



Correctional Service Canada



For the
period ending
March 31, 1997



Improved Reporting to Parliament —
Pilot Document

Canada

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Foreword

On April 24, 1997, the House of Commons passed a motion dividing what was known as the *Part III of the Estimates* document for each department or agency into two documents, a *Report on Plans and Priorities* and a *Departmental Performance Report*. It also required 78 departments and agencies to table these reports on a pilot basis.

This decision grew out of work by Treasury Board Secretariat and 16 pilot departments to fulfil the government's commitments to improve the expenditure management information provided to Parliament and to modernize the preparation of this information. These undertakings, aimed at sharpening the focus on results and increasing the transparency of information provided to Parliament, are part of a broader initiative known as "Getting Government Right".

This *Departmental Performance Report* responds to the government's commitments and reflects the goals set by Parliament to improve accountability for results. It covers the period ending March 31, 1997 and reports performance against the plans presented in the department's *Part III of the Main Estimates* for 1996-97.

Accounting and managing for results will involve sustained work across government. Fulfilling the various requirements of results-based management – specifying expected program outcomes, developing meaningful indicators to demonstrate performance, perfecting the capacity to generate information and report on achievements – is a building block process. Government programs operate in continually changing environments. With the increase in partnering, third party delivery of services and other alliances, challenges of attribution in reporting results will have to be addressed. The performance reports and their preparation must be monitored to make sure that they remain credible and useful.

This report represents one more step in this continuing process. The government intends to refine and develop both managing for results and the reporting of the results. The refinement will come from the experience acquired over the next few years and as users make their information needs more precisely known. For example, the capacity to report results against costs is limited at this time; but doing this remains a goal.

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Correctional Service Canada

Performance Report

**For the
period ending
March 31, 1997**

—
Honourable Andy Scott
Solicitor General

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MINISTERS MESSAGE

As a newly appointed Solicitor General, I am aware of the legitimate concerns that Canadians have about public safety. Crime prevention will be my first priority. Everything I do as Solicitor General will be governed by this principle.

During the last four years, there was an intense focus on criminal law issues to improve public safety. The Government's comprehensive "Safe Homes, Safe Streets" program was designed to address those concerns, which resulted in some solid gains. The Government remains committed to ensuring that Canada is a place where Canadians feel secure.

Building safer communities requires, however, a multi-dimensional approach to long-term improvement in our criminal justice system. While we must respond to Canadians who demand tougher measures, it is also important to remember that we need a balanced approach.

Canada's incarceration rate is significantly higher than most other western democracies. One of the reasons for this is that we incarcerate many people who are not violent and pose little, if any, risk of committing a crime of violence. It appears reasonable to reserve prison for our worst offenders, while using other sanctions for those who are not likely to commit a violent crime. This is why the Government is committed to work with the provinces and territories to develop alternatives to incarceration for non-violent offenders who can be safely and more effectively managed in the community.

To do this, we must focus on the social reintegration of offenders, using new ways to deliver correctional services, such as community diversion and restorative justice. There are already practical examples of this among Canada's First Nations, who continue to be over-represented in our correctional system. The Okimaw Ohci Aboriginal Healing Lodge for women offenders is an excellent example of how restorative problem-solving techniques can be applied in the correctional setting, using Aboriginal teachings and healing. It also demonstrates our commitment to strengthen our Aboriginal Communities, by developing relationships that are based on the principles of partnership, transparency, predictability and accountability.

Over the past year, the CSC changed leadership and re-focused its energies on the basic principles of good corrections - safe custody, humane care, effective programs and, ultimately, the safe reintegration of offenders into the community. A number of reviews were conducted to shape the future direction of the Service, including the key areas of Reintegration, Policy, Administrative Segregation and Offender Employment. Of particular importance was the renewed emphasis on women offenders, with the appointment of a Deputy Commissioner for Women.

I am heartened that a recent survey found a strong consensus among Canadians for a balanced and comprehensive approach which recognizes, as its fundamental level, that not all offenders are the same. It is important, therefore, to involve Canadians closely in the development of safe and effective solutions.

All participants in the criminal justice system must work together to accomplish this goal. Canadians will accept reforms provided these are part of a balanced approach, which continues to be driven first-and-foremost by a concern for public safety. As Solicitor General, I am committed to advance this principle over the course of my tenure.

Honourable Andy Scott
Solicitor General

SECTION I: THE MESSAGE

More than ever, Canadians are deeply concerned about public safety. They also recognize that we, as the principal agency for federal corrections, have a responsibility to contribute to public protection through the effective management of offenders and their safe return to society as law abiding citizens.

Fiscal year 1996-97 was one of both challenges and change, as the correctional and public environments had dramatic effects on the Service. *The Commission of Inquiry into Certain Events at the Prison for Women (The Arbour Commission)*, the Auditor General Reports on offender programming and reintegration, as well as reports of the Correctional Investigator, all identified areas for improvement.

These influences led the CSC to fundamentally re-examine its focus, and resulted in changes in both leadership and direction. The results of this self-examination were the re-affirmation of the Mission Statement and its Core Values, and a re-emphasis on the basics of corrections. Above all, the Service re-examined ways to provide consistent delivery of its national correctional program in compliance with the law.

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

We also established a number of Task Forces to provide CSC with expert advice on key aspects requiring urgent attention. These Task Forces focused on: (i) *Administrative Segregation* to ensure that management practices support continuous compliance with the law; (ii) *Policy Review* to establish clear, concise and consistent policy throughout the Service in keeping with the law; (iii) *Reintegration* to look at all aspects of offender case management, programming and community supervision for safe community reintegration; and (iv) *Offender Employment and Employability* to review offender employment and vocational training. The aims of the Task Forces were to critically examine the way the Service conducts the business of corrections and identify ways to improve it. Of particular significance was the appointment of the Deputy Commissioner for Women, to provide leadership in the renewed strategy for women offenders.

Corrections in the 90's is a both complex and challenging process - one that demands at once a respect for the rule of law, with the *Canadian Charter of Rights and Freedoms* and the *Corrections and Conditional Release Act (CCRA)* as its foundation, and adaptation to the constantly changing demands of the offender population, public expectations, Government priorities and demands from other stakeholders. This dynamic tension between the need for constancy (to comply with the law requires consistency) and the need for change (to adapt to constant change) is both the Service's strength and weakness.

The challenge facing the Service is to achieve both the protection of the public and the reintegration of the offender at the expense of neither - to protect the public *by* actively encouraging offenders to become law abiding. In the end, both the public and the offender are best served when offenders are successfully returned to the community as law abiding citizens.

To meet future challenges, the CSC has re-focused its energies on the fundamental principles of effective corrections- safe custody of offenders, humane care, programs that address criminal behaviour and, above all, successful reintegration of offenders into the community with appropriate support and safeguards.

In order to be open and accountable for results, the Service must have an effective accountability and reporting structure that allows it to monitor compliance with the law, while measuring progress towards its correctional goals. As a first step, the Service is developing a comprehensive accountability and reporting framework. This will enable it to measure and report on results, and meet its commitment to the public and parliamentarians for an open, accountable and transparent organization.

To accomplish these objectives, the Service cannot work in isolation. It needs to provide effective leadership in the area of federal corrections and renew its efforts to expand partnerships with its provincial and territorial counterparts. In addition, it must establish effective working relationships with the Correctional Investigator and other criminal justice stakeholders, whose energies can best be harnessed in shaping our future. Similarly, the Service is building on its relationships with other sister agencies in the Solicitor General portfolio to more effectively manage common issues.

In order to make this transition, the Service, more than ever, is turning to its Mission for guidance in order to make what are often tough judgements and decisions. This requires that the Service “live the Mission” and be a continuous learning organization - one that profits from the past and envisions the future. The sharing of ideas with our criminal justice partners, both in Canada as well as internationally, is a key component of our ability to adapt effectively to an ever changing and challenging environment.

I am pleased to be back to lead the CSC through this time of transition and renewal. One particular highlight of the year was that the Solicitor General, the Honourable Hebert Gray, endorsed the re-issuance of the Service’s Mission Statement. The Mission Document is intended to guide the Service’s staff in their day-to-day performance of duty. It also serves as our statement of accountability to our stakeholders, the public and Parliament itself.

I look forward to the challenges that lie ahead.

Ole Ingstrup

SECTION II: DEPARTMENTAL OVERVIEW

MISSION OF THE CORRECTIONAL SERVICE OF CANADA

Mission Statement:

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

The Mission provides an enduring vision of the ways in which CSC contributes to the maintenance of a just, peaceful and safe society. It defines the goals towards which we are collectively striving as well as our approach to both the management of the organization and the management of offenders. It also provides a basis upon which we are held accountable. The document contains “Core Values” which state the enduring ideals in carrying out the Mission; “Guiding Principles” which state the key assumptions which serve to direct staff in their daily work; and “Strategic Objectives” which articulate the goals that are deemed essential in achieving our Mission.

Mandate, Roles, and Responsibilities

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

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

The Service is responsible for offenders sentenced to imprisonment for two years or more.

Program Mandate

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

Objectives

The program objective of the Service is:

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

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

Strategic Priorities

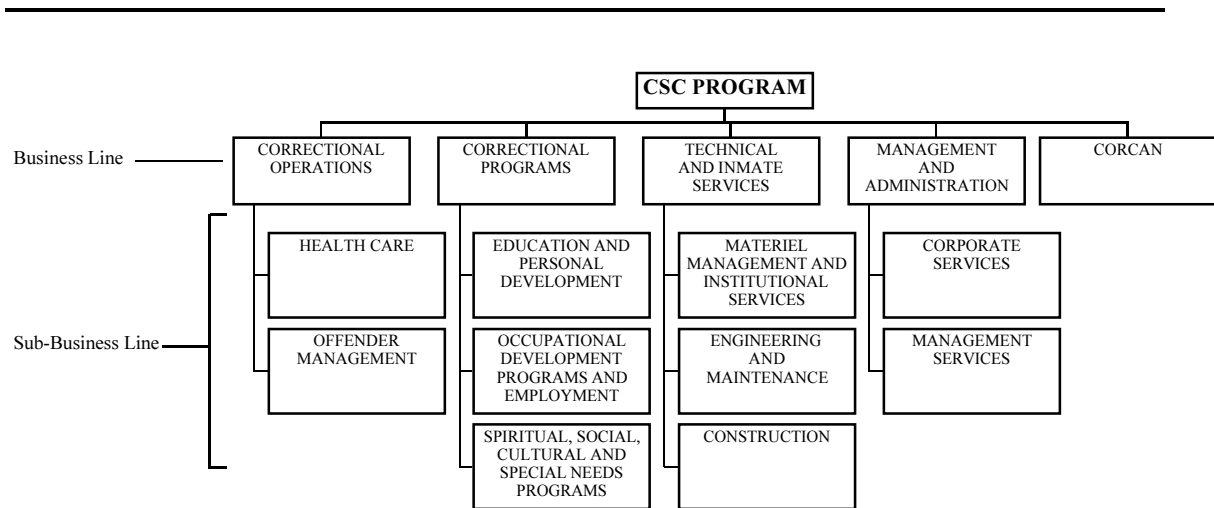
As a result of the changes in leadership and direction in mid-year, five Corporate Priorities were developed for the 1996-97 and 1997-98 fiscal years. An update on progress towards them is included in Section III, Departmental Performance (See Annex 1 for a list of Corporate Priorities).

