



Correctional Service Canada

**2001-2002
Estimates**

Part III – Report on Plans and Priorities

Canada

The Estimates Documents

Each year, the government prepares Estimates in support of its request to Parliament for authority to spend public monies. This request is formalized through the tabling of appropriation bills in Parliament. The Estimates, which are tabled in the House of Commons by the President of the Treasury Board, consist of three parts:

Part I – The Government Expenditure Plan provides an overview of federal spending and summarizes both the relationship of the key elements of the Main Estimates to the Expenditure Plan (as set out in the Budget).

Part II – The Main Estimates directly support the *Appropriation Act*. The Main Estimates identify the spending authorities (votes) and amounts to be included in subsequent appropriation bills. Parliament will be asked to approve these votes to enable the government to proceed with its spending plans. Parts I and II of the Estimates are tabled concurrently on or before 1 March.

Part III – Departmental Expenditure Plans which is divided into two components:

- (1) **Reports on Plans and Priorities (RPPs)** are individual expenditure plans for each department and agency (excluding Crown corporations). These reports provide increased levels of detail on a business line basis and contain information on objectives, initiatives and planned results, including links to related resource requirements over a three-year period. The RPPs also provide details on human resource requirements, major capital projects, grants and contributions, and net program costs. They are tabled in Parliament by the President of the Treasury Board on behalf of the ministers who preside over the departments and agencies identified in Schedules I, I.1 and II of the *Financial Administration Act*. These documents are to be tabled on or before 31 March and referred to committees, which then report back to the House of Commons pursuant to Standing Order 81(4).
- (2) **Departmental Performance Reports (DPRs)** are individual department and agency accounts of accomplishments achieved against planned performance expectations as set out in respective RPPs. These Performance Reports, which cover the most recently completed fiscal year, are tabled in Parliament in the fall by the President of the Treasury Board on behalf of the ministers who preside over the departments and agencies identified in Schedules I, I.1 and II of the *Financial Administration Act*.

The Estimates, along with the Minister of Finance's Budget, reflect the government's annual budget planning and resource allocation priorities. In combination with the subsequent reporting of financial results in the Public Accounts and of accomplishments achieved in Departmental Performance Reports, this material helps Parliament hold the government to account for the allocation and management of public funds.

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Correctional Service Canada

2001-02
Estimates

Part III - Report on Plans and Priorities

Approved:

Solicitor General of Canada

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Section I - MESSAGES

Minister's Message

Canadians highly value public safety and security, seeing these as essential to maintaining the Canadian quality of life. That is why as Solicitor General, I am committed to working with my colleagues to continue to enhance the quality of life for all Canadians.

The public safety agenda extends beyond the Portfolio of the Solicitor General. It involves the participation of other federal departments and organizations, provincial, territorial and municipal governments, international partners and the private and voluntary sectors. These partnerships remain critical to our success in implementing our plans and priorities and enhancing public safety.

Over the past several years the Portfolio has focused on four priorities: combating organized crime, promoting effective corrections, integrating justice information systems and encouraging citizen engagement. The commitment to these priorities is demonstrated by the Government's recent increased investment that is reflected in the planned initiatives outlined in the Report on Plans and Priorities of the Correctional Service Canada.

In response to emerging pressures and current challenges, the Portfolio, through consultation and collaboration with its partners, will be developing plans over the coming years for other Government public safety priorities including: Aboriginal peoples, children and youth; victims; substance abuse and critical infrastructure.

We welcome your comments and suggestions. On page 51, you can find a list of CSC contacts and their Internet address where you can obtain further information. It should be noted that each of the Portfolio Agencies prepares its own report to Parliament (with the exception of the CSIS). For further details please consult their documents.

Hon. Lawrence MacAulay P.C., M.P.
Solicitor General of Canada

Commissioner's Message

The Report on Plans and Priorities for the Correctional Service Canada describes how we are working with other partners in Canada's criminal justice system to ensure that our communities are safe places to live.

As an agency within the Portfolio of the Solicitor General, our legislative mandate, articulated in Section 3 of the *Corrections and Conditional Release Act 1992* and reinforced by CSC's Mission Document, is:

"...to contribute to the maintenance of a just, peaceful and safe society by:

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

This mandate requires that public safety be the paramount consideration in all decisions relating to offenders.

CSC operates within the broader context of the Government of Canada's balanced approach to fighting crime, while remaining sensitive to both global and domestic forces. Canada's crime rate is at its lowest level in 20 years. Since the early 1980's, CSC has halved the recidivism rate for federal offenders on conditional release. The result of our efforts is that federal offenders were responsible for less than 1% of adult convictions in Canada in 1999-00.

Despite these encouraging results, Canada's incarceration rate, at 123 per 100,000 citizens, remains higher than most Western European countries, although significantly less than the U.S. The federal offender population increasingly reflects some of Canada's most socially marginalized populations -- particularly Aboriginal peoples and substance abusers -- which presents many challenges for both institutional population management and reintegration efforts.

In this year's Report, you will see how CSC intends to address some of these issues. Some of our priorities include measures to: address the over-representation of Aboriginal peoples in the federal correctional system; strengthen health care services; improve security operations; advance effective corrections for women; strengthen community corrections infrastructure; upgrade and reengineer outdated information systems; and ensure a competent and professional correctional workforce for the 21st century.

CSC will continue to help ensure that Canada is a safe place to live. Canada's approach to reducing crime is working and CSC is proud to be able to contribute to this effort.

Commissioner
Correctional Service Canada

Management Representation

MANAGEMENT REPRESENTATION/DECLARATION DE LA DIRECTION Report on Plans and Priorities 2001-2002/Un rapport sur les plans et les priorités 2001-2002	
<p>I submit, for tabling in Parliament, the 2001-2002 Report on Plans and Priorities (RPP) for the Correctional Service of Canada.</p> <p>To the best of my knowledge (and subject to the qualifications below), the information:</p> <ul style="list-style-type: none">• Accurately portrays the Agency's mandate, plans, priorities, strategies and expected key results of the organization.• Is consistent with Treasury Board policy and instructions and the disclosure principles contained in the <i>Guidelines for Preparing a Report on Plans and Priorities</i>.• Is comprehensive and accurate.• Is based on sound underlying departmental information and management systems. <p>I am satisfied as to the quality assurance processes and procedures used for the RPP's production.</p> <p>The Planning and Reporting Accountability Structure (PRAS) on which this document is based has been approved by Treasury Board Ministers and is the basis for accountability for the results achieved with the resources and authorities provided.</p>	<p>Je sou mets, en vue de son dépôt au parlement, le rapport sur les plans et les priorités de 2001-2002 du Service correctionnel du Canada.</p> <p>A ma connaissance (et sous réserve des observations ci-dessous), les renseignements :</p> <ul style="list-style-type: none">• Décrivent fidèlement les mandats, plans, priorités, stratégies et résultats clés escomptés de l'organisation.• Sont conformes à la politique et aux instructions du Conseil du Trésor, ainsi qu'aux principes de divulgation de l'information énoncés dans les <i>Lignes directrices pour la préparation du Rapport sur les plans et les priorités</i>.• Sont complets et exacts.• Sont fondés sur de bons systèmes d'information et de gestion sous-jacents. <p>Je suis satisfait des méthodes et procédures d'assurance de la qualité qui ont été utilisées pour produire le RPP.</p> <p>Les ministres du Conseil du Trésor ont approuvé la structure de planification, de rapport et de responsabilisation (SPRR) sur laquelle s'appuie le document et qui sert de fondement à la reddition de comptes sur les résultats obtenus au moyen des ressources et des pouvoirs fournis.</p>
Name/Nom: _____ Date/Date: _____	

Section II: DEPARTMENTAL OVERVIEW

2.1 What's New

The Correctional Service Canada recognized several key milestones in this first year of the 21st Century.

- July 2000* *Closure of the aging Prison for Women culminated ten years of work following up on the report of the Task Force on Federally Sentenced Women, "Creating Choices". The Task Force recommendations resulted in major changes to the management and accommodation of women offenders in federal corrections. In addition to an on-going accommodation agreement with provincial corrections for women federal offenders in the Province of British Columbia, there are now five women offender institutions located across Canada and an Aboriginal women's Healing Lodge in Western Canada.*
- October 2000* *Tabling in the House of Commons of the Government's response to the the report "A Work in Progress: The Corrections and Conditional Release Act" by the Sub-Committee of the Standing Committee on Justice and Human Rights.*
- October 2000* *CSC's Addiction Research Division hosted the first Corrections Research Forum on Alcohol and Drug Issues. The forum brought together international, federal and provincial/territorial corrections professionals along with researchers, academics and other experts focussing on solutions to control the supply of drugs in prisons and to reduce the demand for drugs among offender populations.*
- December 2000* *Consolidation of CSC activities in the priority areas of community engagement and public participation under a separate Assistant Commissioner reporting directly to the Commissioner.*
- January 2001* *Establishment of a CSC Management Learning Centre to ensure a competent, professional workforce that is capable of addressing the emerging and future needs of federal offenders and to enhance training in management and monitoring of compliance with law and policy.*

2.2 Mandate, Roles and Responsibilities

The purpose of the federal correctional system, as articulated in Section 3 of the *Corrections and Conditional Release Act 1992*, is:

"...to contribute to the maintenance of a just, peaceful and safe society by:

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

In Canada, the federal Justice Department has overall responsibility for legislation governing the criminal justice system, including the Criminal Code. Within that legislative framework, provinces and territories are responsible for the administration of justice (policing and courts) within their jurisdictions and for the administration of sentences for offenders serving sentences of less than two years.

