moderate Intensity Violence Prevention and Substance Abuse program for men offenders, at most medium security institutions and at intake (reception) units.

Correctional programs are designed to address offenders' criminogenic factors and thus contribute to their successful reintegration into the community by minimizing their risk to re-offend. While some basic elements of effective correctional programming apply to both men and women offenders, other elements do not. Gender-specific programming must reflect an understanding of the psychological development of women. To this end, CSC has undertaken the development of a program to address the needs of women offenders who have committed violent offences or who are considered at moderate to high risk to commit violent crimes. More specifically, CSC will:

- Develop a Violence Prevention Program for Women (VPPW), including an advisory committee, a program manual and deliver train-the-facilitator training, at all women offender institutions.

### ***Aboriginal Programming***

Aboriginal inmates, including women Aboriginal offenders, neither participate in standard treatment programs nor complete them at the same rate as do other inmates. Initial results indicate that Aboriginal offenders complete Aboriginal-specific programming at much higher rates than general core programs.<sup>43</sup> Recognizing the need to develop Aboriginal alternatives to core programs, and the specific risks and needs of Aboriginal women offenders, CSC has undertaken the development of several program-based initiatives to improve Aboriginal offenders' safe reintegration. More specifically, CSC will:

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<sup>42</sup> "Attitudes, Associates and Alternatives" is a cognitive-behavioural reintegration program based on the principles of relapse prevention and self-regulation. The program has been designed for delivery in the institution and the community and will include offenders who are experiencing reintegration difficulties in the community.

<sup>43</sup> CSC: Corporate Reporting System, December 2006.



- Continue the development of an Aboriginal relapse prevention maintenance program;
- Implement recommendations from the Preliminary Evaluation of the Aboriginal-specific high intensity violence prevention program (“In Search of Your Warrior”) to sustain positive results for safe reintegration; and
- Revise the women offenders’ “Spirit of Your Warrior Program” to include a substance abuse and gang membership components.

## 2.4 CORCAN

The purpose of CORCAN, a Special Operating Agency of CSC, is to contribute to the successful reintegration of offenders by providing employment training and employment services in the community. They provide opportunities for “real-world” work in CSC institutions and employment placement for the critical initial transition period of time after they are first released into the community.

Giving a sense of purpose to offenders and contributing to their personal management skills helps maintain a safe environment in institutions. Providing offenders with the employment experience, skills and trades certification programs 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 offender participation in CORCAN’s training programs immediately prior to release leads to a reduction in re-offending, particularly for offenders who are on parole.<sup>44</sup>

CORCAN operates shops in 36 institutions across Canada, many of which are ISO certified. The workshops operate in a business-like manner, taking into account the institutional setting and training imperatives. Offenders can be trained in agribusiness, construction, manufacturing, textile production and a range of services.

CORCAN emphasizes the establishment of links between institutions and the community. It also offers support services in 37 community employment centres across Canada to assist offenders in securing employment immediately upon release.

The total planned spending and human resource allocations related to this Program Activity are as follows:

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<sup>44</sup> *Forum on Corrections Research*, CSC, January 1996: Vol. 8, no. 1.

CORCAN	2007-08	2008-09	2009-10
Operating Costs (\$Millions)	77.5	77.5	77.5
Revenues	(77.5)	(77.5)	(77.5)
<ul style="list-style-type: none"> <li>• \$55.3 million revenues generated by sales</li> <li>• \$22.2 million from CSC for training</li> </ul>			
Human Resources – Full-Time Equivalents	385	385	385

Key performance indicators are:

- Number and percentage of offenders enrolled in employment training;
- Number of certificates earned and age of the offenders;
- Number and percentage of offenders receiving services in the community; and
- Number and percentage of offenders finding employment in the community.

CSC is committed to the following plans<sup>45</sup>:

***Employment Continuum:*** Ensure the full implementation and integration of the *Employment Continuum*.

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.

***National Employment Strategy for Women:*** the Strategy has been completed and implementation is underway. It is presently supported in each of CSC regional women’s facilities.

## 2.5 MANAGEMENT PRACTICES

In order to strengthen management practices throughout the organization and sustain results in CSC’s operational priority areas, the following plans have been identified:

### ***Respond to the Public Service Employee Survey (PSES)***

In response to the 2005 PSES results, CSC co-developed, with its six bargaining agents, an action plan that addresses the three major areas of concerns identified: harassment; grievances; and respect, trust and accountability. The action plan includes:

- Increased training and awareness on harassment and grievances;
- Developing, in consultation with bargaining agents, a new policy on managing harassment;

<sup>45</sup> CORCAN is implementing the following plans in partnership with CSC

- Clarification of roles, responsibilities and accountabilities related to the management of harassment and grievances;
- Increased use of external facilitators and investigators for harassment investigations.
- Increased monitoring of harassment and grievance processes; and
- Training managers in conflict management.

### ***Promote Values and Ethics***

CSC's Values and Ethics Unit is focussing on implementing a National Ethics Strategy to promote values and ethics in the workplace. This will include: providing staff and unions with feedback on the focus groups, developing tools to promote ethical dialogue and improved decision-making, revision to the mandate of the Ethics Advisory Committee, explore the value of developing a CSC statement of values and ensuring that the Informal Conflict Management System (ICMS) co-ordinators in each of the regions has an ethics and values component on their job tasks.

The strategy includes identifying selected operational sites to further develop and to validate specific initiatives.

This strategy, along with the specific action plans being pursued relative to the Public Service Employee Survey (PSES), will ensure that CSC increases its management focus on supporting productive working relationships, resolving conflicts more effectively and increasing trust within the organization at all levels.

### ***Improve Internal Communications***

CSC has already made significant progress in improving internal communications, however, more work remains. More specifically, CSC will:

- Establish new and improving existing print and electronic publications;
- Increase the frequency and improving the efficacy of face-to-face meetings, teleconferences, and training sessions;
- Promote employee recognition;
- Support active Internal Communications Advisory Committees;
- Provide ongoing, clear, consistent messages to staff on CSC priorities, trends, corporate issues, etc.;
- Provide staff with information at same time or earlier than the public;
- Support active CSC presence at meetings with National Labour Management Committees (NLMCCs);
- Promote improved upwards communication practices;
- Conduct face-to-face meetings with staff via town hall meetings, visits and addressed several employee groups;
- Include internal communications commitments and results in Performance Agreements;
- Continue the "Coffee with the Commissioner" initiative at NHQ; and
- Establish new NHQ Award for bridge-building and collaboration between regions and NHQ.