- A. To Find Alternative Ways of Delivering Correctional Services
- B. To Create and Implement Effective Policy
- C. To Continue Effective Population Management
- D. To Maintain Effective Correctional Programs in Times of Fiscal Reduction
- E. To Maintain the Quality of CSC's Workforce

Business and Service Line, and Organization Composition

The Service has five business lines to reflect the organization and objectives in administering sentences and preparing offenders for safe reintegration into society. Each Business Line has an objective that contributes to meeting one or both aspects of CSC's Program Objective. Each Business Line is divided into sub-business lines. (see Figure 1)

FIGURE 1: BUSINESS LINE STRUCTURE OF THE CORRECTIONAL SERVICE OF CANADA



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

(2) *Correctional Programs* are designed to improve the offender's knowledge and skills, increasing the offender's potential for successful reintegration into the community.

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

(4) *Management and Administration* provides overall management direction, and includes the following corporate services: research, program review and audit; legal services; correctional policies and corporate planning; program measurement and reporting; intergovernmental affairs and communications. At the national, regional and operational levels, it provides the following management services: finance; personnel, including operations of Staff Training Colleges; and administration.

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

Organization Composition

CSC's penitentiaries, community correctional centres, parole offices and district offices are managed and supported by five regional offices. The regional offices are managed and supported by CSC's National Headquarters in Ottawa. National Headquarters is responsible for CSC's overall planning, policy development and administration. (See Annex 2 for Details)

CSC currently manages 49 federal penitentiaries (42 for male offenders and 7 for female offenders); 17 community correctional centres for offenders on conditional release; 69 parole offices and 17 district offices. As well, CSC has access to 168 Community-based residential facilities operated by community-based non-profit organizations. CSC maintains exchange of service agreements with most provinces and territories for accommodation and/or services such as treatment and education programs for offenders.

In total, CSC is responsible for approximately 21,000 offenders of whom 13,500 are incarcerated and 7,300 are on conditional release in the community. (October 1997) The approximate distribution of incarcerated offenders by level is 14 percent maximum security or Special Handling Unit, 66 percent medium security and 20 percent minimum security.

CSC employs 11,920 full-time staff. In addition, over 10,000 volunteers are involved in CSC activities such as tutoring, literacy training, visiting programs, social and recreational activities, multicultural activities and substance abuse programs. Over 400 of these volunteers serve on nearly 60 Citizen's Advisory Committees (CAC's) across Canada advising on the development of correctional facilities and programs, working as independent observers of the day-to-day operations and acting as liaisons with communities.

Public Environment

Canadians perceive a greater prevalence of crime, although the crime rate declined in 1996-97 for the fifth consecutive year (to 995 per 100,000 in 1995 and 973 per 100,000 in 1996), reaching levels comparable to those ten years ago. This decrease follows 15 years of annual growth (from 578 per 100,000 people in 1978 to 1,077 per 100,000 in 1992).

Despite this trend, however, there has been a dramatic increase in the number of reported sexually motivated crimes. The rate of reported sexual assaults increased by an average of 10% per year between 1983 and 1994, representing about 10% of all violent crimes. Organized crime, too, continues to grow, with a range of activities from commercial and computer crime to prostitution, gambling and drug trafficking. In addition, a growing

presence of criminal gangs across Canada's urban centres and other violent crimes continue to be of public concern, notably crimes against women, children, the elderly and other vulnerable groups.

There is also a renewed emphasis on meeting the needs of Canada's Aboriginal population. In response, the Service is developing policy and strategic frameworks to guide the development of programs and services that focus on the needs of the Aboriginal offender and strengthen the Aboriginal communities' ability to facilitate safe reintegration of these offenders.

Lastly, there is an increasing demand from victims of crime to become involved in the correctional process. Although there does not appear to be any generally agreed upon role for victims or a consensus on a set of objectives for victims to achieve, advocacy groups are active in all aspects of the criminal justice system.

Correctional Environment

Sensitivity to and intolerance of crime, especially violent crime, has fueled public demands to increase policing and to treat offenders more harshly, despite the fact that Canada already has the one of the highest incarceration rates in the Western world. From 1989-90 to 1995-96, CSC's incarcerated population grew by nearly one-quarter. The current forecast is for a 14 percent increase in the next ten years. Among the contributing factors behind this growth are a dramatic increase in the proportion of sex offenders, a rise in the number of offenders detained until the end of their sentence, a drop in the rate of offenders granted parole, and a build-up of offenders serving a life sentence (16% of the total incarcerated population). Offenders serving sentences for violent crimes now comprise over 77 percent of the incarcerated population.

In March 1997, there were 324 women offenders incarcerated in federal facilities. Of these, 26% were serving sentences of 10 years or more. A significant number have experienced sexual and/or physical abuse. Most have addiction problems and have cognitive abilities that range from very low functioning to university graduates.

Aboriginal offenders continue to be over-represented in the Canadian correctional system. Aboriginals represented 9% of the total federal offender population in 1982-83 (Task Force Report, 1988). By 1991, they comprised 12% of the federal and 19% of the provincial admissions (Canadian Centre for Justice Statistics, 1991). Presently, Aboriginals account for 14% of all federal offenders, while representing only 3.75% of the Canadian population. According to the provisional forecast (July, 1997), this will rise nearly 18% by the year 2007.

Two out of five federal Aboriginal offenders are sex offenders - about 18% of the total (Aboriginal Sex Offenders, 1997). Approximately 75% of Aboriginal offenders are incarcerated for crimes of violence. They often come from disadvantaged backgrounds, have severe alcohol problems, lack formal education and are unemployed at the time of admission. In short, Aboriginal offenders present needs that must be addressed by appropriate institutional programming and release planning.

The average offender population in Canadian corrections has shown a steady increase from 1990 to 1996, both at the federal and the provincial/territorial levels. Often, Provincial patterns are reflected in the experience of the CSC several years later. Custodial populations increased 10% at the provincial level and 24.5% at the federal level, for a total change of 15.6%. However, the federal offender population in the community (Full Parole, Day Parole and Statutory Release) actually dropped by 1.2% over the same period (Corrections Population Growth, 1997).

Although the growth trend has recently slowed, these cumulative increases have strained CSC's ability to house offenders. By the end of 1996-97, the inmate population was 17 percent greater than CSC's institutional capacity. As a result, many male offenders were "double-bunked" (housing two in a cell designed for one).

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

- *New firearms legislation*, which includes a mandatory four-year minimum sentence for serious personal injury offences involving use of a firearm;
- *Recent changes to the Young Offenders' Act*, which make it easier to have 16 and 17 year-olds charged with murder and other serious offences tried in adult court;
- *Amendments to the Corrections and Conditional Release Act (CCRA)* which make it easier to detain sex offenders whose victims are children until the expiry of their sentence;
- *New provisions for collection of forensic DNA evidence from criminal suspects*;

- *Legislation for high-risk violent offenders*, which allows the courts to designate an individual as a “long-term offender” and requires community supervision for up to 10 years following completion of the sentence.

An aging inmate population has placed additional strains on CSC’s resources. Another challenge of particular importance is the high prevalence of infectious diseases such as HIV and Hepatitis. It is believed that this latter trend will continue.

Limited resources have challenged the Service to move towards a more focused and efficient system. Despite the continued need for fiscal restraint, programs must be delivered at a time and place where they are most effective in reducing the likelihood of re-offending. As well, there are inefficiencies as a result of the jurisdictional split between federal and provincial/territorial corrections. Fiscal realities and resource constraints have provided an opportunity to develop alternative ways to deliver programs and services, to reduce the reliance on incarceration for those offenders who have the potential to reintegrate safely, and to reduce inefficiencies by creating new partnerships with other criminal justice agencies and jurisdictions.

CSC’s workforce faces continued pressure in both institutions, which must cope with the effects of crowding, and in the community, which must cope with offenders who present higher levels of risk. Concurrently, staff levels at the National and Regional Headquarters were dramatically reduced in recent years as part of the need to reduce expenditures. Lastly, while the Service’s management group approaches the age of retirement, it must continue to provide strong leadership to guide the organization through a period of renewal.

CORCAN is a Special Operating Agency that provides employment and training to about 1,900 federal offenders and markets the goods and services they produce. However, it must ensure its continued viability as a series of factors has left CORCAN with a declining share of the federal government market.

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

To accomplish these challenges, CSC refocused its energies in 1996-97 on the reintegration of offenders through numerous initiatives aimed at improving the quality and timeliness of the safe release of offenders (back to basics, streamlining, eliminating steps that do not add value). Optimizing the potential of offenders to reintegrate into the community successfully is a complex endeavour which requires focus and effort at all levels of the organization. Although results will not become evident until 1997-98, there are indications of positive movements in key areas such as the completion of intake assessments, offender security classification, and the proportion of offenders incarcerated beyond parole eligibility.

SECTION III: DEPARTMENTAL PERFORMANCE

A. PERFORMANCE EXPECTATIONS

Planned Versus Actual Spending Tables

Resource Requirements by Organization and Business Line

Comparison of Total Planned Spending to Actual Expenditures, 1996-97, by Organization and Business Line (\$ millions)

Organization	Business Lines					TOTAL
	Correctional Operations	Correctional Programs	Technical and Inmate Services	Management and Admin.	Corcan	
Correctional Service Canada	536	106	314	133	3	1,092
	525	119	305	158	0	1,107
TOTAL	536	106	314	133	3	1,092
	525	119	305	158	0	1,107
% of TOTAL	98	112	97	119		101

Note: Shaded numbers denote actual expenditures/revenues in 1996-97

Explanations of changes between the Estimates and the actual expenditures for 1996/97:

For fiscal year 1996/97, the Service has spent the amount of \$1,107,042 K or \$14,764 K in excess of the amount approved in the Part II of the Estimates; i.e. \$1,092,278 K. In order to analyze the financial results of the Service, additional resources provided via Supplementary Estimates and access to Treasury Board - Government Contingency Vote 5 should be taken into consideration. The following reconciliation is provided:

\$000

Main Estimates 1,092,278

Plus:

Recoverables under Operating Budget Regime 5,600

Carry-Forward 32,811

Other Statutory Items 3,372

Total available for Use 1,134,061

Less: Actual 1,107,042

Variance 27,019

As indicated above, the Service underutilized the resources provided via the Main and Supplementary Estimates by \$27,019 K or 2.38% of the total resources available.

The major variances are categorized as follows:

Offender Population: The population did not increase as projected and, consequently, expenditures were lower in the areas of ESAs, community services and other direct expenses related to the management of inmates. A TB frozen allotment was established for that purpose.