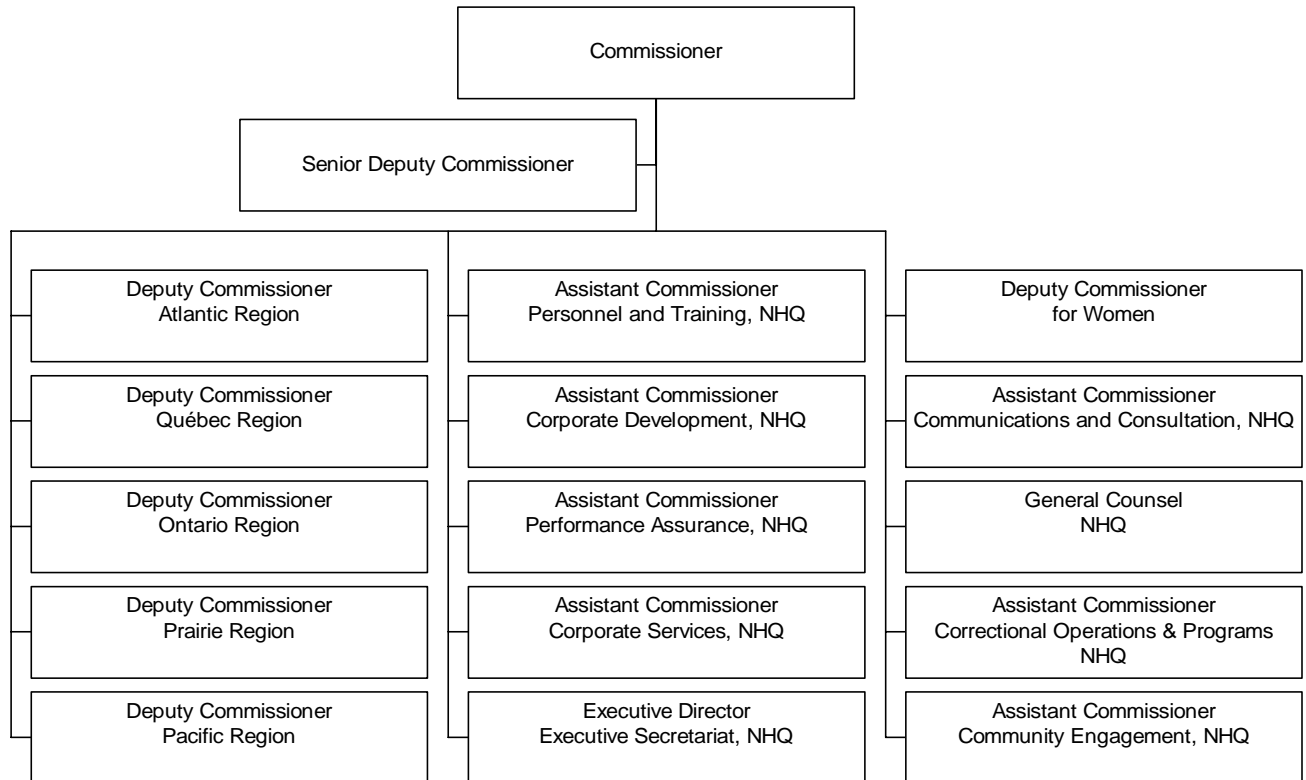
The Correctional Service Canada (CSC), an agency within the Portfolio of the Solicitor General, is responsible for administering sentences for offenders serving sentences of two years or more. The Portfolio also includes the Department of the Solicitor General, the Royal Canadian Mounted Police (the country's national police service), the National Parole Board, the Canadian Security Intelligence Service and the Office of the Correctional Investigator.

CSC currently manages 52 federal penitentiaries; 17 community correctional centres for offenders on conditional release; and 71 parole offices. In addition to federally-operated facilities, CSC manages a wide variety of exchange of service agreements with provincial correctional systems and with Aboriginal communities to provide correctional services and programs for federal offenders. CSC also contracts with non-government agencies which operate 170 community-based residential facilities to address the accommodation needs of released offenders. Each day, there are approximately 21,000 offenders under federal jurisdiction, of whom 13,000 are incarcerated. The remainder are under some form of supervision in the community.

As of March 31, 2000, CSC had approximately 14,000 employees. Of these, 82% work in institutions, 8% provide community supervision services and 10% provide corporate-level management and services. More than 10,000 volunteers provide support in institutions and in the community. These services include tutoring, literacy training, visiting programs, and social, recreational and spiritual activities; as well as providing advice on the development and implementation of correctional policy, programs and practices. Some 500 of these are members of local communities serving on Citizen Advisory Committees (CACs) at each institution

and parole district. CACs provide valuable input to the development of correctional operations and programs from the local community perspective and address community concerns with operational unit heads.

Organization Chart



2.3 Departmental/Program Objectives

2.3.1 Program Objective:

The CSC Mission and Program Objective:

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

2.3.2 Business Line Objectives

Care:

To meet the physical and mental health needs of offenders in accordance with all legal requirements.

Custody:

To provide reasonable, safe, secure and humane control of offenders.

Reintegration:

To actively encourage and assist offenders to become law-abiding citizens.

Corporate Services:

To ensure that corporate policies and services exist to govern the programs and activities of the Service and that these are consistent with its stated Mandate and Mission.

2.3.3 Business Line Relationship to Organizational Structure / Accountability

<u>Business Line Accountability</u>	2001-02	
	FTE's	\$ millions
<u>Care, Custody and Reintegration</u> <i>Male Offenders - Assistant Commissioner, Correctional Operations and Programs</i> <i>Women Offenders - Deputy Commissioner for Women</i>	12,113	1,278.0
<u>Corporate Services</u> Shared accountability at National Headquarters	1,695	150.6

2.4 Planning Context

Creating a more inclusive society where all Canadians share opportunity is a key priority for the Government of Canada. Actions and events abroad are having a domestic impact. Global economics, socio-demographic and cultural change, population movements, and rapid technological advances present both opportunities and challenges for public safety. Understanding and coming to terms with the impact will remain a focus of government activity in the years ahead to ensure Canadians feel safe and secure in their communities

The nature of criminal activity is changing along with these new realities. The Government of Canada is focussing on implementing a balanced approach to addressing crime -- focussing on prevention as much as punishment, strengthening penalties for serious crime, and considering the needs of victims. Working with our criminal justice and community partners to address the underlying causes of crime and finding innovative ways to develop solutions for communities will reduce the human and social costs to Canadians.

2.4.1 Canada's Social Development Approach to Justice

Historically, Canada's criminal justice system viewed incarceration, for the most part, as the appropriate response to crime. Recent studies suggest that incarceration, in and of itself, has contributed little to the long-term protection of society and reduction in recidivism. A review¹ of 50 studies involving over 300,000 offenders found that imprisonment was not more effective than community sanctions in reducing recidivism, while longer sentences were associated with small increases in recidivism. Studies from the United Kingdom, the United States and Canada were among those reviewed.

In Canada, attention has been focussed on alternative, restorative, healing approaches to ensure strong, safe communities, generating sentencing reform and entrenchment of restorative justice approaches throughout the criminal justice system. The year 1999 marked one hundred years since the introduction of a conditional release system in Canada, a highly successful program whose potential may be further enhanced with greater partnership and collaboration with community, as well as with all components of the criminal justice system.

The *Corrections and Conditional Release Act (CCRA)* was one component in a wide range of legislation introduced as a result of the federal government "Directions for Reform" initiative in the early 1990`s. The reforms sought a greater integration and balance between the considerations and decisions of the sentencing court and the discretion and decisions of releasing authorities. They were intended to ensure a total penalty which is fair and proportionate to the

¹ *User Report - "The Effects of Prison Sentences on Recidivism", 1999-24, Solicitor General's Department*

crime and to the offender. Changes to conditional release emphasized targeting violent and serious drug offenders for more stringent measures and targeting non-violent offenders for less severe measures based on the primary principle that public safety is of paramount importance in all correctional decision-making. Legislated statements of purpose and principles were designed to guide the consistent development and application of corrections and conditional-release decision-making; and to clarify these for the public, victims, offenders, prison and after-care workers, and other components of the criminal justice system.

The *CCRA* contains specific provisions for the operation of the corrections and conditional release system that differentiate between low-risk and high-risk offenders. It mandates protection of the public as the paramount consideration in all decisions relating to the treatment and release of offenders.

Subsequent legislative amendments in the late 1990's entrenched Canada's broader social development approach to justice in the sentencing provisions of the Criminal Code. The amendments retain the principle of renunciation and the fundamental principle that a sentence must be proportionate to the gravity of the offence and the degree of responsibility of the offender. Section 717 now gives statutory recognition to alternative measures and diversion programs. Section 718(2) sets out aggravating or mitigating circumstances which must be considered in assessing proportionality, with specific consideration to the circumstances of Aboriginal offenders. At the same time, amendments to the *Controlled Drugs and Substances Act* allow for the establishment of "drug courts" to divert certain types of offenders to treatment.

A social development approach to justice continues to be the driving force in the development of federal legislation and policy in the Canadian criminal justice system.

2.4.2 Crime and Incarceration Trends in Canada

Societal demand for correctional services, as reflected in Canada's incarceration rate, remains relatively constant despite reductions in overall crime rates. In 1998-1999 Canada had over 30 million inhabitants, of which approximately 23 million were adults (over 18 years of age).