## ***Strengthening Human Resources Management***

Strengthening Human Resource Management is fundamental to ensuring CSC can sustain its public safety contribution in the long term. Over the next three years, CSC will implement its national strategic Human Resource Management Plan which is the overall plan for the management of the human resources function nationally within CSC. It establishes priorities, plans and activities that are integrated with the business priorities of CSC

The national strategic Human Resource Management Plan identifies four priorities over the 2007- 2010 period:

1. Strengthened HR management practices, tools and capacity
2. An effective representative workforce
3. Learning, training and development to meet future business needs
4. Improved workplace health and effective and responsive labour relations

To achieve this, CSC is implementing the national strategic Human Resource Management Plan:

1. Strengthen HRM practices, tools and capacity to effectively support the business needs of CSC by:
  - improved planning and governance;
  - renewed policy framework;
  - establishing business case to address gaps in HR national Strategic Plan;
  - building HR capacity; and
  - modernizing HRM processes and tools.
2. Attract and retain an effective representative workforce to meet CSC business needs by:
  - Establishing a national framework and guidelines for HR planning;
  - Establishing a comprehensive workforce profile for each occupational group with particular attention to: Correctional Officers, Health Services professionals, other professionals;
  - Establishing and implementing HR plan and strategies related to Aboriginal Employee representation; Institutional Management Review and Deployment Standards; women offender facilities and Health Services;
  - Establishing national and regional recruitment strategies for each occupational group; and
  - Establishing a succession planning framework for EX feeder groups.
3. Provide CSC employees with the learning, the training and development to meet CSC's priority of safer communities for Canadians by:
  - Implementing the redesigned Correctional Training Program;
  - Re-designing Parole Officers Orientation Program; and

- Establishing and implementing training in support of Institutional Management Review and Deployment Standards initiatives and of security and safety of operational employees.
4. Provide CSC employees with a healthy workplace and with effective and responsive labour relations by:
- Implementing fully the co-developed Public Service Survey Action Plan;
  - Establishing EAP framework;
  - Implementing the Grievance Delegation Strategy;
  - Pursuing national consistency in the implementation of all Collective Agreements; and
  - Enhancing dialogue at the different Labour Relations forums.

## 2.6 MEASURING PROGRESS

While Section 2 of this Report has identified CSC’s plans for the next three fiscal years (2007-10), the table below summarizes the plans and associated milestones specifically for the 2007-08 fiscal year only.

PLANS	MILESTONES FOR FISCAL YEARS 2007-08
<b>Program Activity 1: Care and Custody</b>	
Security Sub-Activity	
<i>Institutional Staff Safety</i>	<ul style="list-style-type: none"> <li>• Complete the acquisition and distribution of stab-proof vests.</li> <li>• Provide additional supervision for CSC’s highest-risk offenders at the Special Handling Unit.</li> <li>• Continue delivery of specialized training modules for selected correctional officers relating to gang and safety measures, particularly at maximum-security institutions.</li> <li>• Implement approved firearms recommendations.</li> <li>• Complete the assessment of institutional and community pandemic contingency plans.</li> <li>• Assess and pilot testing of security intervention tools (e.g., TASERS, ISPRA, low impact rounds, etc).</li> </ul>
<i>Community Staff Safety</i>	<ul style="list-style-type: none"> <li>• Implement the Lone Worker Protection Program for Community Parole Officers.</li> <li>• Develop safety training for non-Parole Officer community staff.</li> <li>• Review, identify and implement appropriate resources for community infrastructure and small offices.</li> <li>• Promulgate revised community supervision policies.</li> <li>• Dedicate corporate resources to support Advisory Committee on Community Staff Safety.</li> </ul>

<b><i>Clarify Roles and Responsibilities of Front-line Staff</i></b>	<ul style="list-style-type: none"> <li>• Commence implementation of the Institutional Management Structure and the Correctional Officer Deployment Initiative.</li> <li>• Work with the correctional officer union to develop a more effective and efficient scheduling practice in CSC.</li> <li>• Complete implementation of Executive Committee approved District Infrastructure.</li> </ul>
<b><i>Strategic Intelligence</i></b>	<ul style="list-style-type: none"> <li>• Introduce several key elements of the Gang Management Strategy.</li> </ul>
<b><i>Strategic Plan to Reduce Illicit Drugs in Institutions</i></b>	<ul style="list-style-type: none"> <li>• Implement the Drug Interception Strategy.</li> </ul>
<b>Health Services Sub-Activity</b>	
<b><i>Infectious Diseases</i></b>	<ul style="list-style-type: none"> <li>• Develop Regional Discharge Planning and Post- Release Health Coordinator positions.</li> <li>• Establish Health Promotion positions across the Service.</li> <li>• Develop Regional Aboriginal Health Program Coordinator positions in Prairie and Pacific Regions.</li> <li>• Develop new health programs and improve existing services for inmates.</li> </ul>
<b><i>Community Mental Health Initiative</i></b>	<ul style="list-style-type: none"> <li>• Finalize the hiring of staff to fill the new positions created through the Community Mental Health Initiative.</li> <li>• Deliver the initial two-day national Community Mental Health training to front-line staff at selected parole sites.</li> <li>• Monitor the implementation of existing mental health contracts to provide specialized services to offenders with mental disorders in the community and review proposals for additional contracts.</li> <li>• Begin data collection for a national evaluation of the Community Mental Health Initiative.</li> <li>• Enhance services in the community for special sub-groups of offenders, including women and Aboriginals, according to local needs.</li> <li>• Provide staff training in mental health issues for all staff at halfway houses accommodating women.</li> </ul>
<b><i>Intake Mental Health Assessment Pilot Projects</i></b>	<ul style="list-style-type: none"> <li>• Conduct one-year pilot in two institutions.</li> </ul>

PLANS	MILESTONES FOR FISCAL YEARS 2007-08
<b>Program Activity 2: Rehabilitation and Case Management</b>	
Case Management Sub-Activity	
<i>Electronic Monitoring</i>	<ul style="list-style-type: none"> <li>• Develop resource assessment, program purpose, goals and scope for electronic monitoring pilot program for offenders under community supervision.</li> </ul>
<i>Offender Intake Assessment Process</i>	<ul style="list-style-type: none"> <li>• Assess the viability of streamlining the Offender Intake Assessment (OIA) process for offenders.</li> <li>• Pilot the Dynamic Factor Identification and Analysis-revised component of the OIA process.</li> </ul>
<i>Improve Population Management for Aboriginal Offenders</i>	<ul style="list-style-type: none"> <li>• Expand existing Aboriginal-specific correctional programs in all regions.</li> <li>• Implement Aboriginal perceptions training of parole officers and assignment of Aboriginal offenders to their caseloads.</li> <li>• Implement a Northern Corrections Framework with territories and provinces to better address Inuit offender issues.</li> <li>• Continue development and implementation with territorial and provincial governments of options to address the unique needs of Northern offenders, particularly the Inuit.</li> </ul>
<i>Classification Tool for Women Offenders</i>	<ul style="list-style-type: none"> <li>• Work toward developing a culturally-sensitive actuarial dynamic risk assessment tool for women.</li> <li>• Complete field testing.</li> </ul>
<i>Systemic Policy Barriers</i>	<ul style="list-style-type: none"> <li>• Implement a formal process for consultation on all policy development and changes as they may impact on Aboriginal offenders.</li> </ul>
<i>Horizontal Collaboration on Aboriginal issues</i>	<ul style="list-style-type: none"> <li>• 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.</li> </ul>
Program Development and Delivery Sub-Activity	
<i>Community Programs</i>	<ul style="list-style-type: none"> <li>• Promote the use of the Community Maintenance Program.</li> <li>• Implement the Attitudes, Associates and Alternatives Program.</li> <li>• Continue to develop capacity to provide Circles of Support and Accountability.</li> <li>• Continue to develop partnerships for faith-based community support programs.</li> </ul>
<i>Violence Prevention</i>	<ul style="list-style-type: none"> <li>• Pilot the delivery of Violence Prevention and Substances Abuse</li> </ul>