Capital Construction: Delays in some projects were experienced due to various conditions, e.g. weather. The amount of \$7.5 million was allocated to a TB frozen allotment.

Operations of Facilities: Delays to become fully operational were also experienced by some institutions, especially those for women corrections.

Technical Issues: A variance results from the application of the transfer price when the mix of resources (personnel - operating) is being changed during the fiscal year.

Comparison of Total Planned Spending to Actual Expenditures, 1996-97 by Business Line

(\$ millions)

Business Line	FTEs	Operating	Capital	Voted Grants and Contributions	Subtotal: Gross Voted Expenditures	Statutory Grants and Contributions	Total Gross Expenditures	Less: Revenue Credited to the Vote	Total Net Expenditures
Correctional Operations	7,790	536			536		536		536
	7,733	524		1	525		525		525
Correctional Programs	645	105		1	106		106		106
	781	118		1	119		119		119
Technical and Inmate Services	1,316	153	161		314		314		314
	1,297	160	144	1	305		305		305
Management and Administration	1,635	124	9		133		133		133
	1,782	142	16		158		158		158
CORCAN	315	59	2		61		61	59	3
	327	65	2		67		67	67	-
Totals	11,701	977	172	1	1,150		1,150	59	1,092
	11,920	1,009	162	3	1,174		1,174	67	1,107

Revenue credited to the Consolidated Revenue Fund

(14)

(15)

Cost of services provided by other departments

48

48

Net Cost of the Program

1154

Totals may not add due to rounding

Note:

1. Shaded numbers denote actual expenditures/revenues in 1996-97.
2. Operating includes contributions to employee benefit plans and minister's allowances.
3. The cost of services provided by other departments represents an estimated cost of accommodation from Public Work Government Services Canada (PWGSC), cheque issue services from PWGSC, employee's share of employee benefits from Treasury Board Secretariat (TBS) and other services from Human Resource & Development (HRD) and Justice. The actual cost of those services is not available. Therefore, an amount corresponding to the estimated cost has been used as actual.

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

Business Lines	Actual 1993-94	Actual 1994-95	Actual 1995-96	Total Planned 1996-97	Actual 1996-97
Correctional Operations	494	515	528	536	525
Correctional Programs	97	101	108	106	119
Technical and Inmate Services	262	288	309	314	305
Management and Administration	133	134	155	133	158
CORCAN	10	1	(1)	3	0
Total	996	1,039	1,099	1,092	1,107

Details of Personnel Requirements by Business Line
(FTEs)

Business Lines	Actual 1993-94	Actual 1994-95	Actual 1995-96	Total Planned 1996-97	Actual 1996-97
Correctional Operations	6,914	7,080	7,428	7,790	7,733
Correctional Programs	582	628	663	645	781
Technical and Inmate Services	1,228	1,244	1,292	1,316	1,297
Management and Administration	1,532	1,503	1,643	1,635	1,782
CORCAN	363	346	317	315	327
Total	10,619	10,801	11,343	11,701	11,920

Summary of Performance Expectations

Following are the Key Results Commitments established in mid 1996-97, as part of the Treasury Board President's Report to Parliament, as provided by the Service:

to provide Canadians with:	to be demonstrated by:
The safe reintegration of offenders as law-abiding citizens	<ul style="list-style-type: none"> • Increased length of successful period of supervision for federal offenders on day parole and statutory release • Continued increase in the number of federal offenders who are granted day and full parole
A reduction in the relative use of incarceration as a major correctional intervention	<ul style="list-style-type: none"> • Timely release of low-risk offenders • Reduction of reliance on incarceration in favour of community-based alternatives • Integration of correctional services with provinces where it is determined to be cost beneficial
Collaborating with Aboriginal organizations/communities to implement new arrangements for the provision of correctional services to Aboriginal people	<ul style="list-style-type: none"> • Aboriginal communities assume increased responsibility for correctional services within the overall development of an Aboriginal justice system
Continuing Effective Population Management	<ul style="list-style-type: none"> • A population forecasting capability that better plans accommodation requirements • An integrated forecasting system with provincial and territorial jurisdictions
A Federally Sentenced Women (FSW) Strategy	<ul style="list-style-type: none"> • Completion of construction and operationalization of the regional facilities for women offenders • Long-term women offender population management strategy which responds to the current significant over-crowding as well as the maximum security and mental health requirements of this population
The Management of Violent, High Risk Offenders	<ul style="list-style-type: none"> • Preparation for possible future legislation allowing courts to impose, on designated individuals, a period of post sentence supervision of up to 10 years
Safe and Healthy Correctional Environment	<ul style="list-style-type: none"> • Reduction in the number of violent incidents • A safe correctional environment conducive to effective offender programming
Public Participation in Corrections	<ul style="list-style-type: none"> • Increased public participation, understanding and acceptance of the mission and objectives of the Correctional Service of Canada

to provide Canadians with:	to be demonstrated by:
A revised CSC Policy Structure	<ul style="list-style-type: none"> • Clear identification of accountabilities and improved processes for policy development and consultation • Accountability frameworks including a range of key performance indicators • Compliance with policy and procedures and assurance that work is being performed to the standard required

Progress towards these Key Results Commitments is presented in Section 3B - Performance Accomplishments.

B. PERFORMANCE ACCOMPLISHMENTS

DEPARTMENTAL PERFORMANCE

Departmental Performance Overview

During the 1996-97 fiscal year, CSC was subject to a number of external reviews which influenced the management of the correctional agenda.

In 1995, a public inquiry was held into the events surrounding a disturbance at the Kingston Prison for Women which took place in April 1994. The report issued in May 1996 focused on the need to comply with legal and policy requirements. CSC recognized the serious nature of the criticisms and committed itself to take thorough and prompt corrective action in the problem areas identified.

The Auditor General's Report on Reintegration of Offenders (November 1996) noted that one of CSC's strengths is innovation in corrections. For example, the CSC has developed state-of-the-art correctional treatment programs, established a comprehensive risk assessment process, and implemented legal training for staff and managers. The Report was critical, however, of the Service's ability to effectively implement change. In addition, the Report on Rehabilitation Programs for Offenders (May 1996) highlighted concerns regarding the overall management of programs and, specifically, mechanisms to ensure their effectiveness.

The Service also made a concerted effort to address long-standing issues identified by the Correctional Investigator, and to re-establish a constructive working relationship. In addition, the "Long Term Operational Plan", which resulted in a significant reduction in the size and role of National Headquarters in the previous three years, was discontinued.

These influences led CSC to fundamentally re-examine its focus, and resulted in changes in both leadership and direction. The results of this self-examination were the reaffirmation of the Mission Statement and its Core Values, and a return to the basic of corrections. Above all, the Service re-examined ways to provide consistent delivery of its national correctional program in compliance with the law.

As a first step, the Mission Statement was amended to emphasize the primacy of the rule of law, and was signed by The Honourable Herb Gray in January 1997.

In addition, the organization structure and leadership of CSC National Headquarters was strengthened to increase the capacity to manage the correctional agenda. Treasury Board approved the revised National Headquarters organization structure in December 1996 and appointments to key senior management positions were made by April 1, 1997.

The essence of these changes was to:

- strengthen NHQ focus and expertise on correctional matters;
- strengthen the ability to assess the Service's performance in achieving correctional results and other expected results;
- continue a strong focus on women offenders;
- strengthen the "communications" function, including public participation and consultation.

Key changes included: the establishment of a Senior Deputy Commissioner responsible for reintegration and other aspects of the correctional agenda; realignment of functions relating to correctional learning and public participation under an Assistant Commissioner, Corporate Development; and alignment of functions relating to corporate performance under an Assistant Commissioner, Performance Assurance. These changes have resulted in an organization that is better able to meet the challenges of providing an efficient and effective correctional service to Canadians.

An implementation process for the new organization was communicated to all National Headquarters staff in December 1996. It is anticipated that staffing of the new organization will be completed by the end of 1997-98.

The following is a brief summary of the progress that has been made towards the Strategic Priorities during the 1996-97 fiscal year. As well, results are provided on the implementation of recommendations from the *Report of the Arbour Commission of Inquiry*, the *Auditor General's Reports on Rehabilitation Programs for Offenders and Reintegration of Offenders*, and the *Annual Report of the Correctional Investigator*. Progress related to the Service's horizontal initiatives is also presented.

Strategic Priorities

A. To Find Alternative Ways of Delivering Correctional Services

Through such measures as "double bunking", retrofitting existing institutions, building temporary units, transferring offenders between regions, and utilization of bed space in provincial facilities through Exchange of Services Agreements, the CSC has been able to cope with population pressures. Nevertheless, the potentially adverse impact of prolonged crowding in institutions is widespread including increased security risks, increased tension among inmates, and higher risk of infectious disease transmission. As well, longer waiting lists for treatment programs mean delays in releasing some inmates who have the potential to successfully reintegrate.

A key element in the strategy to find alternatives was to explore the opportunity for greater efficiencies and cost savings in the delivery of corrections, by rationalization of responsibilities with provinces and territories. Progress made during 1996-97 includes improved consultation with the provinces on uses for correctional facilities and shared programming initiatives. Of particular importance were the ongoing discussions that resulted in the creation of the paper on *Corrections Population Growth*. This document specifies eleven areas for cooperation and joint initiatives between federal, provincial and territorial governments, all of which will be explored during fiscal year 1997-98. The recommendations were endorsed by the Federal/Provincial/Territorial Ministers responsible for Justice in May of 1996. The *First Report on Progress* was released in March, 1997.

In summary, these reports demonstrate the efforts that have been made by all jurisdictions, individually and in collaboration with various criminal justice partners, to achieve results. In addition to the original eleven recommendations, four more were subsequently adopted. As concluded in the *First Report on Progress*, they reflect a positive consensus of views among jurisdictions and underscore the recognition by all key players in the criminal justice system of the importance of working together “to efficiently and effectively achieve safe, just and peaceful communities”.

During 1996-97, the Service successfully established several joint initiatives with the provinces and territories. A community-based treatment centre for provincial offenders with sexual problems was established in Prince Edward Island. Newfoundland recently decided to repatriate additional federal offenders on a voluntary basis. The Service has agreed to introduce programs at those Newfoundland facilities that house federal offenders. In addition, work is proceeding with the police and provincial corrections towards establishing a single adult criminal file. Work is also ongoing in the development of innovative programming alternatives for offenders whose risk can be safely managed in the community. These projects represent part of CSC's response to the *Sentencing and Corrections Review* initiative.

B. To Create and Implement Effective Policy

In August 1996, a Policy Review Task Force was created to explore the issue of non-compliance and to provide clear, concise and consistent policy direction in keeping with the law. The Task Force found that the Service's existing policy framework was generally sound, but made recommendations to ensure greater clarity of various components. These recommendations were approved in November 1996. The most significant change to the policy framework was to create a new instrument which provides staff with specific direction on how the law and policy is to be applied in day-to-day operations. This instrument will lead to the elimination of a wide range of existing documents such as manuals, codes, guidelines and standards which had, over time, become unclear.