Crime Rates

In July 2000, the Canadian Centre for Justice Statistics (CCJS) released its report on Canadian Crime Statistics for 1999. Police reported crime decreased for the eighth consecutive year, making the crime rate in 1999 the lowest since

1979. Crime rates declined in most provinces² and in each of the nine largest census metropolitan areas.

Overall efforts of the criminal justice system to combat crime show promising results. The CCJS reports declining trends in violent and property crime. The youth crime rate has dropped 21% in the last decade. The only area of increased crime is with drug offences, although enforcement efforts have been strengthened since the early 1990's. Statistics for 1999 reflect:

- Of the 2.4 million Criminal Code incidents reported in 1999, 12% were for violent crimes, 55% were for property crimes and the remaining 33% were for other offences such as mischief, disturbing the peace, prostitution and arson.
- The property crime rate has been decreasing since 1991, with a 6.4% drop in 1999 to 1.3 million incidents. Thefts account for one third of all property crimes.
- The violent crime rate declined for the seventh consecutive year. Common assault (the least serious form of assault) accounted for more than 60% of violent crimes. Sexual assaults accounted for less than 10% of violent crimes, with the vast majority of victims being women. Homicides and attempted murder continue to account for less than 1% of all reported violent crime.
- Robbery is declining and fewer robberies involve firearms. Arson, a type of crime frequently committed by youth, remains the same; prostitution-related incidents are up slightly; and traffic crimes have decreased 4% since 1998, with impaired driving accounting for 63% of these offences.
- The overall police reported rate of drug offences increased 12%. This represents an upward trend, which began in 1994. The vast majority of drug offences involve cannabis -- approximately 75% in 1999. However most of these offences are in combination with other types of offences.
- The total number of youths charged decreased 7% from the previous year (a 5% decline in violent crime and an 11% decline in property crime).
- Property crime accounted for 49% of youth crime, compared to 35% for adults. Twenty-one percent of youths were charged with violent crimes compared to 30% of adults.

Concurrent demographic trends may be the major factor contributing to declining crime rates:

² *Exceptions: Newfoundland, Prince Edward Island, Nova Scotia, New Brunswick, Yukon Territory, and Northwest Territories.*

- a diminished pool of young people aged 15 to 24, the group likeliest to come into conflict with the law; and
- a growing segment of the population aged 55 and over, a group characterized by very low involvement in crime and the one most fearful of becoming a victim of crime. The segment of the population aged 55 and over is growing on average by 2.5% each year and is projected to increase continuously until 2020.

The result of these concurrent demographic trends may mean lower crime rates in the future while, at the same time, increasing demands for enforcement.

Incarceration Rate³

Despite reported declines in the crime rate, incarceration continues to be a fairly common penalty imposed by the courts. Of the approximately 250,000 annual convictions in Canadian adult criminal court cases, 33% result in the imposition of a custodial sentence.

Canada's incarceration rate is going down (from 129 per 100,000 population in 1997 to 123 per 100,000 in 1998) but is still high relative to Western European countries. However, it is still much lower than the United States, where the incarceration rate increased significantly from 649 per 100,000 population in 1997 to 682 per 100,000 in 1998.

On any given day during 1998-99, an average of 151,000 adults were under the supervision of federal and provincial-territorial correctional agencies in Canada, an increase of 3% from the previous year. Some 32,400 offenders were housed in custodial facilities, approximately one-third of these in federal custody. The remaining 118,600 offenders were under some form of community supervision, approximately 7% of whom were under federal supervision.

While total adult convictions have dropped between 1994-95 and 1998-99, the proportion receiving federal sentences (two years or more) has increased by 39%. At the same time, the median length of sentences imposed for crimes against the person, including sexual offences and assaults, increased by 50% and for homicides by 20%.

2.4.3 The Federal Offender Population Profile⁴

The net effect of lower adult convictions and longer sentences is that the federal offender population is remaining relatively stable. On any given day there are

³ "Corrections and Conditional Release Statistical Overview, November 2000", Solicitor General Department

⁴ Source (except where noted): "The Safe Return of Offenders to the Community - November 2000", CSC Research Branch

approximately 13,000 inmates in federal institutions and approximately 8,000 offenders on some form of conditional release in the community. However, the composition of this population is shifting, becoming increasingly reflective of some of Canada's most socially marginalized populations, particularly Aboriginal people, women living in poverty and substance abusers.

- Aboriginal offenders represent a growing proportion of the total federal offender population, reaching almost 15% on March 31, 2000. The most dramatic increase has been in three Western provinces, where Aboriginal offenders now account for 45% of the total federal offender population.
- From March 1997 to March 2000, the total women offender population rose by 17.6%. Women now represent approximately 4% of the total offender population, 60% of whom are under supervision in the community.
- About 70% of federal offenders have substance abuse problems⁵, and 12%-15% (over 1,100) have serious problems requiring high intensity intervention. In over 50% of cases, alcohol and drugs are related to offenders' most recent criminal activity. In the case of offenders with severe substance abuse problems, over 90% of their criminal behavior is related to the use of alcohol and drugs. A similar pattern is evident across offenders' criminal histories.
- Infectious diseases among this population are significant. Of the 13,000 inmates residing in CSC institutions as of September 2000⁶:
 - 2,351 (18%) were known to be infected with the Hepatitis C virus;
 - 192 (1.5%) were known to be infected with HIV; and
 - 2,730 (21%) had a positive tuberculin skin test indicating exposure.
- While incarcerated federal offenders are generally younger than the Canadian adult population, the proportion of offenders 50 and over is increasing. Older offenders now comprise 17.3% of the total offender population, of whom 1,534 were incarcerated in October 2000.
- As of October 2000, there were 6,885 federal offenders serving long-term sentences (10 years or more), of whom 3,807 were serving life sentences. Long-term offenders now represent 35% of total incarcerated offenders.
- In the nine-month period February to November 2000, the number of offenders identified as members or associates of gangs and criminal organizations⁷, rose from 1,582 to 1,670. They now represent close to 8% of the total offender population.

⁵ "Assessing Substance Abusing Offenders for Treatment", Weekes, Moser & Langevin, 1998.

⁶ Source: Correctional Service Canada, Health Services Branch

⁷ Source: Correctional Service Canada, Security Branch

- Additional statistics for offenders incarcerated on December 31, 1999, reflected that, on admission:
 - 18% had been previously hospitalized in a mental health facility prior to admission to federal custody and 9% had a current psychiatric diagnosis;
 - Approximately 80% did not have a high school diploma;
 - Approximately 65% were single;
 - 74% had unstable job histories; and
 - 53% claimed to come from dysfunctional families.

2.4.4 The CSC Correctional Strategy

The key components of CSC's Correctional Strategy, which was developed in the early 1990's, remain valid. Indeed, the re-offence rate for federal offenders during the community supervision phase of their sentence, is now the lowest ever recorded. Convictions for violent offences by offenders on all types of conditional release have dropped 45% over the last six years, from 338 in 1994-95 to 187 in 1999-00.

Components

All decisions throughout the offender's sentence are taken with a view to protecting public safety. CSC's correctional strategy involves four key activities:

- A comprehensive, baseline offender intake assessment to determine security needs, potential for safe reintegration and programming/service needs. This assessment, using research-based tools validated with the federal offender population, is the basis for developing a multi-disciplinary case plan for treatment and intervention throughout the sentence.
- Institutional intervention to address individual risk for reoffending, including the delivery of research-based programs that are demonstrated to be effective in reducing recidivism. A multi-faceted program model offers a broad range of institutional programs varying in intensity and designed to match offenders' needs to enhance treatment effectiveness.
- Risk reassessment for correctional decision-making throughout the sentence, to address public safety and to ensure the least restrictive measure consistent with public safety.
- Community supervision to provide continuity of the individual's correctional plan developed in the institution and to monitor offender progress, based on his/her assessed potential for safe reintegration.

Results

In 1999, total new convictions by federal offenders on supervised conditional release represented less than ½ of 1% of the total adult convictions in Canada. Research-based programming has made a difference. Statistics⁸ for 1999-00 reflected:

- **Day parole: 99.2%** did not commit a new violent offence, while 94.4% did not commit any new offence.
- **Full parole: 98.2%** did not commit a new violent offence, while 87.1% did not commit any new offence.
- **Statutory releases: 97.3%** did not commit a new violent offence, while 85.2% did not commit any new offence.
- **Temporary Absences:** Successful completion rates for temporary absences, both escorted and unescorted, are consistently over **99%**.

When comparing recidivism rates in Canada with other systems such as Australia, and England/Wales, where programs are also emphasized, the results are relatively consistent⁹. Within two years of completing their sentences, ex-offenders were convicted of new offences in 30%, 35% and 32% of the cases in Canada, Australia and England/Wales respectively. In jurisdictions where there is less emphasis on programming, such as Texas and New York State, the recidivism rates are higher, at 45% and 42% respectively.

2.4.5 Key Issues and Challenges

Public Perception

Despite reductions in recidivism among federal offenders on conditional release, a survey¹⁰ of 26,000 adults conducted last year by Statistics Canada indicated a lack of confidence in Canada's prison system. For instance, 26% felt prison systems were doing a good job supervising prisoners and 14% felt it was good at helping prisoners become law-abiding. The survey did not distinguish between federal and provincial/territorial prison systems. While CSC is responsible for only 15% of adult offenders, these statistics are disturbing, and indicative of a need for federal and provincial/territorial correctional systems to connect more strongly with Canadians on the mandate, delivery methods and results of their respective systems.