	<p>Programs to men offenders who are going through intake assessment.</p> <ul style="list-style-type: none"> <li>• Complete the training of all parole officers to give them the skills to motivate resistant men offenders and reinforce the behaviour gains of offenders.</li> <li>• Pilot the newly developed Moderate Intensity Violence Prevention Program for men offenders.</li> <li>• Develop a Violence Prevention Program for Women.</li> <li>• Develop and deliver training to Correctional Program Officers on violence prevention for women.</li> </ul>
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<b>PLANS</b>	<b>MILESTONES FOR FISCAL YEARS 2007-08</b>
<b>Program Activity 3: CORCAN</b>	
<i>Employment Continuum</i>	<ul style="list-style-type: none"> <li>• Continued implementation and integration of the Employment Continuum.</li> </ul>
<i>National Employment Strategy for Women</i>	<ul style="list-style-type: none"> <li>• Continued implementation of the National Employment Strategy for Women.</li> </ul>
<b>Management Practices</b>	
<i>Responding to the Public Service Employee Survey</i>	<ul style="list-style-type: none"> <li>• Increase training and awareness on harassment and grievances.</li> <li>• Train managers on conflict management.</li> <li>• Develop, in consultation with bargaining agents, a new policy on managing harassment.</li> <li>• Clarify roles, responsibilities and accountabilities related to the management of harassment and grievances.</li> <li>• Increase use of external facilitators and investigators for harassment investigations.</li> <li>• Increase monitoring of harassment and grievance processes.</li> </ul>
<i>Promoting Values and Ethics</i>	<ul style="list-style-type: none"> <li>• Provide staff and unions with feedback on the focus groups.</li> <li>• Develop tools to promote ethical dialogue and improved decision-making.</li> <li>• Revise the mandate of the Ethics Advisory Committee.</li> <li>• Explore the value of developing a CSC statement of values.</li> <li>• Ensure that the ICMS co-ordinators in each of the regions has an ethics and values component on their job tasks.</li> </ul>
<i>Internal Communications</i>	<ul style="list-style-type: none"> <li>• Establish new and improving existing print and electronic publications</li> <li>• Increasing the frequency and improving the efficacy of face-to-face meetings, teleconferences, and training sessions.</li> <li>• Promote employee recognition.</li> <li>• Supporting active Internal Communications Advisory Committees.</li> </ul>



	<ul style="list-style-type: none"> <li>● Provide ongoing, clear, consistent messages to staff on CSC priorities, trends, corporate issues, etc.</li> <li>● Provide staff with information at same time or earlier than the public.</li> <li>● Support active CSC presence at meetings with National Labour Management Committees (NLMCCs).</li> <li>● Promote improved upwards communications practices.</li> <li>● Conduct face-to-face meetings with staff via town hall meetings, visits and addressed several employee groups.</li> <li>● Include internal communications commitments and results in Performance Agreements.</li> <li>● Continue “Coffee with the Commissioner” initiative at NHQ.</li> <li>● Establish new NHQ Award for bridge-building and collaboration between regions and NHQ.</li> </ul>
<p><b><i>Strengthening Human Resources Management</i></b></p>	<ul style="list-style-type: none"> <li>● Improve HR planning and governance.</li> <li>● Renew HRM Policy Framework.</li> <li>● Develop business case to address gaps in HR National Strategic Plan.</li> <li>● Build HR Capacity.</li> <li>● Modernize HR processes and tools.</li> <li>● Establish national framework and guidelines for HR planning.</li> <li>● Establish a comprehensive workforce profile for each occupational group with particular attention to: Correctional Officers, Health Services professionals, and other professionals.</li> <li>● Establish and implement HR plan and strategies related to Aboriginal Employee representation; Institutional Management Review and Deployment Standards; women offender facilities and Health Services governance.</li> <li>● Establish national and regional recruitment strategies for each occupational group.</li> <li>● Establish a succession planning framework for EXs and EX feeder groups.</li> <li>● Implement redesigned Correctional Training Program.</li> <li>● Re-design Parole Officers Orientation Program.</li> <li>● Establish and implement training in support of Institutional Management Review and Deployment Standards initiatives and of security and safety of operational employees.</li> <li>● Implement fully the co-developed Public Service Survey Action Plan.</li> <li>● Establish Employee Assistance Program (EAP) framework.</li> <li>● Implement the Grievance Delegation Strategy.</li> <li>● Pursue national consistency in the implementation of all Collective Agreements.</li> <li>● Enhance dialogue at the different Labour Relations forums.</li> </ul>

## SECTION 3: SUPPLEMENTARY INFORMATION

### 3.1 THE LINK TO THE GOVERNMENT OF CANADA'S PERFORMANCE FRAMEWORK<sup>46</sup>

The whole-of-government framework groups all federal departments' Strategic Outcomes and Program Activities into 13 long-term benefits to Canadians—referred to as “Government of Canada Outcomes”—in three broad sectors: social, economic, and international.

Through two Program Activities—*Care and Custody*, and *Rehabilitation and Case Management*—CSC contributes directly and indirectly to the social affairs sector, under the Government of Canada Outcome, “Safe and Secure Communities”.

Government of Canada Outcome	CSC's Direct Contribution	CSC's Indirect Contribution
<b>Canada's Social Affairs</b>  <i>Safe and Secure Communities</i>	<ul style="list-style-type: none"> <li>Decreased levels of crime and victimization by offenders through the delivery of programs and services that reduce recidivism.</li> <li>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.</li> <li>Enhanced intelligence gathering and information-sharing capacity, both internally and with criminal justice partners, has allowed for a more cooperative response to ensuring security and safety in institutions and communities.</li> </ul>	Maintain safe and secure communities.  Reduced social costs of crime.

CSC's third Program Activity, CORCAN (included under *Rehabilitation and Case Management* in 2005-06), contributes primarily to the economic sector, under the Government of Canada Outcome, “Income Security and Employment for Canadians”.

Government of Canada Outcome	CSC's Direct Contribution	CSC's Indirect Contribution
<b>Canada's Economic Affairs</b>  <i>Income Security and Employment for Canadians</i>	<ul style="list-style-type: none"> <li>Provision of work opportunities and employability skills to offenders, through work and training in institutions and support in finding employment when released to the community.</li> </ul>	A larger, more productive Canadian workforce.