Other recommendations included measures to make policy and related procedures more accessible to staff who are responsible for their application.

Work on implementing the Task Force's recommendations started in 1996-97. An evaluation of the measures recommended by the Task Force will take place in two years.

C. To Continue Effective Population Management

During 1996-97, the Service made significant progress in addressing the distinct needs of certain groups of offenders and the overall management of the offender population.

Women Offenders

Five regional facilities accommodating medium and minimum security women were operational by the end of the 1996-97 fiscal year, located in Nova Scotia, Quebec, Ontario, Saskatchewan and Alberta. Eighty-five percent of the women are now housed in these facilities, compared to the previous year's 100 percent at the maximum security Prison for Women. These facilities focus on identifying programs that provide opportunities for personal growth and meaningful vocational training. The Planning Circle, for example, created a vision for the Aboriginal healing lodge with direct input from Elders and the community. With the regional facilities, the Service designed an environment which provides women with real opportunities to accept responsibility, learn new skills, and successfully return to the community. The CSC's Women Offender Program represents a new and innovative way of housing and assisting women. It is perhaps the most controversial and successful of all its initiatives, and will continue to be a key challenge.

During 1996-97, it became apparent, however, that the community living concept and design of these facilities did not meet the needs of the maximum security population nor women with severe mental health needs, in terms of both security and programming. A comprehensive review of operations and an assessment of the women's population profile in 1996-97 was prompted by two escapes from newly-opened women offender institutions in combination with other incidents. Based on this review, it became evident that some inmates pose an unacceptably high escape/public safety risk which cannot be addressed at the regional institutions or that their mental health status is such that appropriate clinical intervention is not possible within the context of the regional institutions. The public safety imperative required that a more secure environment be used for these inmates. After examining a number of options, the use of available accommodation in existing facilities, with separate units and appropriate safeguards, proved to be the most viable to respond adequately to the current situation.

As a result, an interim strategy for the management of these women was formulated and implemented. Maximum security units were co-located within other existing facilities (Saskatchewan Penitentiary; Regional Reception Centre Quebec; Springhill Institution; and proposed at the Regional Treatment Centre Ontario), where the women are housed totally separate from the male population. The program and recreational areas are also separate.

These maximum security initiatives are a temporary measure, pending the finalization of a long-term strategy for maximum security women. The emphasis of these units is to provide the necessary programs that will allow the women to be safely reintegrated into the regional facilities. Several women were successful in reducing their security ratings, and were subsequently transferred to the regional facilities. Since the creation of these units, the regional facilities have been relatively incident-free. The transitional phase of the last two institutions to open, Grand Valley in Ontario and Joliette in Quebec, have not been marked with the type of incidents experienced after the first two openings.

CSC also developed a pilot, intensive mental health treatment program at the Regional Psychiatric Centre in the Prairie Region, for those women with significant mental health problems. Lastly, a 10-day modularized women-centered course was delivered to all staff at the facilities for women, as well as NPB members, case management officers and community volunteers to improve the understanding of women offenders and their needs.

Aboriginal Offenders

During 1996-97, the Service completed construction of the PeSakastew Healing Lodge for men in Hobbema, Alberta, for opening in 1997-98, to complement the Okimaw Ochi Healing Lodge for women near Maple Creek, Saskatchewan, which was opened recently. Both operate on a philosophy of aboriginal healing. A recent study on Aboriginal sex offenders led to the development and implementation of a pilot program of culturally appropriate programming in six institutions across three regions. A series of community consultations were held to encourage aboriginal community interest in Section 81 of the CCRA, which allows the Minister to enter into agreements with aboriginal communities and organizations for the provision of correctional services to aboriginal offenders.

Sex Offenders

There are approximately 3900 sex offenders under federal jurisdiction, and another 800 who have prior convictions. This accounts for nearly 25% of the total incarcerated population. During 1996-97, the Service approved a comprehensive set of standards and guidelines for the provision of assessment, treatment and relapse prevention services to sex offenders, for implementation in 1997-98. The standards will contribute to a nationally consistent approach to managing the risk these offenders present. Overall, the Service has expanded its capacity to treat sex offenders from 50 in 1973 to nearly 2000 in 1996. To meet the needs of the Aboriginal sex offender, the Service piloted treatment programs targeting this group during the fiscal year.

Mentally Disordered Offenders

During 1996-97, effort was concentrated on treating the mental health needs of women which could not be effectively met at the regional facilities. A comprehensive strategy for women's mental health was formulated, including the following: assessment services; intensive care; intermediate care; ambulatory care; psychotherapy and counseling; Aboriginal healing and Elder services; suicide prevention; sex offender treatment; and peer support. Of particular importance was the implementation of the Intensive Healing Program at the Regional Psychiatric Centre (Prairies), in September 1996. This type of intensive intervention has not been offered before, either by the CSC or any other jurisdiction. Treatment focuses on understanding and transforming the thoughts and behaviours that are the source of the problem (cognitive-behavioural therapy). Key to this process is the acquisition of new skills and coping strategies. Built into the program is a comprehensive evaluation component which involves both staff and patients.

Population Forecasting

The Service is developing a population forecasting model that will take into account a greater number of variables that influence population levels. The revised population forecasting system will include factors such as demographics, women offender and aboriginal offender trends, release and readmission probabilities, and crime trends (ultimately including comprehensive criminal court, youth and adult custody, labour force, and other relevant socio-economic trends). This will enable the CSC to better anticipate and plan for future accommodation and programming requirements.

Aging Offender Population

CSC initiated a study of aging offenders in 1996-97 to assess the impact that growing numbers of older offenders will have on the delivery of correctional programs and services.

Core Correctional Programs

The CSC is making significant changes to the management and delivery of its core offender programs, especially those in the areas of Substance Abuse, Living Skills, Family Violence and Adult Basic Education. Programs will be more precisely targeted to the offender's actual levels of need, through the Offender Intake Assessment, completed when offenders are admitted. This will mean more efficient use of resources and shorter waiting periods for those offenders who require particular core programs as part of their release plan. As well, CSC will continue to offer a greater proportion of its core programs in the community, where research has shown them to be more effective, to ensure continuity of program delivery throughout the sentence. Relapse prevention strategies will, therefore, form a key part of these community-based programs.

D. To Maintain Effective Correctional Programs in Times of Fiscal Reduction

The reorganization of CSC National Headquarters led to the establishment of a Programs Division with responsibility for the overall management of core institutional and community interventions, including substance abuse programs, sex offender treatment, living skills programming and education. A policy on correctional programs was drafted, which establishes a clear framework for program management. In addition, a Task Force was struck on Offender Employment to ensure that the time served by offenders is as productive as possible. It focused on optimizing their potential for successful reintegration as law abiding citizens. CSC also began to enhance and revise the financial system to ensure consistency in capturing program costs.

E. To Maintain the Quality of CSC's Workforce

In April 1996, renewed efforts were begun to address succession planning. Work continues, with particular emphasis on the Government's La Relève initiative. A developmental project for case managers was also started, including new qualification standards and a formal training course. The Service will begin delivering new orientation and refresher training to case management staff in the latter part of 1997-98.

Arbour Commission of Inquiry

The Arbour Commission report gave added impetus to the work already underway to examine the adequacy of the Service's policy structure and to strengthen the strategy for women offenders.

One of the key decisions announced by the Solicitor General was the creation of the position of Deputy Commissioner for Women to be accountable for the continued evolution of women's corrections, including measures to ensure program integrity. Action taken includes the following:

- **Appointment Of Deputy Commissioner for Women (DCW)** - The DCW provides leadership and direction in the area of women's corrections and serves to highlight the importance of the Women Offender initiative within the national correctional system.
- **Administrative Segregation** - CSC established a Task Force to complete a comprehensive review of the use of administrative segregation. Activities included a preliminary assessment of administrative segregation practice and procedures at all CSC institutions. That assessment indicated compliance issues were systemic across all regions and in almost every aspect of the process. Subsequent to this assessment, training was undertaken and measures were introduced to support compliance with the law. A follow-up audit in January/February 1997 demonstrated significant improvement.

The Task Force presented recommendations for enhancements to the use and

management of segregation to CSC's Executive Committee in April 1997. Some of these recommendations are currently under review. However, major initiatives have been launched to reduce the use of segregation, including the introduction of program interventions to divert inmates from segregation. A Standard Operating Practice is being developed and will be combined with legal and operational training to ensure staff are knowledgeable of the law, their responsibilities and their accountabilities.

Steps were also taken to ensure the Offender Management System is in compliance with the procedural requirements established in the CCRA. An administrative segregation process checklist and a handbook for segregated inmates were developed and issued.

- **Investigation Process** - CSC initiated a number of actions to improve the investigation process. Two senior, permanent investigators were appointed to improve the Service's ability to investigate incidents promptly. To enhance the independence of CSC's internal Boards of Investigation, policy now requires an external Board member for all national investigations. During 1996-97, 22 national investigations were conducted, each involving a community member. Only Board members may now make changes to a report and are required to sign the final version. A national directory of community resources was developed to ensure the participation of knowledgeable and objective members of the community in all investigations. In addition, policy and procedures were streamlined to improve reporting of findings. Notices required under the Inquiries Act are now being issued to those individuals against whom a finding of misconduct may be made in an investigation report. Lastly, the Service published three documents on the results of investigations (*When Things Go Wrong* (December 1996); *Inmate Murders: What National Investigations Tell Us* (January 1997); and *Stepping Back For A Better Look: Lessons Learned From Investigations Into Institutional Incidents* (March 1997), and instituted Bulletins to staff to ensure they are aware of lessons learned from investigations as they occur.
- **Grievance Policy** - The Service conducted a review of the grievance process for inmates, with the aim of ensuring that the policy allows for realistic timeframes to complete the review of grievances. In addition, a grievance priority system was developed and implemented nationally.

During 1996-97, there were 22,800 inmate grievances submitted. Of these, all but 993 were resolved before reaching the third level. Timeliness for responding to third level grievances was greatly improved, from an average of 41 working days in January 1996 to 17 by March 1997.

- **Institutional Emergency Response Team Capability (IERT)**- All the facilities for women or other institutions housing women offenders will have an all female IERT or cell extraction team to maintain security and restore order. In the rare emergency situation requiring the assistance of IERT staff from other institutions or outside agencies, those staff will only be used to contain a situation.
- **No Strip Search Of Federally Sentenced Women By Male Staff** - Policy has been amended to provide that under no circumstances will male staff participate in or witness a strip search of a female offender. This action goes beyond both the Arbour recommendation and the provisions of the CCRA, which allow male staff to participate in strip searches in “emergency situations”.
- **Cross Gender Staffing Pilot** - A 3-year pilot was launched at Edmonton Institution for Women, whereby only female front line workers will supervise inmates. As well, plans are underway to select an independent monitor to evaluate and report on the implementation of cross-gender staffing in women’s institutions.