⁸ *"The Safe Return of Offenders to the Community: Statistical Overview, November 2000"*, Correctional Service Canada, Research Branch

⁹ *Correctional Service Canada, Research Branch*

¹⁰ *"Public Attitudes Toward the Criminal Justice System"*, Canadian Centre for Justice Statistics, *Juristat*, December 4, 2000

Socio-Demographic Factors

The fastest growing segments of Canada's federal offender population are representative of the most socially-marginalized populations in Canada (eg. Aboriginal people, women living in poverty and substance abusers), presenting many challenges for both institutional population management and reintegration management. The diversity of this population appears to reflect the cumulative effect of socio-economic trends, demographic changes, alternative measures and diversion programs, and sentencing reforms. Within corrections, the term "general population" has become almost obsolete since almost all offenders have some "special needs".

Continued over-representation of Aboriginal peoples in Canada's criminal justice system is a major concern. While they represent only 2.8% of the Canadian population (1996 Census Data), the proportion sentenced to federal custody continues to increase. Aboriginal representation in the 15 to 24 age group, the age group identified as at highest risk of conflict with the law, is anticipated to continue growing given:

- 35% of the Aboriginal population is under the age of 15;
- the average age of the Aboriginal population is 10 years younger than the general population; and
- a higher Aboriginal birth rate.

Creating a more inclusive society for all Canadians and ensuring strong, safe communities suggests CSC focus more broadly on "social integration" since many of these individuals were not fully integrated into communities prior to incarceration. Greater numbers of socially-marginalized populations in the federal correctional system will necessitate a more collaborative approach with communities to build capacity to address the growing needs of this population within the current federal, provincial/territorial and municipal jurisdictional framework.

The fact is federal offenders come from communities and the majority will return to those communities. Innovative approaches to risk/needs management will be necessary to provide seamless support, regardless of jurisdiction for services, in order to maintain community safety.

Organized Crime

Community safety is threatened by activities of gangs and organized crime. Their operations revolve principally around extortion, drugs, money laundering, prostitution, and gambling. Violence and threats of violence characterize their methods of operation. Their presence in institutions is a threat to security due to the potential for increased violence among inmates; intimidation of and violence toward staff; major disturbances; increase in drug trade, with the ensuing impact

on health of individuals and the institutional environment; and extortion of families and friends of inmates.

It is necessary to isolate members and associates of criminal organizations to prevent them from recruiting new members or exercising power and influence within correctional facilities; to encourage members to break their ties with those organizations and to maintain that break; to separate certain gangs due to potential clashes within institutions; and to address the potential for staff intimidation or coercion.

At the same time, police efforts to respond to issues around organized crime are likely to mean more of these offenders are admitted to the federal correctional system, creating additional challenges for corrections. Law enforcement agencies now recognize that when gang problems arise in institutions, there is likely some related activity in the community, and vice versa.

The link between drug smuggling activity and members of gangs and organized crime is also a growing concern for institutions. The concentration of federal offenders with histories of substance abuse is a lucrative "market" for those offenders who have the networks to gain access to drugs.

Substance Abuse

Many offenders are admitted with severe substance abuse problems. These problems have implications for both criminal activity and for offender health. A 1998 study¹¹ of federal offenders found about 70% have some level of substance abuse problem.

That same study found that the relationship between substance abuse and crime increases dramatically as the severity of offenders' substance abuse problems increases. At the extreme, substance abuse was associated with 97% of the offences committed by offenders with a severe problem. The data also show the rate of readmission for parole violations increases as a function of substance abuse severity. Most significant, given their increasing representation in the offender population, was the profile of substance abuse among women and Aboriginal offenders.

The profile of women offenders' substance abuse problems reflected significant distinctions from male offenders. Fewer women offenders had problems with alcohol (28% compared to 51% for male offenders). However, women offenders with alcohol problems tended to have more substantial or severe problems (12.5% compared to 8% for male offenders). More women offenders reported problems with drugs (65% compared to 48% for male offenders). Again, the pattern for women was more substantial or severe problems (34.9% compared to 16% for male offenders).

¹¹ "Assessing Substance Abusing Offenders for Treatment", Weekes, Moser & Langevin, 1998.

The study also found 75% of Aboriginal offenders had more severe problems with alcohol compared to 57% for non-Aboriginal offenders. Higher proportions of Aboriginal offenders also reported intermediate to severe problems with drugs.

Health

As in communities, CSC is facing increased demands for basic health services. Diversion of resources to address immediate and chronic needs and dramatic increases in the costs of treatment are compromising CSC's ability to provide basic services to all offenders.

Indeed, increasing numbers of federal offenders are admitted with more serious health problems, often associated with lengthy histories of substance abuse and poor living conditions. Many have not accessed basic health care prior to incarceration and suffer from multiple chronic health problems with immediate needs. At the same time, the numbers of older offenders is also growing. It is increasingly being recognized that inmate health, particularly for those with infectious diseases or other chronic health problems, is a significant problem, as it has a direct impact on the health of communities.

In particular, urgent action is necessary to address the link between serious substance abuse, particularly injection drug use, and the risk of transmission of infectious diseases. In 1999, Health Canada reported that more than 50% of new HIV/AIDS and Hepatitis C cases in Canada were among injection drug users. Prevalence studies in two federal institutions¹² in 1998 reflected rates of HIV/AIDS at 1-2% and Hepatitis C at 50-80% among injection drug users. The furtive nature of injection drug use, combined with high prevalence rates of infectious diseases, creates a potentially high risk for transmission of these diseases within the institutional environment and to communities after release. Efforts to minimize injection drug use are critical to protect institutional and community public health. Protecting health in prison protects Canadian society as a whole.

Management of Offenders

Distinct operating regimes in institutions and in the community will be necessary to safely manage the increasingly diverse risks and needs presented by the federal offender population. Providing safe, healthy institutions and community public safety means reducing the potential for conflict and violence.

¹² "Springhill Epidemiological Study", Correctional Service Canada; and "HIV, Hepatitis C and Risk Behaviour in a Canadian Medium-Security Federal Penitentiary", Queen's University HIV Prison Study Group.

Offender motivation to change is a critical factor in considering these regimes. Those inmates who are motivated to change need to live in an environment that supports learning and that provides opportunities to develop and reinforce new skills and attitudes in preparation for release. More restrictive measures may be necessary for those inmates who are not motivated to change.

Cost of Maintaining Offenders

Accountability to taxpayers for the effective and efficient use of resources is an ongoing responsibility for CSC. While the federal offender population decreased slightly by 0.4% in 1999-00, the average annual cost per federal offender rose 10.2% -- from \$47,725 in 1998-99 to \$52,597 in 1999-00. Costs associated with the hiring of 1,000 additional correctional officers in the past three years, recent collective agreements, employee benefit plans, offender accommodation and programs, and health care were the primary contributors to these cost increases.

At the institutional level, 89% of costs are non-discretionary, fixed or semi-fixed costs, to maintain personnel, infrastructure and basic services. The remaining 11% of costs are variable based on the number of incarcerated offenders. Given the number of institutions of varying security levels across Canada, only a consistent and significant offender population reduction over a long period of time would generate a reduction in average costs.

Employee Recruitment, Retention and Training

CSC is facing several major challenges to its capability to recruit and retain highly-specialized professionals, particularly psychologists, nursing staff and technology specialists. High turnover due to an aging workforce and a complex work environment has meant increasing demands for both initial and ongoing training of operational staff and managers to ensure public safety and legal accountabilities are met.

Succession plans, including strategies to manage transfer of knowledge, are also necessary to prepare for a major changeover of senior operational staff. Approximately 65% of Wardens will be eligible to retire within the next five years.

An added dimension to these challenges is the need to ensure that the correctional workforce is reflective not only of the diversity of the Canadian population, but also of the offender population. Enhancing Aboriginal recruitment and retention is particularly critical given the need to develop and deliver Aboriginal-based programs and services to those offenders while helping Aboriginal communities build the capacity to deliver correctional services that respond to their needs.

Information Management

CSC requires a robust and sound infrastructure to support federal government initiatives to enhance public safety through development of an Integrated Justice Information System and to enhance citizen-centred service delivery through Government-On-Line.

Changes in legislation, government operations and key case management processes have necessitated a patch-work of costly enhancements to aging systems. The need is particularly acute for updating of CSC's primary Offender Management System to ensure continuity of operations.

Security of networks and operating systems has become a critical priority due to CSC's reliance on technology to support day-to-day operational functions. Redevelopment of information management systems is necessary to meet legislative requirements and to respond to public and political criticism about lack of adequate record keeping in government. Replacement of key financial and human resource management systems is necessary to support full implementation of the government's Financial Information Strategy (FIS) and other results-based management initiatives.

2.4.6 Conclusion

Global and domestic trends in immigration; the emerging knowledge economy and move to e-government; and socio-demographic trends will continue to drive changes to the strategic and operational framework for management of corrections.

CSC intends to "stay the course" on development and delivery of research-based programs and services that are proven to meet the needs of the offender population and to reduce recidivism. Changes to operating regimes will be necessary to address the health and safety of institutional environments and to ensure that offenders make the most productive use of their time while incarcerated.

What is emerging is a larger role for CSC as a visible partner in Canada's public safety and social safety net -- a role that will necessitate looking beyond our traditional institutional/community relationships to the broader issue of community development. Innovative approaches will be required to provide seamless support, regardless of jurisdiction, in order to contribute to the quality of life in Canadian communities.