<sup>46</sup> The Whole-of-Government Framework is used for Government reporting, as reflected in the annual *Canada's Performance* reports: [http://publiservice.tbs-sct.gc.ca/report/govrev/06/cp-rc\\_e.pdf](http://publiservice.tbs-sct.gc.ca/report/govrev/06/cp-rc_e.pdf).

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

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

CSC contributes in an important, but more indirect way, to other Government of Canada Outcomes, notably, “Healthy Canadians”, via infectious diseases surveillance and control within federal institutions; provision of harm reduction programs that reduce the impact of high-risk behaviour; and interdiction procedures that reduce the amount of illicit drugs getting into institutions.

### 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**

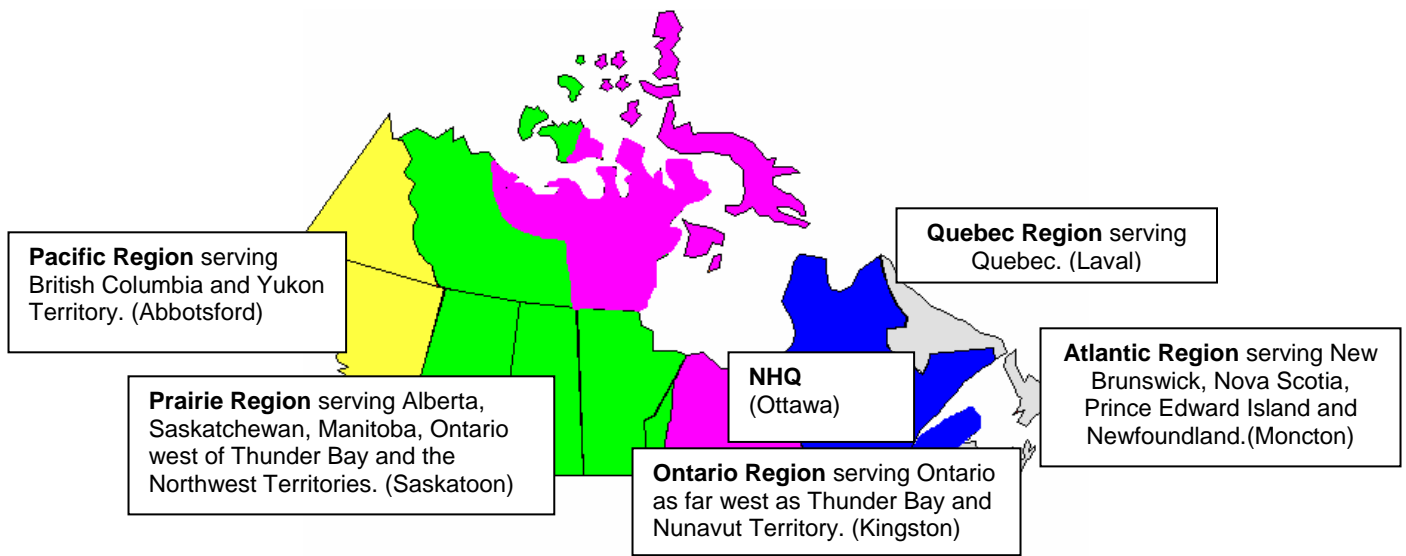
Provides support to the Commissioner and the Executive Committee and delivers services to all of CSC including: provision of information to Parliamentary Committees, Central Agencies and the public; ministerial liaison; communications, correctional operations, human resource and financial management;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

- **Regional Headquarters**

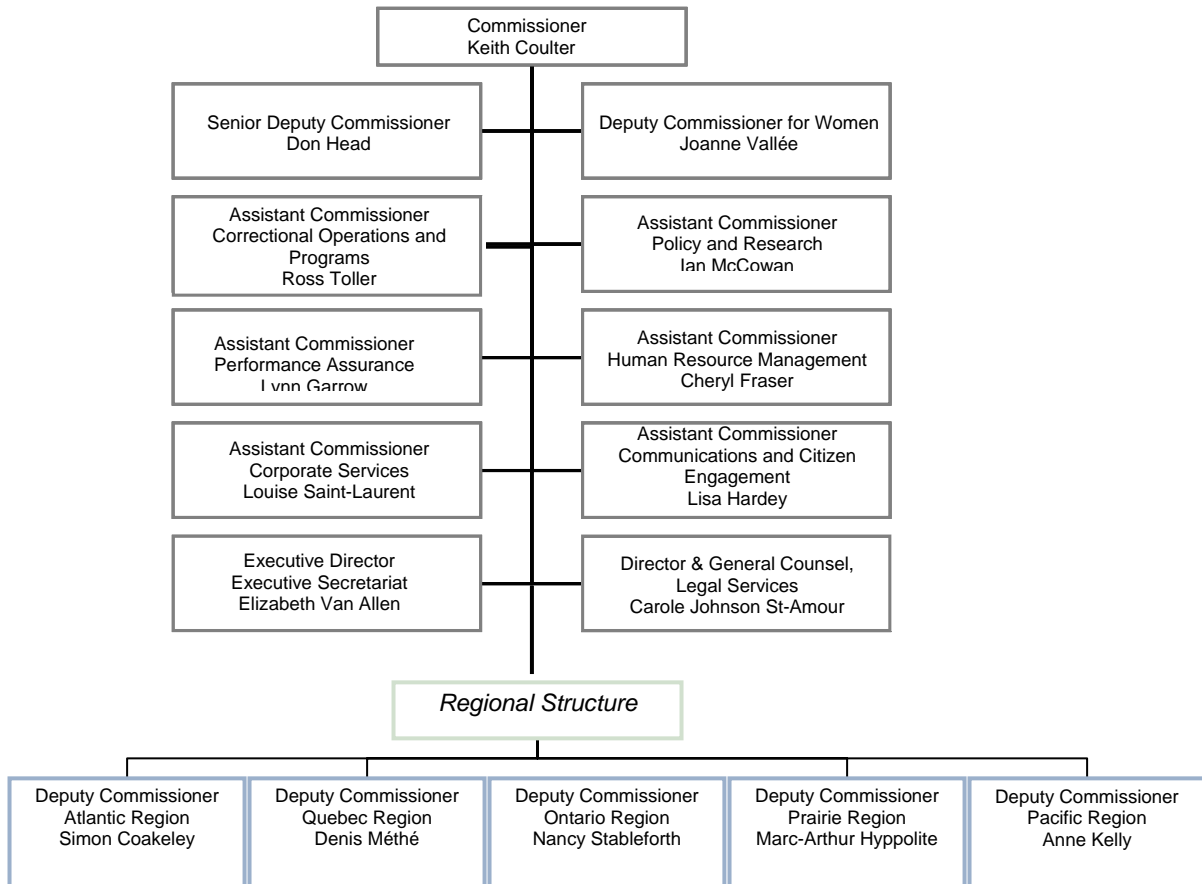
Provides support to National Headquarters in developing policies and national programs; develops and implements regional procedures, plans and programs for performance measurement, human resources, financial management, federal/provincial/territorial relations, public consultation and citizen engagement, and provision of information to the media, elected officials, interest groups and the public.