Auditor General of Canada

There were five themes in the last three Auditor General Reports that challenge the CSC to improve the management of reintegration:

- Implementing Change
- Common Practices and Standards
- Quality Assurance
- Performance Information
- Staff Roles, Training and Support

Details of actions taken to address these concerns are listed in Annex 3.

Annual Report of the Correctional Investigator

During 1996-97, the CSC made a concerted effort to improve the working relationship with the Correctional Investigator.

The Correctional Investigator's Annual Report for 1996-97 highlighted the positive steps taken by CSC over the course of the year. He noted that the Commissioner held a number of meetings and reported that "we have reached agreements in most areas on the problems associated with the specific issues". It was also noted that "the Commissioner has committed himself to a detailing by the Service of the specific actions to be taken and the development of a process to measure and evaluate the impact of those actions". Further, he noted that "I believe that a positive step has been taken which will ensure an addressing of these issues and the individual concerns of offenders in a more open, responsive and cooperative fashion" (reference: page 3, 1996-97 Annual Report of the Correctional Investigator).

The Report outlined the outstanding issues of concern on which the Service is taking action. These include: Special Handling Units; Inmate Pay; Grievance Procedure; Case Preparation and Access to Programming; Double Bunking; Temporary Absence Program; Transfers; Hostage-taking (1991); Mental Incompetence; Disciplinary Court Decisions; Use of Force; and Inmate Injuries. The Service is actively pursuing ways to address these concerns.

Horizontal Initiatives

CSC is working in partnership with the other agencies within the Ministry of the Solicitor General, as well as federal, provincial, territorial and private organizations. The following lists some of the major projects in which the CSC is either leading or participating:

Canadian Criminal Justice Initiatives	NPB	RCMP	Sol. Gen.	CSC	Justice	Other Fed. Dept.	Prov./ Terr.
Sentencing and Corrections Review	◆		◆	◆	◆		◆
Restorative Justice	◆	◆	◆	◆	◆		◆
Offender Reintegration	◆		◆	◆			
Alternatives to Incarceration	◆	◆	◆	◆	◆		◆
Juvenile Justice		◆	◆	◆	◆		◆
National Crime Prevention Council	◆	◆	◆	◆	◆	◆	
National Forum on Organized Crime	◆	◆	◆	◆	◆	◆	◆
Monitoring / Control of Organized Crime within the Federal Offender Population	◆	◆	◆	◆			◆
Agreements on community notification		◆	◆	◆			◆
Building Support for Community-Based Policing	◆	◆		◆			◆
Dangerous Offenders / Long-Term Offenders Legislation (Bill C-55)	◆		◆	◆	◆		◆
Firearms Legislation Implementation	◆	◆	◆	◆		◆	
DNA Data Banking		◆	◆	◆	◆		◆
Aboriginal Justice Strategy		◆	◆	◆	◆		◆
Canadian Drug Strategy		◆	◆	◆	◆	◆	
Offender Management System (OMS)/ CPIC Interface		◆	◆	◆			
Concept of a Single Adult Criminal File	◆	◆		◆			◆
Criminal Justice Diversity Network	◆	◆	◆	◆		◆	◆
Cooperation on Information Technology Enhancements		◆	◆	◆			◆
Review of the Corrections and Conditional Release Act	◆		◆	◆	◆	◆	
National AIDS Strategy				◆		◆	

Criminal Justice Initiatives

Achievement of the Mission requires the ongoing exchange of information and strong national, international, governmental and non-governmental partnerships. These collaborative ties provide CSC with the opportunity to contribute to, and benefit from, developments that improve correctional practice and management.

Through its international work, CSC contributed to the achievement of results and to Canada's foreign policy and aid objectives, particularly in relation to good governance and the protection of human rights. As a recognized international leader in Corrections, CSC exchanged information and correctional expertise with many organizations and countries.

In support of CSC policy and program initiatives, the Service collected international data on topics including: inmate pay; comparative sentence lengths; staff/offender ratios; cross gender staffing; staff training; hostage negotiations; prison industries; use of alternatives to reduce use and length of imprisonment; offender accommodation policies; policies and operations for Special handling units; and management of gangs.

The involvement of victims provides an opportunity for new partnerships with international and provincial agencies, the private sector and the community. This has led to an expansion of initiatives in the areas of alternative dispute resolution and restorative justice, ranging from victim-offender reconciliation projects to the development of informal conflict resolution processes.

PERFORMANCE INDICATORS

The primary goal of CSC's correctional strategy is safe reintegration. The achievement of results within the correctional strategy will facilitate the Service's contribution, as part of the criminal justice system, to protection of the public. Key indicators are:

- the number of escapes from CSC custody and the resulting offences incurred by those offenders;
- the number of serious offences incurred by offenders in the community while under CSC supervision; and,
- the extent to which victim concerns about their own safety are addressed.

The Service is also accountable for exercising reasonable, safe, secure and humane control of offenders. A key measure is the number of major incidents in institutions, particularly those which threaten safety or security of offenders, staff and others. Major incidents include those involving violence, major institutional disturbances involving groups of inmates, and inmate suicides.

CSC must also achieve its correctional objectives within the allocated funding. Accountability for resource utilization is measured primarily through the average annual cost of maintaining offenders in federal penitentiaries or under supervision and through the ratio of staff to offenders.

The identification of performance measures for overall corporate reporting and for reporting by business lines will be reviewed as part of implementation of the revised ‘Planning, Reporting and Accountability Structure’ which is being submitted to Treasury Board in 1997-98. The review will address a number of issues with respect to the validity of the current measures, the ability to attribute results to specific programs or initiatives and the clarity and significance of the measures.

Escapes from Institutions

During 1996-97 there were 48 escapes from federal penitentiaries involving 58 offenders, significantly lower than the average of 149 per year for the previous nine years. Two of these offenders, both minimum security, remained at large as of July 31, 1997. Three of the offenders who had escaped faced new charges, one for a violent offence.

FIGURE 2: OFFENDERS ESCAPED FROM FEDERAL PENITENTIARIES

Institution Security Level	87-88	88-89	89-90	90-91	91-92	92-93	93-94	94-95	95-96	96-97
Maximum/Multi-Level	0	4	1	9	0	0	0	0	1	9
Medium	10	8	9	11	6	9	10	19	6	2
Minimum	136	112	124	142	188	189	202	98	51	47
TOTAL OFFENDERS	146	124	134	162	194	198	212	117	58	58

The number of offenders who escaped from federal penitentiaries has declined significantly from a high of 212 in 1993-94 to 58 in 1996-97. At the same time, the incarcerated population grew from 13,322 to approximately 14,500.

Escapes in 1996-97 in the maximum/multi-level category occurred from two of the newly opened, multi-level women offender institutions.

Major Offences in the Community

During 1996-97, a total of 15,222 offenders were in the community at some time during the fiscal year. A total of 195 of these offenders were charged with major offences in the community in 1996-97, representing 1.4 percent of this total (Figure 3). Three types of conditional releases (Day Parole, Full Parole and Statutory Release) are presented.

Offenders are normally eligible for a full parole review at one-third of their sentence with some exceptions (life sentences which do not have an end date or where the sentencing judge has set a different eligibility date). Offenders can also apply for day parole, normally no earlier than six months before their parole eligibility date Parole decisions are made by the National Parole Board based on an assessment and recommendation from CSC. Those offenders who remain incarcerated until their Statutory Release date (release at two-thirds of the sentence, as mandated by law) must be released on that date, unless CSC has determined that there are reasonable grounds to believe the offender will commit an offence causing death or serious harm prior to the end of the sentence.

Of the 195 offenders charged with major offences, 63 percent were in the community for less than six months. Offenders on Statutory Release (mandated by law) accounted for 68.2 percent of major offences in the community, while representing only 47 percent of offenders in the community. Offenders on parole (NPB decision) accounted for 28.8 percent of major offences in the community, while representing 53 percent of offenders in the community.

FIGURE 3: OFFENDERS CHARGED WITH SERIOUS OFFENCES WHILE ON CONDITIONAL RELEASE - 1996-97

Release Type	Federal Offender Community Population			Supervised Offenders with Major Offences in 1996-97	Proportion of Community Offenders
	1995-96 Year-End Population	1996-97 Releases	TOTAL Federal Offenders		
Day Parole	986	1,765	2,751	12	0.4%
Full Parole	4,214	840	5,054	50	1.0%
Statutory Release	2,057	4,801	6,858	133	1.9%
TOTAL	7,257	7,406	14,663	195	1.4%

Following is a summary of major offences for which federal offenders were charged, by offence type, for the period 1992-93 to 1996-97.

FIGURE 4: OFFENDERS CHARGED WITH SERIOUS COMMUNITY OFFENCES WHILE ON CONDITIONAL RELEASE

	92-93	93-94	94-95	95-96	96-97
Murders	21	16	16	15	10
Attempted Murders	17	9	13	15	7
Sexual Assault	43	43	49	22	31
Major Assault	34	27	25	21	28
Hostage Takings	1	4	5	3	1
Confinement	19	9	3	5	4
Armed Robbery	88	102	113	71	90
Other sensational incidents	3	30	32	13	24
Total	226	240	256	165	195

Victim Concerns

To respond to the victims of crime, the Service is providing information to victims about offenders, in keeping with legal requirements. Efforts are also continuing to increase their knowledge about legislation, corrections and conditional release.

Annual contacts with victims have generally increased steadily, from about 5,500 in 1994/95 to 6,500 in 1996/97.

A baseline analysis was conducted of the federal supervision population as at January 18, 1997. This analysis included a review of the types of conditions for offenders under supervision on that date and reflected the following:

- at least 10 percent of the federal supervision population had a condition not to have contact with the victim(s) of their offence; and,
- at least 20 percent had a condition which restricted relationships and/or contact with women and/or children.

Institutional Incidents

Figure 5 reflects the ten-year trend for major incidents in institutions. The rates of major incidents involving violence and of inmate suicides in 1996/97 have declined despite increasing inmate populations. However, the number of major disturbances in institutions rose dramatically to 10 in 1996-97 compared to an average of 4.2 per year in the previous nine years. Comprehensive investigations into these incidents revealed no single set of factors nor a consistent pattern. The total number of major incidents involving violence (murders, major assaults, hostage takings, major inmate fights) declined from 67 in the previous year to 56 in 1996-97. The majority of these (50) were assaults on or murders of inmates by other inmates.

FIGURE 5: MAJOR INCIDENTS IN FEDERAL PENITENTIARIES

INCIDENT TYPE	87-88	88-89	89-90	90-91	91-92	92-93	93-94	94-95	95-96	96-97
Murders - Staff	0	0	0	0	0	0	0	0	0	0
Major Assaults - Staff	1	4	3	4	2	6	1	6	4	1
Murders - Inmates	4	5	2	6	4	6	6	7	2	5
Major Assaults - Inmates	36	27	37	45	62	52	56	58	54	45
Hostage Takings	1	3	7	4	4	2	6	2	3	1
Major Inmate Fights	1	2	4	5	7	11	4	5	4	4
VIOLENT INCIDENTS	43	41	53	64	79	77	73	78	67	56
Major Disturbances	11	3	0	4	5	6	4	3	1	10
Inmate Suicides	10	12	10	10	16	11	24	14	17	10
ALL MAJOR INCIDENTS	64	56	63	78	100	94	101	95	85	76

Cost of Maintaining Offenders in Federal Institutions by Security Level :

The following table is a summary of direct institutional costs per offender (i.e. excluding capital, transfer payments and operating costs of headquarters) for the five-year period 1991-92 to 1995-96, in current year and constant year dollars.