2.5 Departmental Planned Spending

Solicitor General - Correctional Service

(\$ millions)	Forecast	Planned Spending		
	2000-2001	2001-2002	2002-2003	2003-2004
Budgetary Main Estimates	1,406.9	1,459.5	1,485.5	1,486.7
Less: Respendable revenue	86.5	87.4	87.4	87.4
Total Main Estimates	1,320.4	1,372.1	1,398.1	1,399.3
Adjustments to Planned Spending	54.4	56.5	53.0	47.9
Gross Planned Spending	1,374.8	1,428.6	1,451.1	1,447.2
Less: Non-respendable revenue	13.4	14.0	14.7	15.4
Plus: Cost of services received without charge	54.4	69.1	68.6	68.7
Total Planned Spending	1,415.8	1,483.7	1,505.0	1,500.5
Full Time Equivalents	13,793	13,808	14,072	14,072

Section III: PLANS, RESULTS, ACTIVITIES & RESOURCES

3.1 Planned Spending and Full-Time Equivalents

Business Line	\$millions	Forecast Spending 2000-01	Planned Spending		
			2001-02	2002-03	2003-04
Care	\$	169.8	170.7	182.0	184.7
	Full-time Equivalents	1,318	1,320	1,400	1,400
Custody	\$	628.9	659.0	658.0	656.7
	Full-time Equivalents	6,297	6,305	6,385	6,385
Reintegration	\$	427.8	448.3	457.5	450.3
	Full-time Equivalents	4,487	4,488	4,538	4,538
Corporate Services	\$	148.3	150.6	153.6	155.5
	Full-time Equivalents	1,691	1,695	1,749	1,749

3.2 Key Results Commitments

Safer Homes, Safer Communities through Effective Corrections

To provide Canadians with:	Ongoing Planned Results	Business Line
1. A safe and healthy environment for those living and working in the correctional system, as well as members of the public.	<ol style="list-style-type: none"> 1. Health and safety of those living and working in the correctional system, and the public. 2. Minimal levels of infectious diseases and harm associated with risky behaviour. 3. Compliance with applicable provincial/professional health standards 	CARE
2. Accommodation and management of offenders that is reasonable, safe, secure and humane and in accordance with the least restrictive option.	<ol style="list-style-type: none"> 1. Offenders are housed at the appropriate security level. 2. Security measures that minimize the number of institutional incidents. 	CUSTODY
3. Offenders who are safely and effectively reintegrated.	<ol style="list-style-type: none"> 1. Case preparation processes that optimize the number of offenders prepared for their earliest conditional release dates. 2. Reintegration measures that: a) Optimize the number of offenders who complete their conditional release without revocation; and b) Minimize the number of community incidents. 3. Length of time offenders spend in administrative segregation or the Special Handling Unit. 4. Men, women and Aboriginal offenders are housed in institutions providing programs that respond to their specific needs. 	REINTEGRATION
4. Corporate management services support the care, custody and reintegration of offenders, and partnerships promote the achievement of our Mandate and Mission.	<ol style="list-style-type: none"> 1. Support services provided to the Care, Custody and Reintegration of offenders. 2. Partnerships that promote the achievement of Mandate and Mission. 	CORPORATE SERVICES

3.3 Planned Results, Related Activities and Resources

3.3.1 CARE¹³

Business Line Objective:

To meet the physical and mental health needs of offenders in accordance with all legal requirements.

Business Line Description:

Provision of services related to the needs of the offender population including the provision of physical and mental health care as well as food, clothing and institutional services to offenders.

Corporate Objectives - Planned Results 2001-2002 -- 2003-2004:

1. Implement a comprehensive physical and mental health care strategy, with attention to the special needs of older offenders, and to programs and accommodation to meet the special needs of women offenders.
2. Implement a comprehensive strategy for infectious disease treatment, control and reduction; drug interdiction and intervention practices and increased awareness about communicable diseases and high-risk behaviours.
3. Promote a healthy and safe environment for offenders and staff, visitors and the public at large.

Related Activities and Resources:

Health Care Management

- Completion of a comprehensive review to address health services delivery and administration in federal facilities, including levels of service and access, based on the current profile and projected needs of the offender population.
- Accreditation of institutional health care centres, to ensure delivery of quality care in accordance with legislative requirements to meet professional standards.
- Development and implementation of a recruitment and retention strategy for nursing and clinical staff.

Mental Health Strategy

- Continued implementation of CSC's Mental Health Strategy in collaboration with provincial/territorial and community agencies and resources.

¹³ A full review of CSC's "Planning, Reporting and Accountability Structure (PRAS)" is planned for 2001-02 to more clearly support commitments to Canadians within the Planning Context described in Section 2.5 of this Report.

- Provision of an intensive treatment program for women offenders with mental health problems.
- Provision of a structured living environment at women offender institutions for those offenders who require assistance with daily living or who experience high emotional distress.

**CSC Drug Strategy -
Addressing the Link between Substance Abuse and Health**

Planned spending of \$9.2 million annually for:

- Implementation of an enhanced policy framework to manage and control infectious diseases.
- Enhanced identification of infectious diseases among federal offenders to ensure appropriate intervention and treatment.
- Expansion of the immunization program for Hepatitis B.
- Drug treatment and diagnostic/clinical support for those infected with HIV/AIDS and Hepatitis C.

Palliative Care

- Development of a palliative care program to address the needs of offenders with chronic or debilitating illnesses and those with impaired mobility.

Maintaining a Safe and Healthy Environment

- Implementation of CSC's Sustainable Development Strategy, Revision 2000.

3.3.2 CUSTODY¹⁴

Business Line Objective:

To provide reasonable, safe, secure and humane control of offenders.

Business Line Description:

Provision of services relating to the supervision, control and sentence administration of offenders, as well as the construction and maintenance of facilities to house offenders.

Corporate Objectives - Planned Results 2001-2002 -- 2003-2004:

1. Align accommodation of offenders to the least restrictive security level in accordance with CCRA obligations and with full consideration of public safety as the paramount consideration in all decision-making;

¹⁴ A full review of CSC's "Planning, Reporting and Accountability Structure (PRAS)" is planned for 2001-02 to more clearly support commitments to Canadians within the Planning Context described in Section 2.5 of this Report.

2. Reduce the use of double bunking as a permanent accommodation measure.
3. Align accommodation, programs, services and procedures to the respective needs of maximum security and special needs women, as well as of Aboriginal and older offenders.
4. Improve safety for staff, offenders and members of the public.
5. Maintain international recognition for world class custodial operations.

Related Activities and Resources:

Security Operations

- Implementation of approved recommendations from the CSC Security Task Force, focusing on the four aspects of the security framework -- safety, respect, learning and leadership.
- Development and implementation of distinct operational regimes, according to security and program needs of selected segments of the offender population.
- Development and implementation of a revised model for managing security incidents with inmates, including related policies for use of force, medical intervention and integrated crisis management training.

CSC Drug Strategy - Controlling the supply of drugs in penitentiaries

- Acquisition and maintenance of drug detector dogs for all medium and maximum security institutions with total planned spending of \$1.4 million over the next three years.
- Enhancement of search and seizure policies and plans and coordination with law enforcement.
- Enhancement of technology to detect drugs (eg. ion scanners).
- Continuation of urinalysis testing, coupled with appropriate measures, to deter drug or alcohol use.

Gangs and Organized Crime

- Identification of offenders with affiliations to gangs and organized crime.
- Development of information sharing protocols with law enforcement agencies via revitalization of the preventive security program, to enhance CSC capacity to collect, analyse and share information and security intelligence within CSC and with criminal justice partners.

Male Offender Accommodation

- Review of inmate accommodation policies and practices to identify further action to reduce double bunking.
- Adjustments to plans for medium and minimum security accommodation for male offenders to address changes in the offender population profile and forecast.
- Upgrading of mental health facilities in the Pacific and Quebec regions.

Women Offender Accommodation

- Construction of secure units at women offender facilities in order to relocate maximum-security women currently housed in male offender facilities.
- Construction of structured living units at women offender facilities to accommodate the special programming and intervention needs of women with severe mental health problems.
- Expansion of community residential accommodation for women offenders.

3.3.3 REINTEGRATION¹⁵

Business Line Objective:

To actively encourage and assist offenders in becoming law-abiding citizens.

Business Line Description:

Provision of a range of services and programs both in the institutions and community settings designed to promote the reintegration of offenders, including case management, psychological and chaplaincy services, residential services, academic and vocational training, employment and occupational development, living skills, substance abuse and other personal development programs and other programs designed to address specific cultural, social, spiritual and other personal needs.

Corporate Objectives - Planned Results 2001-2002 -- 2003-2004:

1. Completion of appropriate intake assessments and identification of intervention strategies on a timely basis.
2. Increased participation in programs designed to facilitate safe, successful reintegration, including culturally and gender appropriate programming for Aboriginal and Women offenders.
3. Timely, comprehensive preparation for gradual release programs, including a reduction in the percentage of Aboriginal offenders waiving full parole reviews.
4. Plan for the safe, timely and successful reintegration of Aboriginal offenders, including increased use of temporary absence, work release, day and full parole and decreased revocation of conditional release due to reoffending.
5. Increase the involvement of community partners, and increase in the numbers of Aboriginal offenders supervised through Sections 81 and 84 of the CCRA.

¹⁵ A full review of CSC's "Planning, Reporting and Accountability Structure (PRAS)" is planned for 2001-02 to more clearly support commitments to Canadians within the Planning Context described in Section 2.5 of this Report.

Related Activities:

Reintegration Management

- Progress in addressing the recommendations of Auditor General's reports to Parliament on reintegration of offenders.
- Action to respond to the recommendations of Coroner's Inquests and internal CSC investigations of community reoffending involving federal offenders.

Aboriginal Initiatives

Planned spending of \$3.3 million in 2001-02 and \$5.3 million annually in 2002-03 and 2003-04 for:

- Development of a national infrastructure for consistent delivery of Aboriginal community corrections services through Section 81 and 84 of the *CCRA*.
- Development of additional Aboriginal community capacity to accommodate federal offenders under six new custody agreements.
- Helping Aboriginal communities to develop capacity to assess and implement traditional healing practices that contribute to safe, successful reintegration in a community setting.
- Integrated Aboriginal community-based research initiatives addressing specific offender needs related to substance abuse, sex offenders, cognitive skills, anger management and employment.
- Establishment of a National Aboriginal Working Group comprised of five national Aboriginal organizations to partner with CSC in validating and/or developing new Aboriginal community and institutional correctional policies.