- **Institutional/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 the Glossary, at the end of this report.



The **Commissioner** is the Agency Head of the Correctional Service Canada and is accountable to the Minister of Public Safety. An Executive Committee of national and regional officials sets the vision and agenda for correctional services delivery. Specific functions, as of February 2007, are depicted in the following chart and outlined in the paragraphs below<sup>47</sup>:



<sup>47</sup> Although not a member of the Executive Committee, the Chief Audit Executive reports directly to the Commissioner.

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 leadership on Aboriginal initiatives and oversight of policy and program development for Aboriginal offenders, oversee the incident investigation process, 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's performance on delivering correctional results. In addition, Performance Assurance is accountable for evaluation, internal disclosure programs, the informal conflict management system, integrated business planning and reporting, and also provides administrative support to the internal audit function. 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, facilities, 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 human resources-related 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 ***Chief Audit Executive*** is responsible for the effective management of the internal audit function, which is designed to assess and improve the effectiveness of risk management, control and governance processes within CSC.

The ***Director and General Counsel, Legal Services Unit*** provides advice on legal risks in the development of correctional policy, programs.

### 3.3 FINANCIAL TABLES

**Table 1 –Program Activities**  
(Millions)

2007-2008											
Program Activity	Budgetary							Non-budgetary			
	Operating	Capital	Grants	Contributions and other Transfer Payments	Gross	Respendable Revenue	Net	Loans, Investments and Advances	Total Main Estimates	Adjustments (Planned Spending not in Main Estimates)	Total Planned Spending
Care and Custody	1,243.3	136.0	0.3	0.1	1,379.7		1,379.7		1,379.7	11.6	1,391.3
Rehabilitation and Case Management	471.2	17.7	0.2	1.2	490.3		490.3		490.3	6.4	496.7
CORCAN	77.5	0.0	0.0	0.0	77.5	77.5	0.0		0.0	0.0	
<b>Total</b>	<b>1,792.0</b>	<b>153.7</b>	<b>0.5</b>	<b>1.3</b>	<b>1,947.5</b>	<b>77.5</b>	<b>1,870.0</b>	<b>0.0</b>	<b>1,870.0</b>	<b>18.0</b>	<b>1,888.0</b>



<b>Table 2: Departmental Planned Spending and Full-Time Equivalents (FTEs)</b>				
	Forecast	Planned	Planned	Planned
(\$ millions)	Spending	Spending	Spending	Spending
	2006-2007	2007-2008	2008-2009	2009-2010
Care and Custody	1,225.5	<b>1,379.7</b>	1,414.9	1,449.6
Rehabilitation and Case Management	483.8	<b>490.3</b>	479.8	479.8
CORCAN	73.2	<b>77.5</b>	77.5	77.5
Budgetary Main Estimates	1,782.5	<b>1,947.5</b>	1,972.2	2,006.9
Less: Respendable revenue (CORCAN)	73.2	<b>77.5</b>	77.5	77.5
<b>Total Main Estimates</b>	1,709.3	<b>1,870.0</b>	1,894.7	1,929.4
<b>Adjustments</b>				
<b>Supplementary Estimates (A)</b>				
- Operating budget carry forward (horizontal item)	30.1			
- Funding to address core operational requirements resulting from increases in the offender population and rising costs for energy, prescription drugs and legal services, as well as the expansion of the Collins Bay Institution	9.4			
- Less Expenditures Review Committee Savings – Procurement	-5.9			
<b>Supplementary Estimates (B)</b>				
- Funding to address critical operating budget shortfall	23.0			
- Funding related to the transfer of responsibility for parole administration from the Province of British Columbia to the federal government	1.1			
- Funding for federal correctional facilities in New Brunswick (NB) to accommodate provincial offenders in that province	1.1			
- Less Spending authorities available from another Vote	-25.2			
<b>Other Adjustments</b>				
- Funding for federal correctional facilities in NB to accommodate provincial offenders in that province		1.5	1.5	1.5
- DNA Databank		0.1	0.0	0.0
- Strengthening Victim Services		3.4	3.4	3.4
- Funding related to the transfer of responsibility for parole administration from the Province of British Columbia to the federal government		6.4	4.6	4.6
- Internal Audit – Government Wide Initiative		0.5	0.0	0.0
- Capital Carry forward		6.1	0.0	0.0
- Mandatory Minimum Penalties		19.0	55.7	90.6
In year – Collective Agreement funding	161.7			
In year – Collective Agreement EBP funding	32.3			
<b>Total Adjustments</b>	227.6	<b>37.0</b>	65.2	100.1

<b>Total Planned Spending</b>	1,936.9	<b>1,907.0</b>	1,959.9	2,029.5
Total Planned Spending	1,936.9	<b>1,907.0</b>	1,959.9	2,029.5
Less: Non-respondable revenue	7.5	<b>7.4</b>	7.3	7.2
Plus: Cost of services received without charge	86.6	<b>90.7</b>	95.6	96.8
<b>Total Departmental Spending</b>	2,016.0	<b>1,990.3</b>	2,048.2	2,119.1
<b>Full Time Equivalent</b>	14,693	<b>15,491</b>	15,501	15,802

**Table 3: Voted and Statutory Items**

Vote or Statutory Item	Truncated Vote or Statutory Wording	2007-2008 Main Estimates	2006-2007 Main Estimates
25	Penitentiary Service and National Parole Service--Operating expenditures, grants and contributions	<b>1,529.5</b>	1,380.7
30	Penitentiary Service and National Parole Service--Capital expenditures	<b>153.7</b>	161.9
(S)	Contributions to employee benefit plans	<b>186.8</b>	166.7
(S)	CORCAN Revolving Fund	-	-
	<b>Total Department</b>	<b>1,870.0</b>	1,709.3

**Explanation of the major differences between 2007-08 and 2006-07 Main Estimates**

- Net increase of \$84.1 million related to various accommodation measures for the maintenance and housing of offenders as approved in the National Capital, Accommodation and Operations Plan.
- An increase of \$59.9 million for signed Collective Bargaining Agreements.
- Other adjustments: \$16.7 million.