FIGURE 6: ANNUAL COSTS PER OFFENDER

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

*CORCAN Revolving fund excluded starting April 1, 1992.

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

BUSINESS LINE PERFORMANCE

As part of the "Planning, Reporting, and Accountability Structure" (PRAS) initiative, CSC will be reviewing its performance and accountability frameworks. The PRAS, scheduled for implementation commencing in 1997-98, will redefine the major business lines and realign performance measurement strategies and indicators along these lines. The following table provides a summary of achievements utilizing the business line structure defined in Part III of the 1996-97 Main Estimates.

A. CORRECTIONAL OPERATIONS
<p><i>Reintegration:</i></p> <ul style="list-style-type: none">* Establishment in September 1996 of a Task Force on Reintegration to address weaknesses identified in management of offender reintegration. The Task Force report was issued in January 1997 and the recommendations were accepted by the Executive Committee for implementation beginning in 1997-98.* Establishment of a Reintegration Manager at each institution and district office.* Establishment of clear accountabilities for collection of offender information from police and the courts, and a system to track performance in this area.* Establishment of additional information-sharing agreements with the Provinces and with police forces. There are now nine information-sharing agreements in place with the provinces.
<p><i>Community Corrections:</i></p> <ul style="list-style-type: none">* Continuation of the National Community Corrections Council to promote the development, implementation and consistent application of the most efficient and effective practices in community corrections throughout the country.* Development of guidelines for different supervision levels for various categories of offenders (e.g. sex offenders, violent offenders).* Increased availability of program interventions for offenders in the community.* Implementation of a funding formula to ensure balanced resources.* Development of additional partnerships with community-based groups (e.g. Ministerial Council, Circles of Support).* Completion of staff training to provide a new program approach (Counterpoint) to change criminal thinking.* Implementation of an Internet-based communication about Community Corrections. This site was accessed by over 14,000 readers in 1996-97.
<p><i>National Drug Strategy:</i></p> <ul style="list-style-type: none">* Implementation of revised procedures for urinalysis testing to address issues regarding dilution of samples.* Introduction of new tests for three additional drug types.* Reduction in the rate of positive institutional drug tests from approximately 15 percent in 1995-96 to 12 percent in 1996-97.* Full implementation of the Community Drug Strategy has been delayed pending changes as a result of the Task Force on Reintegration.

Aboriginal Offenders:

- * Full implementation of an Aboriginal substance abuse pre-treatment program as a core program at institutions with Aboriginal offenders.
- * Consultation on the Aboriginal program philosophy to address integration with CSC's core program delivery.
- * Continuation of Aboriginal community involvement through National and Regional Aboriginal Advisory Committees to address correctional issues relative to Aboriginal offenders.
- * Consultations are underway internally and externally on the establishment of agreements under Section 81 of the CCRA to involve Aboriginal communities in the delivery of correctional services.
- * Opening of Aboriginal Healing Lodge for women offenders in the Prairie Region.
- * Construction of an Aboriginal institution for male offenders in the Prairie Region that opened in May 1997.

Women Offenders:

- * Appointment of a Deputy Commissioner for Women's corrections.
- * Opening of regional women offender institutions following completion of pre-opening audits.
- * Completion of a national accommodation strategy for women offenders.
- * Interim accommodation of maximum security women offenders in all except the Ontario Region, pending development of long-term strategy and outcome of a court challenge.
- * Full implementation of the community living model for minimum and medium security women offenders.
- * Implementation of a Program Strategy for women offenders.
- * Completion of a CSC research study on factors contributing to women offender maximum-security status.
- * Delivery of training for 40 psychology and front-line staff in the Dialectical Behaviour Therapy Program for difficult-to-manage women offenders.
- * Commencement of a pilot program for intensive mental health treatment at the Regional Psychiatric Centre in the Prairie Region.
- * Attainment of an Exclusion Order from the Public Service Commission to implement a three-year pilot of only women front-line staff at Edmonton Institution for Women.
- * Development of a comprehensive national protocol to regulate contact between male staff and women offenders for implementation in 1997-98.
- * Amendment of CSC policy to prohibit male staff from participating in or witnessing strip search of women offenders.

Health Care:

- * Establishment of a National Health Services Council in October 1996 to ensure strong leadership for Health Services.
- * Continued participation of representatives of health professions (Canadian Medical Association, Canadian Dental Association, Canadian Nurses Association) in the National CSC Health Care Advisory Committee.

- * Completion of a review of the 1995 Protocol for Treatment of Chronic Hepatitis B and C, including participation by community experts in the review. The recommendations are to be integrated into a revised protocol for implementation in 1997-98.
- * Evaluation of National AIDS Strategy initiatives in partnership with Health Canada, for completion in 1997-98.
- * Establishment of a National Working Group, including Health Canada representatives, to develop a standardized, national protocol to manage significant exposures to bloodborne pathogens for inmates and staff.
- * Redevelopment of the CSC policy on infectious diseases.
- * Completion of an analysis of suicides that occurred in 1996-97.
- * Enhancements to the mandate of the Tuberculosis Prevention & Control Steering Committee.
- * Continued effective tuberculosis prevention and control. In 1996-97, over 4,000 tests were administered to staff with no active cases identified, while over 10,000 tests were administered to offenders with 10 cases of active tuberculosis identified.
- * Changes to CSC smoking policies to comply with the *Non-Smokers Health Act & Regulations*.

B. CORRECTIONAL PROGRAMS

- * Development of a national program management model for full implementation in 1997-98, including standards to ensure appropriate matching of offender needs and level of risk to program intensity, and cost-benefit of programs.
- * Completion of a framework for resourcing, accreditation and evaluation of correctional programs.
- * Establishment of a Task Force to review offender employment issues in relation to reintegration initiatives, for reporting in 1997-98.
- * Development of a cost-benefit model and implementation of changes to the financial coding structure to ensure the specific nature of a program can be captured for cost-benefit analysis.
- * Completion of a pilot institution-based program for high-risk violent offenders. Additional sites will test the program in 1997-98.
- * Issuance of National Standards and Guidelines for Sex Offender Programs by the National Committee on Sex Offender Strategy. This document includes standards for provision of services to sex offenders, and guidelines for assessment, treatment, research and evaluation/accountability.
- * Effectiveness studies planned or underway for substance abuse, family violence and sex offender treatment programs.

Chaplaincy

- * Increased national and international participation in Restorative Justice Week (community, victims and offenders).
- * Growth in the number of community chaplaincies to 24 across Canada helping with the reintegration of offenders.
- * Initiation of Circles of Support in the community. There are now seven, with four more pending, and this concept will be expanded across the Service in 1997-98.
- * Progress with university faculties of Theology to develop and deliver specific courses relating to offenders, victims and communities.

C. TECHNICAL & INMATE SERVICES

Information/Asset Management:

- * Establishment of an Operational Support Branch with responsibility for the development, implementation and ongoing operation of the Offender Management System (OMS), to respond to the recommendation that correctional management become more directly involved in the management of this system.
- * Major review of how OMS is utilized in the correctional process and recommendations made on improvements to facilitate achievement of objectives.
- * Implementation of Capital Asset Management System and completion of related staff training.
- * Implementation of PeopleSoft commenced, with completion scheduled for 1997-98.

D. MANAGEMENT & ADMINISTRATION

Offender Population and Operational Planning:

- * Development of a National Capital, Accommodations and Operations Plan to integrate capital and accommodation planning, including life-cycle and cost-benefit analysis.

Strategic Policy & Planning:

- * Approval of the revised Mission for CSC by the Solicitor General of Canada to incorporate the requirement to respect the rule of law.
 - * Publication and distribution of the revised Mission Document to all staff and offenders as well as the general public.
- Restatement of 1996-97 priorities and objectives as result of the change in leadership and the revised Mission, to cover the balance of 1996-97 and 1997-98.
- * Issuance of the Report of the Policy Review Task Force in November 1996 to address reorganization, accountabilities and the policy regime. Recommendations related to adjustments to policy framework, review/update process, communication, and accountabilities for monitoring of implementation.

- * Participation by CSC and funding of a study of federal and provincial carceral populations with the Canadian Centre for Justice Statistics to be used in the development of policy on populations served by each jurisdiction, and as basis for discussion between provincial, territorial and federal authorities in other areas.
- * Continuation of work on the development of a more advanced offender population forecasting system which will provide short, medium and long-term projections of offender populations and which will take into account changing offender profiles.
- * Coordination of CSC involvement in initiatives with other federal and provincial/territorial jurisdictions.

Intergovernmental Affairs:

- * Identification of 15 areas for cooperation and joint initiatives with provincial and territorial governments as part of a joint project and report to Federal-Provincial/Territorial Ministers responsible for Justice or ***Corrections Population Growth***. Areas for cooperation include better integration of information management systems, promotion of the development of community-based alternatives to incarceration for low-risk offenders, collaboration in establishing agreements for the care and custody of Aboriginal offenders with Aboriginal communities and organizations, expansion of current initiatives in alternative dispute resolution and restorative justice areas, pilot projects to work more cooperatively on correctional programs and services.
- Ongoing exchange of information, correctional expertise and technical assistance on projects with other countries, including the United States, United Kingdom, Netherlands, Scotland, Cameroon, Czech/Slovak Republics, Ghana, Hungary, Kazakhstan, Venezuela, Chile and Lithuania.

Research

- * Contribution to correctional knowledge through analysis and dissemination of results from a major staff survey and an Aboriginal offender survey.
- * Completion of a series of research studies in support of women offender services, examining security level on a variety of criteria (risk, need, suicide potential).
- * Completion of a review of the offender population forecasting system (models, data, requirements) for development of a new forecasting and simulation modeling system.
- * Provisional forecasts completed (1998-2007) for men, women, Aboriginal and community supervision populations.
- * Development of an objective security reclassification protocol for field testing in 1997-98.
- * Development of a research design to examine the effects of administrative segregation on offenders.
- * Completion of a research project to develop the first high-risk violent offender treatment group program.
- * Establishment of a registry of treated sex offenders for evaluation purposes.
- Publication of “Forum on Corrections Research”: one issue focused on “Offender Classification,” the second on “Violent Offenders.”