Enhancement of the Community Corrections Infrastructure

Planned spending of \$4.0 million in 2001-02 and \$2.5 million annually in 2002-03 and 2003-04 for:

- Development and evaluation of supervision options for sub-groups of the offender population (women, persons with disabilities, urban Aboriginal offenders and older offenders).
- Enhancement of services and programs targeted at increasing offender employment in the community via CSC's CORCAN employment program.
- Review and redevelopment of community programs and infrastructure to ensure more closely integrated service delivery.
- Enhancements to community volunteer infrastructure, training and services to support volunteerism in federal corrections.
- Completion of the Task Force on Community Service Centres to review the relationship of CSC with the voluntary sector and to make recommendations on:
 - roles and mechanisms for more effective involvement and capacity of the voluntary sector in providing community-based corrections;
 - the nature, level and methods of service delivery by government and the voluntary sector, including adequacy and appropriateness to address current and future needs; and

- funding levels for residential and non-residential services, including capacity to deliver appropriate levels of service consistent with community and offender needs.

CSC Drug Strategy - Addressing the link between substance abuse and crime

- Implementation of a high-intensity substance abuse program to address the link between serious substance abuse and re-offending at a cost of \$1.23 million in 2001-02 and in 2002-03.
- Evaluation of pilot "intensive support units" designed to assist offenders to remain alcohol and drug-free, to ensure effectiveness of these units in achieving results and potential for expansion.

Offender Programs

- Development of institutional capacity to deliver secondary education programs within the next three years to allow all offenders the opportunity to achieve a minimum Grade 12 education, at a cost of \$2.52 million in 2001-02, \$3.64 million in 2002-03, and \$3.33 million annually thereafter.
- Expansion of capacity to conduct learning disabilities assessments and address those needs, in order to enhance the ability of offenders to participate in and benefit from correctional programs, at a cost of \$0.97 million in 2001-02 and 2002-03.
- Continuation of international accreditation of core CSC programs and contracted programs to ensure delivery of programs that are demonstrated to be effective in reducing recidivism.

Offender Information

- Redevelopment of the CSC Offender Management System, as part of the Canadian Public Safety Information Network, to enhance connectivity and information sharing with criminal justice partners, at a cost of \$11.1 million in 2001-02, \$17.1 million in 2002-03, and \$12.0 million in 2003-04.

3.3.4 CORPORATE SERVICES¹⁶

Business Line Objective:

To ensure that corporate policies and services exist to govern the programs and activities of the Service and that these are consistent with its stated Mandate and Mission.

¹⁶A full review of CSC's "Planning, Reporting and Accountability Structure (PRAS)" is planned for 2001-02 to more clearly support commitments to Canadians within the Planning Context described in Section 2.5 of this Report.

Business Line Description:

Provision of corporate services such as strategic planning, corporate policy, research, communications, program evaluation, audit, legal services and executive services as well as management services of personnel, finance and administration to ensure that allocated resources are properly utilized, support management decision making, enhanced managerial accountability and operational control.

Corporate Objectives - Planned Results 2001-2002 - 2003-2004:

1. Learning and development opportunities available to all staff.
2. Greater representation of employment equity target groups in management positions.
3. A competent workforce at all levels throughout CSC, and qualified feeder groups to recruit and promote from, including increased representation of Aboriginal employees and other equity target groups throughout the organization. Targets for indeterminate Aboriginal representation are 14% for CX, 14% for WP, 10% for managerial positions and 3.5% for executive positions over the next 3-5 years.
4. Advice and decisions in compliance with the law and policy.
5. Streamlined and integrated policies and effective information management systems.
6. Timeliness of resource allocation and equity in the distribution of resources within the organization and consistent with corporate priorities.
7. Enhanced consultation and partnership with federal/provincial/territorial and international representatives of the criminal justice system.
8. International recognition of CSC as a leader in correctional research, organizational development and program accreditation.
9. Greater number of volunteers actively participating in CSC's operations and in the membership of CSC's Citizen Advisory Committees.
10. Responsive and timely media coverage of CSC activities.

Related Activities¹⁷:

Planning, Reporting and Accountability:

- Review of CSC's strategic direction and the planning, reporting and accountability structure (PRAS), to more clearly support results-based performance in terms of accountability to Canadians, to our clients, and to taxpayers.
- Strengthen the policy framework and related accountability mechanisms to enhance achievement of results, performance monitoring and reporting.

¹⁷ Refer to 'Section IV - Joint Initiatives' for additional information on activities related to this business line.

- Implement CSC's Financial Information Strategy to improve financial management and accountability.
- Enhance performance monitoring and reporting, including internal audit and evaluation programs.

Recruitment, Retention and Training

- Implement a Correctional Management Learning Centre to ensure a competent, professional management workforce that is capable of addressing the risk and needs of the current offender population and ensuring compliance with law and policy.
- Develop and implement recruitment strategies to meet the needs for non-corrections professionals (eg. nurses, clinical staff, computer specialists).
- Enhance diversity of the correctional workforce to reflect the increasing diversity of the offender population, with a particular focus on increasing Aboriginal representation in the workforce.

Operational and Program Research

- Ongoing research and evaluation of offender programs and reintegration initiatives to ensure their effectiveness in reducing recidivism.
- Present research findings at international and national fora in order to contribute to correctional learning.

CSC Drug Strategy - Addictions Research

- Research and evaluate CSC Drug Strategy initiatives to ensure their effectiveness in controlling drugs in institutions, in reducing demand for drugs among federal offenders, and in preventing and controlling infectious diseases among the offender population.
- Develop new strategies and approaches to enhance CSC's Drug Strategy, based on collaboration with national and international research organizations, universities and experts in the field of addictions research.

Intergovernmental Affairs

- Continue to develop, monitor and evaluate Exchange of Service Agreements and Memoranda of Understanding with provincial and territorial governments. Planned spending on these agreements totals \$24 million annually.
- Provide correctional assistance to other countries (Kosovo, Lithuania) to support Canadian foreign policy.

Community Participation

- Consolidate activities in the key areas of community engagement and public participation to ensure citizen-focused service delivery and engagement in public safety issues.

Government-On-Line

- Implement CSC components of the Government-on-Line initiative to ensure connectivity for Canadians.

Section IV: JOINT INITIATIVES

Governments at all levels are seeking to expand partnerships and streamline delivery of services. The complexity of the environment and the need for governments to address broad socio-economic issues necessitates a wider range of partnerships and collaboration to achieve a higher quality of life for all Canadians. Safe communities are a key component of quality of life.

CSC has a long history of partnerships with organizations involved in the criminal justice system and an extensive network of over 10,000 volunteers who participate in the development and delivery of correctional programs and services. However, the pace and direction of global and domestic change and the evolving role of governments in Canadian society is demanding a broader focus.

4.1 Horizontal Initiatives

4.1.1 Canada's Place in the World

International Corrections Development Program

CSC is recognized in the international corrections/justice community as a correctional leader. The CSC international development program supports Canadian foreign policy which is directed toward contributing to international peace and stability through the promotion of good governance, the protection of human rights, and support for the process of democratization.

CSC's international initiatives are developed in close collaboration with a wide range of domestic and international governmental and non-governmental organizations. Within Canada, these include the federal Department of Justice, Foreign Affairs and International Trade, and the Canadian International Development Agency (CIDA). Non-government organizations include the United Nations; the Organization of American States; the Council of Europe and the Commonwealth Secretariat.

Two multi-year initiatives are underway, one with the United Nations in Kosovo and another with CIDA in Lithuania.

CSC also receives delegations from other countries studying Canada's criminal justice system and the federal correctional system. As a result of these delegations, there have been increasing requests for CSC technical assistance from developing countries and emerging democracies in order to promote and sustain corrections and criminal justice reform. Memoranda of Understanding

are currently in place with such countries as the United Kingdom, Lithuania, and Namibia.

International Restorative Justice Initiatives

Interest and activity in restorative justice is growing world-wide in both developed and developing countries. CSC contributes to the work of two International Round Tables on Restorative Justice and on Restorative Prisons, and has supported the International Student Exchange Program on Restorative Justice involving four Canadian universities.

Most recently, Canada sponsored a draft resolution approved at the 10th United Nations Congress on Crime and the Treatment of Offenders to encourage support for the study and adoption of a set of basic principles on restorative justice. CSC is a member of the Canadian Working Group established to advance this work.

4.1.2 Quality of Life for Canadians

Improving the quality of life for all Canadians means integrating CSC efforts with other federal, provincial/territorial and community efforts to ensure the most effective approaches to achieving this goal. Accountability to Canadians, to our clients and to taxpayers is key. In this context, CSC is contributing to the following strategies under the leadership of other federal departments.

Citizen Engagement/Voluntary Sector Initiatives

More citizen-focused government and enhanced participation of the voluntary sector are priorities for the Government of Canada.

Volunteers have been an integral part of CSC operations for many years. In addition, CSC's Citizen's Advisory Committee model has been recognized by the International Association of Volunteerism as a best practice. To build on these successes, citizen engagement and voluntary sector initiatives have been consolidated under a new sector reporting directly to the Commissioner of Corrections.

CSC will also be involved with the Department of the Solicitor General in initiatives to improve and expand public dialogue, to improve citizen connectivity, to identify best practices and models in partnership with other jurisdictions and stakeholders and to participate in evaluations.