**Table 4: Services Received Without Charge**

(\$ millions)	2007-2008
Accommodation provided by Public Works and Government Services Canada (PWGSC).	<b>11.6</b>
Contributions covering the employer's share of employees' insurance premiums and expenditures paid by the Treasury Board of Canada Secretariat (excluding revolving funds).	<b>70.7</b>
Workers' Compensation coverage provided by Social Development Canada.	<b>6.2</b>
Salary and associated expenditures for legal services provided by the Department of Justice Canada.	<b>2.2</b>
<b>Total 2007-2008 - Services received without charge</b>	<b>90.7</b>

**Table 5: Summary of Capital Spending by Program Activity**

(\$ millions)	Forecast Spending 2006-2007	<b>Planned Spending 2007-2008</b>	Planned Spending 2008-2009	Planned Spending 2009-2010
<b><u>Program Activity</u></b>				
Care & Custody	116.2	<b>136.0</b>	126.9	121.5
Rehabilitation & Case Management	20.5	<b>17.7</b>	7.7	7.7
<b>Total</b>	136.7	<b>153.7</b>	134.6	129.2

**Table 6: Sources of Respendable and Non-Respendable Revenue**

<b>Respendable Revenue</b>				
(\$ millions)	Forecast	<b>Planned</b>	Planned	Planned
	Revenue	<b>Revenue</b>	Revenue	Revenue
	2006-2007	<b>2007-2008</b>	2008-2009	2009-2010
<b>CORCAN (Revolving Fund)</b>	73.2	<b>77.5</b>	77.5	77.5
<b>Total Respendable Revenue</b>	73.2	<b>77.5</b>	77.5	77.5
<b>Non-Respendable Revenue</b>				
(\$ millions)	Forecast	<b>Planned</b>	Planned	Planned
	Revenue	<b>Revenue</b>	Revenue	Revenue
	2006-2007	<b>2007-2008</b>	2008-2009	2009-2010
<b>Care and Custody</b>				
Psychiatric Services - Contracted	1.0	<b>1.0</b>	1.0	1.0
Board & Lodging - Inmates	0.6	<b>0.6</b>	0.6	0.6
Inmate Maintenance Contracted – (Federal-Provincial Agreements)	1.7	<b>1.7</b>	1.7	1.7
Proceeds from Sales	2.4	<b>2.3</b>	2.2	2.1
Refund of Previous Year's Expenditures	0.9	<b>0.9</b>	0.9	0.9
<b>Rehabilitation and Case Management</b>				
Refund of Previous Year's Expenditures	0.1	<b>0.1</b>	0.1	0.1
Other Non-Tax Revenue	0.8	<b>0.8</b>	0.8	0.8
<b>Total Non-Respendable Revenue</b>	7.5	<b>7.4</b>	7.3	7.2
<b>Total Respendable and Non-Respendable Revenues</b>	80.7	<b>84.9</b>	84.8	84.7

<b>Table 7: Revolving Funds</b>				
<b>Statement of Operations</b>				
(\$ millions)	Forecast	Planned	Planned	Planned
	Spending	Spending	Spending	Spending
	2006-2007	2007-2008	2008-2009	2009-2010
<b>Revenues</b>				
CORCAN Revenues	78.2	<b>77.5</b>	77.5	77.5
Other Revenues	0.0	<b>0.0</b>	0.0	0.0
<b>Respendable Revenue</b>	78.2	<b>77.5</b>	77.5	77.5
<b>Expenses</b>				
Salaries & employee benefits	32.1	<b>31.8</b>	33.4	34.0
Depreciation	1.4	<b>1.5</b>	1.5	1.5
Repairs & maintenance	1.4	<b>1.2</b>	1.2	1.2
Admin & support services	8.1	<b>8.1</b>	8.1	8.1
Utilities, materials & supplies	35.2	<b>34.9</b>	33.3	32.7
<b>Total Expenses</b>	78.2	<b>77.5</b>	77.5	77.5
<b>Surplus (Deficit)</b>	0.0	<b>0.0</b>	0.0	0.0
<b>Statement of Cash Flows</b>				
(\$ millions)	Forecast	Planned	Planned	Planned
	Spending	Spending	Spending	Spending
	2006-2007	2007-2008	2008-2009	2009-2010
<b>Operating Activities</b>				
Surplus (deficit)	0.0	<b>0.0</b>	0.0	0.0
<b>Add: Items Not Requiring Use of Funds</b>				
- Provision for Employee Termination Benefits	0.4	<b>1.7</b>	0.4	0.4
- Amortization of fixed assets	1.4	<b>1.7</b>	2.0	2.3
- Amortization of deferred charges	0.0	<b>0.0</b>	0.0	0.0
- Allowance for doubtful accounts	0.0	<b>0.0</b>	0.0	0.0
<b>Cash surplus (requirement)</b>	1.8	<b>3.4</b>	2.4	2.7
<b>Changes in Current Assets and Liabilities</b>				
- Deferred charges	0.0	<b>0.0</b>	0.0	0.0
- Accounts Receivable	(0.9)	<b>0.3</b>	1.0	(0.7)

- Inventory	0.6	<b>(1.0)</b>	(0.7)	0.5
- Accounts Payable	0.5	<b>(0.2)</b>	(1.0)	0.5
- Payment on changes in provision for Employee Termination Benefits	(0.8)	<b>(0.3)</b>	(0.4)	(0.3)
<b>Total Changes</b>	<b>(0.6)</b>	<b>(1.2)</b>	<b>(1.1)</b>	<b>0.0</b>
<b>Net Financial Resources</b>	<b>1.2</b>	<b>2.2</b>	<b>1.3</b>	<b>2.7</b>
<b>Investing Activities</b>				
- Capital Assets Purchased	(2.4)	<b>(3.0)</b>	(3.0)	(3.0)
<b>Net Financial Resources</b>	<b>(2.4)</b>	<b>(3.0)</b>	<b>(3.0)</b>	<b>(3.0)</b>
<b>Net Financial resources used and Change in the Accumulated Net Charge against the Fund's Authority Account during the Year</b>				
	<b>(1.2)</b>	<b>(0.8)</b>	<b>(1.7)</b>	<b>(0.3)</b>

**Table 7 (continued): Revolving Funds**

<b>Projected Use of Authority</b>				
<b>(\$ millions)</b>	Forecast Spending 2006-2007	<b>Planned Spending 2007-2008</b>	Planned Spending 2008-2009	Planned Spending 2009-2010
<b>Authority*</b>				
Authority – April 1	5.0	<b>5.0</b>	5.0	5.0
Adjustment to the Revolving Fund Authority	0.0	<b>0.0</b>	0.0	0.0
<b>Sub-Total Authority – March 31</b>	<b>5.0</b>	<b>5.0</b>	<b>5.0</b>	<b>5.0</b>
<b>Drawdown</b>				
- Balance as at April 1	11.7	<b>10.5</b>	9.7	8.0
- Projected surplus (drawdown)	(1.2)	<b>(0.8)</b>	(1.7)	(0.3)
<b>Sub-Total Drawdown –March 31</b>	<b>10.5</b>	<b>9.7</b>	<b>8.0</b>	<b>7.7</b>
<b>Projected Balance at March 31</b>	<b>15.5</b>	<b>14.7</b>	<b>13.0</b>	<b>12.7</b>