Offender Affairs:

- * Acknowledgement in the Correctional Investigator's 1996-97 Annual Report of improved mechanisms to work with the CI in resolving issues.
- * Establishment of a Coordinator, Correctional Investigator Issues position to maintain a cooperative professional working relationship with that office.
- * Initiation of a review of grievance policy, with the goal of ensuring that the policy allows for more realistic timeframes to complete the review of grievances.
- * Implementation of a national grievance priority system.
- * Reduction in the average number of working days to respond to offender grievances submitted to the Commissioner of Corrections from 41 working days in January 1996 to 17 working days in March 1997.

Performance Assurance:

- * Implementation of a revised structure and quality control process for conducting investigations into serious incidents to ensure integrity of results
- * Participation of a community member on each of 22 national Boards of Investigation.
- * Development of accountability frameworks and related performance indicators was delayed pending re-organization and redefinition of the planning, reporting and accountability structure (PRAS) in line with new Treasury Board direction.
- * Development of management indicators in four of 21 areas (Transfers, Segregation, Security Classification, Offender Grievances) . Development is continuing in the remaining areas. This project is scheduled for completion by January 1998 for offender related data.

Communications, Public Participation & Consultation :

- * Extensive consultation with criminal justice system partners (refer to Horizontal Initiatives in the "Departmental Performance" section of this report).
- * Participation by over 400 volunteers on nearly 60 Citizens Advisory Committees (CACs) across Canada, advising on the development of correctional facilities and programs, working as independent observers of the day-to-day operations, and acting as liaisons with communities.
- * Participation by over 10,000 volunteers in operational service delivery such as tutoring, literacy training, visiting programs, spiritual programs, social/recreational activities, multicultural activities and substance abuse programs.
- * INTERNET: CSC site on-line since March 1996. Over 100,000 accesses in the first eight months of operation.
- * Completion of an internal survey of existing public education activities and ideas.
- * Regular publication of Let's Talk and CONTACT for staff.
- * Maintenance of a public enquiry service.

Personnel & Training:

- * Discontinuance of workforce adjustment initiatives due to 1996-97 reorganization.
- * Renewed efforts to address succession planning began in April 1996. Work is ongoing, with particular emphasis on responding to the Government's *La Relève* initiative.
- * Development of Bona-fide Occupational Requirements (BFOR) for correctional officers, for full implementation by 2000.
- * Strengthening of Occupational Safety and Health program (Health accomplishments reported under Health Care).
- * Implementation of a Return-to-Work program for staff with an Advisor seconded from Worker's Compensation Board of Ontario. Development of a National RTW newsletter and two information guides - one for managers/supervisors and one for staff. Establishment of active RTW committees in each region to address issues, including management and union representation.
- * Development of Legal Education for Managers on the *Corrections and Conditional Release Act* and its global context.
- * Initiation of a 'CSC and the Law' series of learning programs, including 'The Context of the Law for Decision Makers in the Correctional Environment' and a classroom module for the Correctional Training Program. A Self Directed Learning Module was also developed to complement the classroom training.
- * Development of a Use of Force Management Model to be integrated into all future training related to Use of Force.
- * Development of a problem solving model for corrections. This model was integrated into the CSC and the Law classroom training and will be integrated into other future development.

E. CORCAN**Offender Employment:**

- * Establishment of community-based programs with outside agencies such as John Howard Society and St. Leonard's Society to bridge employment activities and job search.
- * Assistance with community job search provided to over 500 offenders in 1996-97.
- * Creation of 100 more full-time equivalent inmate jobs than the 200 targeted, for an increase from 1,600 FTEs in 1995-96 to 1,900 in 1996-97.

Employability Skills Training:

- * Adoption of the Conference Board of Canada's employability skills profile and Zenger Miller Frontline training for CORCAN supervisors.
- * Development of a schedule for employability skills training at 18 sites by the end of 1997-98 and the remaining sites in 1998-99.
- * Completion of research testing on tools developed to ensure consistent measurement of offender progress.

Marketing and Sales:

- * Achievement of 30 percent over target for 1996-97 sales. Sales are now approaching \$50 million annually.
- * Development of two new office furniture lines and addition of new upholstery fabrics.
- * Development of a policy on private sector alliances.
- * Implementation of a federal government sales strategy, with five target departments identified.
- * Distribution of 300 corporate kits to sales and site staff.
- * Publication of several articles and other columns in trade magazines targeted at key market groups, and placement of a corporate advertisement in magazines targeted at key federal government markets.

Sustainability:

- * Achievement of a \$200,000 surplus in 1996-97, compared to a deficit of \$7 million in 1994-95 and a deficit of \$2.5 million in 1995-96.
- * One year ahead of target on the plan to achieve overall financial sustainability.
- * Completion of sustainability analyses at each site and identification of those unlikely to reach break-even for decision by senior management on future operation.
- * Adoption of SYMIX as a financial and management accounting tool to strengthen financial management practices.

C. KEY REVIEWS

Results of Key Reviews
<p>Review of CSC Policy Structure</p> <p>A two-phased review was originally planned to 1) verify conformity of internal policy directives and statues and regulations; and, 2) improve the overall effectiveness of the policy framework in guiding operations and ensuring accountability.</p> <p>The review of the CSC Policy Structure was incorporated into the Task Force on Policy Review established in July 1996. The review was completed in November 1996. The following were key findings of the Task Force:</p> <ul style="list-style-type: none">• The policy framework will include Commissioneï's Directives, Regional Instructions and Standing Orders. As well, documents such as manuals, codes, guidelines and standards will be replaced by Standard Operating Practices.• Effective communication and education are critical to sound implementation.• As law and regulations change, there is a need to ensure that policies are continually updated. Every document will be subject to a mandatory review at least every two years and mechanisms will be put in place to effect such reviews.• Effective management of controls and monitoring mechanisms will be implemented to ensure accountability. <p>CSC's Sectors and Regions are implementing the recommendations made by the Task Force.</p>
<p>Task Force on Administrative Segregation</p> <p>The Task Force Report was completed in March 1997, to ensure that: (a) procedural compliance is maintained; (b) respect for the rule of law is entrenched in correctional operations; and (c) the specific needs of women and Aboriginal offenders are recognized. The Task Force made the following recommendations:</p> <ul style="list-style-type: none">• Maintain Continuity.• Enhance the Segregation Review Process.• Experiment with Independent Adjudication.• Review the Management of Sub-Populations in a Legal/Policy Context.• Review the Elements of Conditions of Confinement.

- Review the Role of the Psychologist.
- Review the Role of the Case Management Officer (CMO) and Correctional Officer II (COII).
- Review the Role of the Staff of the Administrative Segregation Unit.
- Review the Observations and Recommendations in the Context of Women Offenders.
- Focus on Distinct Aboriginal Issues.
- Conduct Research.

CSC's Sectors and Regions are in the process of implementing the recommendations.

Task Force on Reintegration

The Task Force, with a mandate to review and improve the reintegration process, completed its' report in January 1997. The following summarizes the most significant observations of the Task Force related to reintegration activities. Some of the observations are not limited to reintegration activities, but are system-wide problems.

- Reintegration is a complex endeavor which requires focus and order.
- There must be a balance between reintegration and population management.
- CSC policy and staff practices do not make strong or significant distinctions among various groups of offenders and this observation applies to all three reintegration processes.
- It is easier to discuss and organize thoughts about risk assessment than it is for risk management.
- Community corrections requires attention from the organization on an ongoing basis.
- It is important to define accountability fully and assign it carefully.
- The maintenance and improvement of unit management is a major issue in considering the role of institutions in reintegration.
- CSC and NPB must continue to work towards making effective use of electronic technology.

The recommendations of the Task Force are in the process of implementation.

Review of the Offender Management System (OMS)

A review of the impact of the implementation of the OMS was completed in fiscal year 1996/97. The review addressed the following objectives:

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

The review team presented an overview of findings, along with a number of suggestions for corporate improvement of implementation of OMS in the department.

No formal report was issued, although the review team indicated there were perceived issues about the functionality of the system which they were able to correct in discussions with staff. A unit has been established at the National Headquarters to support staff and managers with tools such as OMS, policies, standard operating practices and procedures.

Review of Casual Employment Program

A National Review was undertaken to determine the level of success and satisfaction with the Casual Employment Program within CSC. Primary consideration was given to compliance to the delegated authority received from the Public Service Commission (PSC), the costs and benefits, as well as the service quality provided to casual employees. The major findings of this review included:

- There is a lack of an implementation strategy for the Casual Employment Program within CSC and the absence of a national functional role to monitor the results of the implementation process and ongoing program.
- There are diverging approaches and issues attributable to the recruitment and staffing processes for Correctional and non-Correctional casualls.
- The use of casual employment for non-Correctional positions is an effective process for managers in reducing overtime costs and quickly hiring short-term help. However, there are unexpected impacts in high usage areas such as Personnel and Compensation.
- Some regions are deviating from the approved recruitment methodology to meet specific regional needs and maximize utilization of casual employment.
- There are no formal, consolidated National or, in most cases, Regional procedures on the application of PSC and CSC directives.
- The Service does not have an effective national system to support the administration

- and monitoring of: casual personnel information; scheduling of shifts, compensation and compliance to specific Program parameters.
- There are no significant savings realized from overtime expenditures, credited primarily to the use of Correctional Officer casual employment.
- Unions are not supportive of the Program given that the benefits anticipated from the implementation have not been realized.

The 14 recommendations relating to the need for consistent coordination, standard practices, proper monitoring and control mechanisms, and a cost/benefit analysis, are in the process of implementation.

Results of Internal Audits

Audit on the Use of Force

The audit examined training, certification and re-certification of Emergency Response Team Members, the application of force, the reporting of incidents of use of force, and investigations by institutional management of incidents involving force. The major findings of this review included

- There is no assurance that all security staff who may be required to use weapons and/or gas are trained and qualified to do so.
- Monitoring and reporting on CN gas and OC spray is not consistent across the country.
- There is no consistent definition (within regions or nationally) of what exactly constitute a “reportable” use of force.
- Although the use of force is reported, the lack of a consistent definition has resulted in various interpretations of what constitutes the use of force. As a result, there is no confidence that the use of force information is recorded or reported in a consistent manner.
- Changes to the OMS screen should be considered.

Follow up on the recommendations is underway.

Audit of Special Handling Units

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

The audit report presented recommendations relating to deficiencies in the operation of

the Units, as well as the operation of the National Review Committee. The recommendations are in the process of implementation.

Pre-Opening Audits - Women Offender Facilities

Included were audits of the Grand Valley Institution for Women, Kitchener, Ontario; the Edmonton Institution for Women, Edmonton, Alberta; Établissement Joliette, Joliette, Québec; Nova Institution for Women, Truro, Nova Scotia; and the Okimaw Ochi Healing Lodge near Maple Creek, Saskatchewan. These audits had as their objective the readiness of the facilities to accept offenders. In particular, the audits emphasized the requirement that all necessary security systems and procedures were in place and operational prior to the arrival of offenders. Security enhancements were made as a result of the audits prior to accepting offenders at the institutions.