Sustainable Development Strategy

The Government of Canada is committed to improving its capacity to manage and deliver policies, programs and operations that contribute to sustainable development.

CSC has recognized the importance of emerging international standards for managing the environmental impacts of human activity, such as the ISO 14001 standard for Environmental Management Systems which sets out various principles that can contribute to sustainable development. CSC has developed an environmental policy based on these principles.

CSC's Sustainable Development Strategy, Revision 2000, defines the goals, objectives and targets to address the most significant environmental aspects of its' operations and links action plans to accountability for results.

Canada's Drug Strategy

Canada's Drug Strategy positions substance abuse as primarily a health issue rather than solely a criminal issue. It promotes a more balanced approach to not only control the supply of drugs but also to reduce the demand for drugs and alcohol, in order to reduce the harm to society associated with substance abuse.

CSC has realigned its Drug Strategy within this framework, to focus on the links between substance abuse and crime and between substance abuse and health. The ultimate goal is to enhance community safety and public health through an integrated approach. Key partnerships include CSC representation on a variety of federal and joint federal/provincial/territorial committees representing health, law enforcement and correctional systems, as well as non-government organizations such as the Canadian Centre on Substance Abuse and provincial addictions agencies. CSC is also addressing issues through participation in a network of "Health and Enforcement in Partnership" committees at the national and local levels.

Public Health

The Canadian Strategy on HIV/AIDS seeks to address the particular risk for HIV/AIDS and Hepatitis C among women, youth, Aboriginal peoples, prison populations and injection drug users. The high representation of at-risk populations within federal and provincial/territorial correctional systems is a major concern.

CSC, as a partner in the Canadian Strategy on HIV/AIDS (CSHA), is committed to providing optimal health care to all offenders living in the federal correctional system. The National HIV/AIDS Program continues to ensure that the care of HIV-positive offenders is accessible, timely, and appropriate. CSC also

recognizes the critical importance of preventing the transmission of HIV and managing the risks associated with injection drug use, tattooing and piercing, unprotected sex, and other 'high-risk' activities. Every effort is made to ensure that the care, treatment and support of HIV-positive offenders, and the initiatives aimed at preventing further spread of HIV disease are delivered at standards equivalent to those adhered to by care-providers in the community.

CSC has expanded the focus of its HIV/AIDS program with the appointment of a National Infectious Diseases Coordinator, who chairs an active federal/provincial/territorial Heads of Corrections Sub-Committee on infectious diseases issues. Key partners in managing the issues include the Canadian Public Health Association, Health Canada and provincial/territorial public health departments. Recent initiatives include:

- participation on a federal/provincial/territorial committee to address issues around injection drug use in Canada;
- partnership with the Canadian AIDS Aboriginal Network to address specific Aboriginal issues; and
- collaboration with Health Canada to manage a Tuberculosis prevention and control program for people living and working in federal correctional facilities.

Aboriginal Justice Strategy

The federal government is committed to building a new partnership with Aboriginal peoples that is based on trust, mutual respect and participation in the decision-making process. The role of the government is to provide Aboriginal peoples with the necessary tools to become self-sufficient and self-governing.

CSC, as a partner in Canada's Aboriginal Justice Strategy, is focusing on increasing Aboriginal community capacity to deliver correctional services through provisions contained in the CCRA. Key partnerships include national Aboriginal organizations as well as individual Aboriginal communities. Key initiatives include a National Aboriginal Strategy to ensure the provision of programs and services to meet the specific correctional needs of Aboriginal offenders and to increase the number of Aboriginal offenders reintegrated safely into the community. A Framework for the Enhanced Role of Aboriginal Communities provides the administrative parameters under which some or all of the federal correctional components can be transferred to Aboriginal communities.

Canada Public Safety Information Network (CPSIN)

The federal government is committed to working with provinces and territories to integrate criminal justice information systems and to become a model user of information technology. A Deputy Minister-level Steering Committee developed a five-year Action Plan (1999-2004) to create the Canadian Public Safety Information Network (CPSIN) which will serve as the basis for a modern Canada-

wide network of information linking criminal justice agencies to enhance public safety.

The Steering Committee for this project is chaired by the Deputy Solicitor General. Heads of the RCMP, CSC, and NPB represent the agencies. Other representatives in this initiative include:

- Deputy Minister of Citizenship and Immigration Canada;
- Deputy Minister of Justice;
- Commissioner, Canada Customs and Revenue Agency;
- Chief Information Officer, Treasury Board Secretariat;
- Assistant Secretary, Government Operations Sector, Treasury Board Secretariat; and
- Executive Director, Canadian Centre for Justice Statistics.

CSC chairs a Sub-Committee of the federal/provincial/territorial Heads of Corrections to coordinate action and address issues related to this initiative.

***"Results for Canadians:
A Management Framework for the Government of Canada"***

The Treasury Board, as the management board for the Government of Canada, has committed to management excellence. This commitment includes initiatives in four areas critical to a well-performing public sector:

- Citizen focus: Design, fund and deliver programs and services, and assess their results, from the perspective of the citizen.
- Public Service Values: Respect and reinforce Canadian institutions of democracy and be guided by the highest professional and ethical values.
- Results: A results-based management approach to ensure quality programs, services and policies for Canadians.
- Responsible Spending: Striking a balance between investing in service improvement, maintaining integrity of existing programs, reducing taxes and retiring public debt.

CSC is currently participating on a variety of interdepartmental committees to ensure that development and delivery of services are consistent with this framework.

4.2 Collective Initiatives

Enhancing criminal justice and correctional policy within the framework of "Results for Canadians" requires not only strong partnerships and sharing of information with our federal criminal justice partners, but also with provincial/territorial correctional systems and the international correctional community. Correctional systems in Canada and throughout the world are facing similar challenges.

4.2.1 International Collaboration

Several years ago, CSC developed a process of international program accreditation, in collaboration with Her Majesty's Prison Service and the Scottish Prison Service. Ongoing research and evaluation of programs and services with our international partners will continue to provide new information on effective approaches. CSC continues to build on that learning to develop and refine programs that are proven effective.

In addition, CSC is actively involved as a member of an International Round Table on Corrections Excellence and in the International Corrections and Prisons Association.

4.2.2 Criminal Justice Policy

While the federal Department of Justice (DOJ) maintains responsibility for the legislative framework in Canada, CSC participates in the development of criminal justice policy through consultations and collaboration on key issues. Some of these include¹⁸:

- organized crime;
- role of victims in the criminal justice system;
- services to victims of crime;
- restorative justice;
- family violence;
- mentally disordered offenders;
- young offenders; and
- diversity, equality and access to justice.

CSC is also working actively with the Royal Canadian Mounted Police to facilitate testing for offenders who meet the criteria for retroactive DNA testing under legislation enacted in July 2000.

4.2.3 Federal/Provincial/Territorial Corrections

CSC is committed to collaborating with provincial/territorial governments to identify ways and means to promote the concepts of Canada's Social Union Framework Agreement. Establishing and maintaining strong co-operative ties with provincial/territorial counterparts is essential to improve correctional management and practices.

¹⁸ A full list of policy issues being addressed by Department of Justice can be found at their web-site.

Over the past decade, CSC has increased collaborative initiatives with the Provinces and Territories, resulting in a variety of agreements and memoranda of understanding. CSC's Federal/Provincial/Territorial Relations Directorate coordinates and provides expertise in the negotiation and management of these agreements.

Federal/Provincial/Territorial Heads of Corrections meet semi-annually to address common issues and potential initiatives, and the focus of collaborative initiatives is changing. They are no longer primarily custodial in nature. Recent agreements have included components with respect to sharing of information, staff training, programs and community resources, all of which contribute to enhancing the efficiency and effectiveness of correctional services in Canada.

More and more, the Department of the Solicitor General has been taking a very active role in discussions surrounding these collaborative initiatives. Health Canada, the Department of Justice and Indian and Northern Affairs Canada have become active partners with CSC to address common issues and opportunities for collaboration.

4.2.4 Non-Government Organizations

CSC is involved with non-profit agencies such as the John Howard Society of Canada, the Canadian Association of Elizabeth Fry Societies, the Salvation Army and others through contractual agreements for the provision of services to released offenders. Some of these agencies also provide community supervision in remote areas, or residential facilities and programming to offenders with special needs.

CSC will continue to collaborate with these agencies, as well as with national and regional/local organizations on public safety issues, including such organizations as:

- the National Crime Prevention Centre;
- The Federation of Canadian Municipalities;
- National Associations Active in Criminal Justice (NAACJ);
- Canadian Association of Chiefs of Police; and
- Membership on national and local "Health and Enforcement in Partnership" committees across Canada.