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

**Table 8: Resource Requirements (Sub-Activities)**

2007-2008				
(\$ millions)	Care and Custody	Rehabilitation and Case Management	CORCAN (Revolving Fund)	Total Planned Spending
Security	640.7			640.7
Health Care	176.3			176.3
Institutional Services	94.3			94.3
Accommodation Services	468.4			468.4
Case Management		282.0		282.0
Program Development & Delivery		181.5		181.5
Inmate Pay		26.8		26.8
CORCAN			0.00	0.0
<b>Total</b>	<b>1,379.7</b>	<b>490.3</b>	<b>0.0</b>	<b>1,870.0</b>

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

**Financial Table 9 – User Fees**

Name of User Fee	Fee Type	Fee-Setting Authority	Reason for Planned Introduction of or Amendment to Fee	Effective date of planned change	Consultation and Review Process Planned
Access to Information Request	Regulatory Service(R)	Access to Information Act CSC ATIP Compliance Manual	N/A Subject to ATIP Act	N/A	N/A

**Table 10: Details on Project Spending**

<b>Care and Custody (\$ millions)</b>	<b>Current Estimated Total Cost</b>	<b>Previous Years</b>	<b>Forecast Spending to March 31, 2007</b>	<b>Planned Spending 2007-2008</b>	<b>Planned Spending 2008-2009</b>	<b>Planned Spending 2009-2010</b>	<b>Future Years Spending Requirement</b>
<b>A) New Accommodation Projects</b>							
Atlantic Region Health Care Centre	40.0	0.0	0.0	<b>0.0</b>	0.2	1.0	38.8
Archambault Regional Mental Health Centre	32.8	1.6	0.5	<b>1.8</b>	5.0	7.0	16.9
Bowden – 140 Bed Reception Unit	32.0	0.0	0.0	<b>0.0</b>	0.0	0.7	31.3
Stony Mountain - 96 Bed Maximum Annex	27.0	0.0	0.0	<b>0.0</b>	0.0	0.2	26.8
Saskatchewan Penitentiary – 96 Bed Maximum Unit	21.7	1.3	3.5	<b>12.0</b>	4.9	0.0	0.0
Edmonton – 96 Bed Maximum Unit	23.1	0.0	0.0	<b>0.5</b>	0.8	7.5	14.3
Kent – 96 Bed Maximum Unit	23.1	1.0	0.5	<b>15.0</b>	6.6	0.0	0.0
<b>B) Major Asset Preservation &amp; Infrastructure Projects</b>							
Springhill Redevelopment	32.2	18.9	9.6	<b>2.3</b>	1.4	0.0	0.0
Cowansville Redevelopment	49.5	2.1	4.7	<b>18.5</b>	12.8	7.2	4.2
Collins Bay Redevelopment	57.6	30.2	22.0	<b>5.4</b>	0.0	0.0	0.0
Saskatchewan Penitentiary Redevelopment. Further expenditures on this project are subject to approvals and new funding.	180.0	0.0	0.0	<b>7.0</b>	29.3	29.0	114.7

**Note: CSC delegated authority level is \$18 million; therefore, only capital projects with total estimated value of \$18 million or above have been individually listed**



**Table 11: Horizontal Initiatives**

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

**Table 12: Sustainable Development Strategy (SDS)**

<p><b>1. SDS Departmental Goal: Contribute to a just, peaceful and safe Canadian society, respectful of natural resources and ecological capacities.</b></p> <p>In SDS 2007-2010, we expanded our efforts to achieve realistic targets and commitments. Our action plans involve refining our baselines, finding greener alternatives and implementing changes. For each of our commitments, measuring our performance will be straightforward, for we have defined targets that are measurable. We will continue to implement data management systems that will allow us to quantify, store, retrieve and manipulate our data, and then make decisions about how to improve our performance.</p> <p>Through its decisions and actions, CSC will strive to ensure that its facilities and resources are managed in such a way as to limit the impact on the natural environment, support economic sustainability and social justice. This will be achieved by communicating and implementing the commitments made in our SDS 2007-2010.</p>	
<p><b>2. Federal SD Goal</b></p>	<p>CSC's SDS 2007-2010 sets out the following 7 goals that are all in line with the Federal SD goals:</p> <ol style="list-style-type: none"> <li>1. Reduction of greenhouse gas (GHG) emissions;</li> <li>2. Protection of the atmosphere;</li> <li>3. Conservation of the tropospheric air quality (i.e., the air at ground level);</li> <li>4. Protection of the hydrosphere;</li> <li>5. Support of sustainable communities;</li> <li>6. Sustainable use of natural resources;</li> <li>7. Reinforcement of governance and decisions that support SD.</li> </ol>

<p><b>3. Performance Measure from current SDS.</b></p>	<p>CSC's SDS 2007-2010 will refer to the following performance measures to evaluate progress toward its commitments/targets:</p> <ul style="list-style-type: none"> <li>• Weight (in metric tonnes) of CO<sub>2</sub> emissions produced by our central heating plants and institutional heating systems;</li> <li>• Number of renewable energy production projects implemented;</li> <li>• % of new acquired vehicles that run on alternative fuels (hybrid and E85);</li> <li>• Number of measures to improve the efficiency of our large boilers;</li> <li>• Number of halocarbon cooling systems replaced;</li> <li>• Number of phase 1 and 2 VOC recovery projects/units installed/completed;</li> <li>• Number of projects to upgrade our wastewater treatment systems implemented;</li> <li>• Number of measures to conserve potable water implemented;</li> <li>• Potable water consumption (litres/occupant/day);</li> <li>• Number of priority contaminated sites remediate;</li> <li>• Number of actions taken to expand the Environmental Farms Management Plan;</li> <li>• Number of assessments of potentially contaminated areas;</li> <li>• Number of solid waste audits conducted;</li> <li>• Estimate of weight of landfilled solid waste (kg/occupant/day)</li> <li>• Publication of an internal policy on green procurement;</li> <li>• Number of employees who received training on green procurement;</li> <li>• Number of SDS progress reports presented to Senior Management.</li> </ul>
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<p><b>4. Department's Expected Results for 2007-08.</b></p>	<p>The following targets will span over a 3-year cycle. CSC is developing an operational plan that will allow implementing initiatives evenly over the 3 years.</p> <p><b>By March 2010,</b></p> <ul style="list-style-type: none"> <li>• we will reduce our natural gas and/or heating oil consumption by 2% (excluding new constructions and CORCAN operations);</li> <li>• we will install 2 large wind turbines and implement other renewable energy projects;</li> <li>• 10% of all new acquired vehicles will have been hybrid models or will run on alternative fuels;</li> <li>• we will optimize boiler operation, including NO<sub>x</sub> emissions measurements, by expanding the annual tune-up of large boilers to all regions;</li> <li>• we will replace the 3 large cooling systems that represent the highest risk of leaks;</li> <li>• we will implement 5 Phase 1 and 2 VOCs Recovery Projects on our petroleum storage tanks;</li> <li>• we will implement 3 projects to improve the quality of targeted outfalls from our wastewater treatment systems;</li> <li>• we will reduce our potable water consumption by 10%;</li> <li>• we will proceed with the remediation of a minimum of 3 priority contaminated sites and expand our environmental farms management plan;</li> <li>• we will proceed with a minimum of 6 new environmental assessments of potentially contaminated sites based on their risks to health and ecosystems;</li> <li>• we will conduct 5 institutional solid waste audits (one per region). This will allow us to further improve our solid wastes management practices;</li> <li>• we will develop and publish an internal policy on green procurement;</li> <li>• 50% of our purchasing officers will receive training on green procurement; and</li> <li>• starting April 2007, a SDS progress report will be prepared twice a year for Senior Management.</li> </ul>
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### **Table 13: Internal Audits and Evaluations**