Section V- FINANCIAL INFORMATION

Table 5.1: Summary of Capital Spending by Program and Business Line

(\$ millions)	Forecast Spending 2000-2001	Planned Spending 2001-2002	Planned Spending 2002-2003	Planned Spending 2003-2004
Care	0.0	0.6	1.2	1.2
Custody	137.7	142.5	133.0	133.1
Reintegration	16.6	17.4	17.4	17.4
Corporate Services	0.0	0.0	0.0	0.0
Total	154.3	160.5	151.6	151.7

Table 5.2: Details on Major Capital Projects: Spending by Business Line

Business Line: CUSTODY	Current Estimated Total Cost	Forecast Spending to March 31, 2001	Planned Spending 2001-2002	Planned Spending 2002-2003	Planned Spending 2003-2004	Future Years Spending Requirement
(\$ millions)						
A) New Accommodation Projects						
RHC Pacific-Expansion	72.0	19.0	17.0	13.0	12.5	10.5
Drummond Expansion	14.5	13.3	1.2			
Other Accommodation Projects			28.9	28.9	12.5	10.5
Sub-Total (A)		32.3	47.1	41.9	25.0	21.0
B) Major Asset Preservation & Infrastructure Projects						
Springhill Institution Refurbish/Replace	30.5	0.5	5.0	6.0	7.0	12.0
Collins Bay Institution Refurbish/Replace	56.0	2.0	5.0	10.0	14.0	25.0
Cowansville Refurbish/Replace	44.7	0.0	1.2	3.2	8.0	32.3
Saskatchewan Penitentiary Refurbish/Replace	80.0	1.0	3.0	10.0	15.0	51.0
Redevelop Mountain Institution, Miscellaneous Asset Preservation & Infrastructure Projects	45.0	44.0	1.0	0.0	0.0	0.0
			39.9			
Sub-Total (B)			55.1			
C) Regionally Managed Construction/Maintenance Projects			30.0			
D) Capital Program Management			2.5			
E) Equipment Portfolios			12.5			
F) Repayment of Y2K Loan			(4.7)			
Total Capital - CUSTODY			142.5			

Business Line: CARE	Currently Estimated Total Cost	Forecast Expenditure To March 31 2001	Planned Spending 2001-2002	Planned Spending 2002-2003	Planned Spending 2003-2004	Future Years Requirement
(\$ millions)						
E)Equipment Portfolios			0.6			
Total Capital - CARE			0.6			

Business Line: REINTEGRATION	Currently Estimated Total Cost	Forecast Expenditure To March 31 2001	Planned Spending 2001-2002	Planned Spending 2002-2003	Planned Spending 2003-2004	Future Years Requirement
(\$ millions)						
E)Equipment Portfolios			17.4			
Total Capital** - REINTEGRATION			17.4			

TOTAL CSC CAPITAL (2001-2002) 160.5

Table 5.3: Status Report on Major Crown Projects

Refer to: <http://www.csc-scc.gc.ca>

Table 5.4: Summary of Transfer Payments by Business Line

(\$ millions)	Forecast Spending 2000-2001	Planned Spending 2001-2002	Planned Spending 2002-2003	Planned Spending 2003-2004
Grants :				
Care				
University of Saskatchewan College of Medicine for a psychiatric residency seat	0.1	0.1	0.1	0.1
University of Saskatchewan Department of Psychology for a Chair in Forensic Psychology	0.1	0.1	0.1	0.1
Reintegration				
Grants to Aboriginal Communities for Aboriginal Correctional Programs and Services	0.2	0.2	0.2	0.2
Corporate Services				
Pensions and Other Employee Benefits	0.2	0.2	0.2	0.2
Penitentiary Inmates Accident Compensation	0.1	0.1	0.1	0.1
Total Grants	0.7	0.7	0.7	0.7
Contributions :				
Reintegration				
- Contributions for the purpose of providing parolee services, individual and group inmate services, community education and involvement as they relate to correctional services and other complementary services	3.0	0.7	0.7	0.7
- Payments to Aboriginal Communities for the delivery of Aboriginal Programs and Services	1.2	1.1	1.1	1.1
Total Contributions	4.2	1.8	1.8	1.8
Total Grants and Contributions	4.9	2.5	2.5	2.5

Table 5.5: Sources of Respendable and Non-Respendable Revenue

(\$ millions)	Forecast Revenue 2000-2001	Planned Revenue 2001-2002	Planned Revenue 2002-2003	Planned Revenue 2003-2004
Respendable revenue				
Corcan				
Manufacturing	25.7	25.2	25.2	25.2
Agribusiness (including forestry)	13.6	13.7	13.7	13.7
Graphics	4.1	5.0	5.0	5.0
Textile	5.1	5.2	5.2	5.2
Construction activities	21.7	22.0	22.0	22.0
Training and Correctional activities	16.3	16.3	16.3	16.3
Total respendable revenue	86.5	87.4	87.4	87.4
Non-respendable revenue				
Proceeds From Sales	8.3	8.4	8.5	8.6
Psychiatric Services - Contracted	0.6	0.6	0.7	0.8
Board & Lodging - Inmates	0.6	0.7	0.8	0.9
Inmate Maintenance Contracted - (Federal - Provincial Agreements)	2.0	2.1	2.2	2.3
Refund of Previous Year's Expenditures	0.3	0.4	0.5	0.6
Adjustment To Payables At Year End	0.5	0.6	0.7	0.8
Other Non-Tax Revenue	1.1	1.2	1.3	1.4
Total non-respendable revenue	13.4	14.0	14.7	15.4
Total Program Revenues	99.9	101.4	102.1	102.8

Table 5.6: Net Cost of Program

(\$ millions)	Planned 2001-2002	Planned 2002-2003	Planned 2003-2004
Planned Spending (M. E. plus Adjustments)	1,516.0		
Plus :			
<u>Services Received Without Charge</u>			
- Accommodation provided by Public Works and Government Services Canada (PWGSC).	8.8	8.6	8.7
- Contributions covering employer's share of insurance premiums and costs paid by TBS.	52.1	51.8	51.9
- Workman's Compensation coverage provided by Human Resources Canada.	6.4	6.3	6.1
- Salary and associated costs of legal services provided by Justice Canada.	1.8	1.9	2.0
	69.1	68.6	68.7
Total Cost of Program	1,585.1		
Less :			
Non-responsible revenue	14.0		
Responsible revenue	87.4		
Total Revenue	101.4		
Net Program Cost (Total Planned Spending)	1,483.7		

Table 5.7: CORCAN Revolving Fund - Statement of Operations

(\$ millions)	Forecast Spending 2000-2001	Planned Spending 2001-2002	Planned Spending 2002-2003	Planned Spending 2003-2004
Revenues :				
- Corcan Revenues	80.6	80.6	80.6	80.6
- Other Revenues				
Total Revenues	80.6	80.6	80.6	80.6
Expenses :				
- Cost of goods sold	63.6	63.6	63.6	63.6
- Operating expenses	17.1	16.4	15.8	15.8
Total Expenses	80.7	80.0	79.4	79.4
Surplus (deficit)	(0.1)	0.6	1.3	1.3

Table 5.8: CORCAN Revolving Fund - Statement of Changes in Financial Position

(\$ millions)	Forecast Spending 2000-2001	Planned Spending 2001-2002	Planned Spending 2002-2003	Planned Spending 2003-2004
Operating Activities:				
Net Profit (Deficit) Before Extraordinary Items	(0.1)	0.6	1.3	1.3
Add: Items Not Requiring Use of Funds				
- Provision for Employee Termination Benefits	0.3	0.3	0.3	0.3
- Amortization of fixed assets	2.8	2.3	2.3	2.3
- Amortization of deferred charges	0.4	0.1	0.1	0.1
- Allowance for doubtful accounts		0.0		
	3.5	3.3	4.0	4.0
Changes in Current Assets and Liabilities:				
Changes in Other Assets and Liabilities:				
- Deferred Service Charges	4.0	0.5		
- Payment on changes in provision for Employee Termination Benefits	(0.4)	(0.1)	(0.1)	(0.1)
Net Financial Resources Providing by Operating Activities	7.2	3.7	3.9	3.9
Investing Activities:				
Capital Assets Purchased	(0.8)	(3.1)	(3.3)	(3.3)
Net Financial Resources used by Investing Activities	(0.8)	(3.1)	(3.3)	(3.3)
Net Financial Resources used and Change in the Accumulated Net Charge against the Fund's Authority Account during the Year	6.4	0.6	0.6	0.6

Table 5.9: CORCAN Revolving Fund - Projected Use of Authority

(\$ millions)	Forecast Spending 2000-2001	Planned Spending 2001-2002	Planned Spending 2002-2003	Planned Spending 2003-2004
Authority	45.0	45.0	45.0	45.0
Drawdown :				
- Balance as at April 1	(44.1)	(37.7)	(37.1)	(36.5)
- Projected surplus (drawdown)	6.4	0.6	0.6	0.6
Sub - Total Drawdown	<u>(37.7)</u>	<u>(37.1)</u>	<u>(36.5)</u>	<u>(35.9)</u>
Projected Balance at March 31	7.3	7.9	8.5	9.1

Section VI: OTHER INFORMATION

Statutes and Regulations Currently in Force

Statutes: *Corrections and Conditional Release Act (R.S.C., 1992, c.20, C-4.6)*

Regulations: *Corrections and Conditional Release Regulations*

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Definitions

Conditional Release - a supervised release to the community prior to Warrant Expiry Date on either day parole, full parole or statutory release.

Day Parole - a type of conditional release in which offenders are permitted to participate in community-based activities in preparation for full parole or statutory release. The conditions require offenders to return nightly to an institution or a half-way house unless otherwise authorized by the National Parole Board.

Full Parole - a type of conditional release granted by the National Parole Board in which the remainder of the sentence is served under supervision in the community.

Recidivism - commission of a new offence while on supervision in the community. It differs from a revocation for violation of a condition of the parole (a technical revocation where no criminal incident occurred but the offender's risk to public safety was assessed to have required a return to penitentiary)

Statutory Release - refers to a conditional release that is subject to supervision after the offender has served two-thirds of the sentence.

Temporary Absence - permission given to an eligible offender to be away from the normal place of confinement, either escorted or unescorted, for medical, administrative, community service, family contact, personal development for rehabilitative purposes, or compassionate reasons.

Warrant Expiry Date - the date the offender's sentence is completed. Offenders serving life sentences do not have a warrant expiry date and, if granted a conditional release, remain under supervision until their death.