Consistent with the 2006 Policy on Internal Audit, CSC is currently developing an internal audit plan that will address areas of higher risk and significance for the organization. It is expected that the plan will be reviewed by CSC's Audit Committee in May 2007 and a list of approved audits will be available soon after at [http://www.csc-scc.gc.ca/text/pblct/pa/toc\\_e.shtml](http://www.csc-scc.gc.ca/text/pblct/pa/toc_e.shtml). Completed audit reports for 2006-07 and previous years are also available at [http://www.csc-scc.gc.ca/text/pblct/pa/toc\\_e.shtml](http://www.csc-scc.gc.ca/text/pblct/pa/toc_e.shtml).

Internal Evaluation plans for 2007-2008 will receive approval early in the fiscal year. Evaluations commenced in fiscal year 2006-2007 and to be completed in fiscal year 2007-2008 include:

- Employment Continuum;
- Correctional Management Training Centre; and
- Phillippe-Pinel Institute sex offender and Mental Health programs.

## SECTION 4: OTHER ITEMS OF INTEREST

### 4.1 CRIME REDUCTION THROUGH EFFECTIVE TREATMENT<sup>48</sup>

#### (Sample Studies)

Target Area	Study	Design/Sample	Result
Education	"A Two Year Follow-up of Federal Offenders who Participated in the Adult Basic Education (ABE) Program" (R. Boe, 1998, R-60).	Compared a sample of male federal offenders who participated in ABE with a national sample of paroled offenders. Follow-up period of 2 years.	718 paroled offenders who completed ABE-8 program had a <b>7.1%</b> reduction in re-admissions.  74 paroled offenders who completed ABE-10 program had a <b>21.3%</b> reduction in re-admissions.
Employment	"Prison Work Programs and Post-release Outcome: A Preliminary Investigation" (L. Motiuk & R. Belcourt, 1996, R-43).	Compared a sample of male federal offenders who participated in CORCAN with a national sample of paroled offenders. Follow-up period of 1.5 years.	52 paroled offenders who participated fully in the prison industries program (CORCAN) had a <b>27.8%</b> reduction in re-admissions.
Substance Abuse	"An Outcome Evaluation of CSC Substance Abuse Programs: OSAPP, ALTO, and Choices Executive Summary (T <sup>3</sup> Associates).	Compared a sample of male federal offenders who participated in OSAPP with a matched sample of offenders. Follow-up period of 1 year.	2,432 offenders completed OSAPP and showed a <b>14%</b> reduction in re-admissions, and <b>31%</b> reduction in new convictions.
Personal/Emotional	"Anger Management Programming for Federal Inmates: An Effective Intervention"(C. Dowden et. al, 1999, R-82).	Compared a matched sample of male federal offenders to an untreated comparison group. Matched on age, risk and major offence. Average follow-up period of 1.5 years.	56 higher risk offenders who completed the Anger Management program showed a <b>69%</b> reduction in non-violent recidivism and <b>86%</b> reduction in violent recidivism.
Sex Offenders	"Applying the Risk Principle to Sex Offender Treatment" [A. Gordon & T. Nicholaichuk, 1996, FORUM, 8(2)].	Compared treated male sex offenders with a national sample of sex offenders. Follow-up of two years.	80 higher-risk sex offenders on the Clearwater Unit treatment program showed a <b>58.9%</b> reduction in sexual recidivism.

<sup>48</sup>CSC Research reports can be found at: [http://www.csc-scc.gc.ca/text/rsrch/reports/reports\\_e.shtml](http://www.csc-scc.gc.ca/text/rsrch/reports/reports_e.shtml)

## 4.2 GLOSSARY

### **Aboriginal**

First Nation, Métis or Inuit.

### **Aboriginal community**

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

### **Administrative segregation**

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

### **Circles of Support and Accountability**

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

### **Community-based Residential Facilities (CRF)**

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

### **Community Correctional Centre (CCC)**

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

### **Conditional Release**

Conditional release helps inmates make a gradual, supervised return to society while serving their sentence. Regardless of the type of conditional release, all offenders are supervised until their Warrant Expiry Date.

### **Temporary Absences (TAs)**

Temporary Absences may be granted to offenders for medical, administrative, community service, family contact, and 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, most offenders who are serving sentences of fixed length, and who have not been granted parole or had their parole revoked, must be released on statutory release after serving two-thirds of their sentence.

**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.

**Double-bunking**

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

**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 and Emergency Preparedness Canada 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 the Service with the assistance of community Aboriginal people.

**Maximum Security Institutions**

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

### **Medium Security Institutions**

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

### **Minimum Security Institutions**

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

### **Multi-level Institutions**

House offenders of different security classifications in different secure areas of the institution.

### **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.

### **Methadone**

Methadone is an addictive, synthetic, long-acting drug form, which blocks the euphoric effects of heroin. According to numerous scientific studies, methadone minimizes adverse physical, psychological, social and criminal effects associated with heroin addiction. It can be prescribed only by a qualified physician.

### **Offender Management System (OMS)**

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

### **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 National Parole Board may then decide to revoke parole and have the offender remain incarcerated. If the offender is not revoked, the conditional release is reinstated.

### **Sections 81/84 of CCRA**

Section 81 enables CSC to enter into agreements with Aboriginal communities 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. Under Section 84 of the CCRA, CSC gives the Aboriginal community an opportunity to propose a plan for the inmate's release to, and integration into, the Aboriginal community.

### **Security Classification**

Each offender is reviewed initially on admission and then periodically throughout their sentence and is classified as a maximum, medium or minimum security risk and normally placed in an institution of the same classification. The security risk level is based on an assessment of factors related to public safety, escape risk and institutional adjustment.

### **Warrant Expiry Date (WED)**

The date the sentence imposed by the courts officially ends.



#### 4.3 FEDERAL INSTITUTIONS<sup>49</sup> 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)*  
*Parrrtown 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)  
Pittsburgh Institution (Minimum)  
*Hamilton CCC (Minimum)*  
*Keele CCC (Minimum)*  
*Portsmouth 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)*  
*Laferrrière 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)*

<sup>49</sup> Includes 58 institutions as well as Community Correctional Centres, displayed in italic.

#### 4.4 FURTHER INFORMATION

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

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