Audit of Official Languages

This audit was one of a series of reviews to be completed on aspects of the Official Languages Program on an annual basis. The recommendations resulting from this audit required:

- Updates to CSC policy on official languages, designation of required service levels and mechanisms to identify the preferred official language of offenders on admission; and,
- A monitoring process to ensure active offering of services in both official languages on an ongoing basis at sites required to provide this service.

Implementation of the recommendations is in process.

Other Key Reviews

Other key reviews/studies completed during the fiscal year 1996-97 included:

- Retrospective Suicide Study.
- Review of Inmate Discipline.
- Infectious Diseases Review.
- Financial Audits (Stony Mountain Institution and Regional Reception Centre, Quebec)

SECTION IV: SUPPLEMENTARY INFORMATION

A. Listing of Statutory and Departmental Reports

Mission Of The Correctional Service Of Canada
Basic Facts About Corrections In Canada
Our Story
Let's Talk
Forum On Corrections Research
Creating Choices
Task Force Report On The Reduction Of Substance Abuse
How Can I Help (Families And Friends)
Information For Observers At Hearings
Breaking The Cycle Of Family Violence
Reports On Research
Cognitive Skills Information Package
Statistical Overview – Parole And Corrections
Victims Booklet
Victims Pamphlet
Don't Risk It - Bringing Drugs Into Federal Institutions
Private Family Visiting Program Pamphlet
Conceptual Model: Family Violence Programming Within A Correctional Setting
Family Violence...Talking About Family Violence Is The First Step to Stopping It
A Living Tradition: Penitentiary Chaplaincy
Working Together - Citizen's Advisory Committees To The Correctional Service of Canada
Commissioner's Directives (Cost: \$125.00 - includes amendments)
Task Force on Reintegration
Task Force on Policy Review
CORCAN - 1996/97 Annual Report
Standards and Guidelines for the Provision of Services to Sex Offenders

Videos

Chaplaincy Video
The Offender Complaint And Grievance Systems
Mission Video

B. Contacts for Further Information

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

C. Financial Summary Tables

Summary of Voted Appropriations

Authorities for 1996-97 - Part II of the Estimates

Financial Requirements by Authority (\$ thousands)

Vote	(millions of dollars)	1996-97 Main Estimates	1996-97 Actual
15	Penitentiary Service and National Parole Service - Operating expenditures	843.6	867.2
20	Penitentiary Service and National Parole Service - Capital expenditures	170.4	161
	Pensions and other employee benefits	0.2	
	Contributions to employee benefit plans	75.2	78
	CORCAN Revolving Fund	2.8	(0.1)
	Spending of proceeds from disposal of Crown Assets		0.4
	Forgiveness of loans		
	Court awards		
	Refunds of previous year's revenues		0.5
	Total Department	1,092.2	1,107.1

Revenues to the Consolidated Revenue Fund (CRF) by Business Line

(\$ millions)

Business Lines	Actual 1993-94	Actual 1994-95	Actual 1995-96	Total Planned 1996-97	Actual 1996-97
Correctional Operations	1	1	1	1	2
Correctional Programs	-	-	-	-	-
Technical and Inmate Services	9	9	10	11	10
Management and Administration	2	4	7	2	3
CORCAN	-	-	-	-	-
Total Revenues to the CRF	12	14	18	14	15

Revenues to the Vote by Business Line

(\$ millions)

Business Lines	Actual 1993-94	Actual 1994-95	Actual 1995-96	Total Planned 1996-97	Actual 1996-97
Correctional Operations	-	-	-	-	-
Correctional Programs	-	-	-	-	-
Technical and Inmate Services	-	-	-	-	-
Management and Administration	-	-	-	-	-
CORCAN	52	51	55	59	67
Total Revenues to the Vote	52	51	55	59	67

Capital Projects by Business Line

(\$ millions)

Business Lines	Actual 1993-94	Actual 1994-95	Actual 1995-96	Total Planned 1996-97	Actual 1996-97
Correctional Operations	1	1	1	-	-
Correctional Programs	-	1	1	-	-
Technical and Inmate Services	111	132	153	161	144
Management and Administration	19	16	21	9	16
CORCAN	4	2	1	2	2
Total Capital Projects	135	152	177	172	162

Note:

The amount of \$7.5 million was set aside in a TB frozen allotment due to delays in capital Projects. Authority has been sought to carry forward that amount to future years.

Transfer Payments by Business Line

(\$ millions)

Business Lines	Actual 1993-94	Actual 1994-95	Actual 1995-96	Total Planned 1996-97	Actual 1996-97
GRANTS					
Correctional Operations	-	-	-	-	-
Correctional Programs	-	-	-	-	-
Technical and Inmate Services	-	-	-	-	-
Management and Administration	-	-	-	-	-
CORCAN	-	-	-	-	-
Total Grants	-	-	-	-	-
CONTRIBUTIONS					
Correctional Operations	-	-	1	-	1
Correctional Programs	1	1	-	1	1
Technical and Inmate Services	-	1	-	-	1
Management and Administration	-	-	-	-	-
CORCAN	-	-	-	-	-
Total Contributions	1	2	1	1	3
Total Transfer Payments	1	2	1	1	3

Statutory Payments by Business Line/Activity

(\$ millions)

Activities	Actual 1993-94	Actual 1994-95	Actual 1995-96	Estimates 1996-97	Actual 1996-97
Business Lines					
Correctional Operations					
Correctional Programs					
Technical and Inmate Services					
Management and Administration					
CORCAN					
Total Statutory Payments					

Note:

The amount for Employee Benefit Plan has not been included, nor has the actuals for this item. Also, with regards to statutory items, the amount of \$201K had been planned in 96/97 for Pension and other employee benefits. However, the responsibility for the administration of the plan was transferred to the department of Human Resource Development.

Loans, Investments and Advances

(\$ millions)

Business Lines	Actual 1993-94	Actual 1994-95	Actual 1995-96	Total Planned 1996-97	Actual 1996-97
Loans					
Correctional Operations					
Correctional Programs					
Technical and Inmate Services					
Management and Administration					
CORCAN					
Total Loans					
Investments and Advances					
Correctional Operations					N/A
Correctional Programs					
Technical and Inmate Services					
Management and Administration					
CORCAN					
Total Investments and Advances					
Total					

Note: The Parolee loan fund has not been reported as the loan fund limit is only \$50K. In 1996-97, the net amount of \$18K of the fund was loaned to parolees.

Revolving Fund Financial Summaries

CORCAN (\$ millions)

	Actual 1994-95	Actual 1995-96	Total Planned 1996-97	Actual 1996-97
Expenditures	59	58	61	67
Revenues	52	56	60	67
Profit or (Loss)	(7)	(2)	(1)	0
Changes in working capital	6	10	4	2
Capital requirements	(2)	(1)	(3)	2
Less depreciation and other changes	4	3	3	3
Cash Requirements	(7)	4	(3)	(3)
Authority Balance	11	15	6	12

Contingent Liabilities

Contingent Liabilities (\$ millions)

List of Contingent Liabilities	Current Amount of Contingent Liability
Claims related to physical or mental injury	2

Legislation Administered by Correctional Service Canada

The review of the legislation involving the Solicitor General has been broken down into three categories: (1) Legislation, the sole responsibility of which lies with the Solicitor General; (2) Legislation, the responsibility of which may lay with another Minister, but involves the Solicitor General to some extent; and (3) Legislation, which is of a general nature, but is of particular interest to the Solicitor General.

(1) Legislation, the sole responsibility of which lies with the Solicitor General

Canadian Security Intelligence Service Act and supporting regulations
Corrections and Conditional Release Act and supporting regulations.
Criminal Records Act
Department of the Solicitor General Act
Royal Canadian Mounted Police Act and supporting regulations.
Royal Canadian Mounted Police Superannuation Act and supporting regulations
Transfer of Offender Act
Witness Protection Program Act

(2) Legislation, the responsibility of which may lay with another Minister, but involves the Solicitor General to some extent.

Access to Information Act and supporting regulations.
Canadian Centre on Substance Abuse
Controlled Drugs and Substances Act (not in force)
Criminal Code and supporting regulations
Department of Citizenship and Immigration
Employment Equity Act (not in force)
Excise Tax Act
Financial Administration Act and supporting regulations
Firearms Act
Food and Drugs Act
Immigration Act
Narcotic Control Act
Privacy Act and supporting regulations
Security Offences Act
Statistics Act

(3) Legislation, which is of a general nature, but is of particular interest to the Solicitor General.

** The accompanying regulations are also of particular interest to the Solicitor General*

Canadian Armed Forces Assistance Directions
Canada Evidence Act
Canadian Bill of Rights
Canadian Charter of Rights and Freedoms
Canadian Human Rights Act
Contraventions Act
Customs Act
Identification of Criminals Act
Department of Justice Act
Emergency Preparedness Act
Excise Act
Extradition Act
Fair Wages and Hours of Labor Act
Federal Court Act
Federal Real Property
Fugitive Offenders Act
General Agreement on Tariffs and Trade (listed on old sheet but not in TextWorkbench)
Geneva Conventions Act
Government Employees Compensation Act
Inquiries Act
Interpretation Act
Mutual Legal Assistance in Criminal Matters Act
North American Free Trade Implementation Act (referred to on sheet as NAFTA)
Official Languages Act
Parole Act (Repealed, 1992, c.20, s.213)
Prison and Reformatories Act
Proceeds of Crime (money laundering) Act
Public Service Employment Act
Public Service Staff Relations Act
Seized Property Management Act
Retirement Compensation Arrangements Regulations under the Special Retirement Arrangements Act
Surplus Crown Assets Act
Young Offenders Act

Annexes

Annex 1 - Corporate Priorities

Annex 2 - Organization

Annex 3 - Auditor General of Canada

Annex 4 - Government-wide Issues

CORPORATE PRIORITIES

As a result of the changes in leadership and direction in mid-year, five Corporate Priorities were developed for the 1996-97 and 1997-98 fiscal years.

A. To Find Alternative Ways of Delivering Correctional Services

Objectives:

To lead joint initiatives between federal and provincial/territorial jurisdictions aimed at integrating programs and services, including :

- correctional services for women offenders;
- shared service delivery, especially in community corrections, and integrated information systems;
- development of community-based alternatives to incarceration for low-risk offenders;
- agreements under Section 81 of the CCRA, to enable Aboriginal communities to assume responsibility for the provision of correctional services to their members.

B. To Create and Implement Effective Policy

Objectives

To develop a revised policy framework that will:

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

To establish key performance indicators for: security incidents (both institutional and community), the use of force, inmate transfers, segregation, suicide, staff overtime, urinalysis and infectious diseases.

To establish a constructive working relationship with the Correctional Investigator.

C. To Continue Effective Population Management

Objectives:

To manage high-risk violent offenders, both in institutions and in the community.

To develop strategies for low-risk offenders who are good candidates for parole but are not being released at their earliest eligibility date.

To develop alternative strategies for women offenders who require specialized mental health services and/or present levels of risk that cannot be adequately met in the regional facilities.

To develop assessment and treatment of sex offenders which focus on the nature and pattern of the offender's behaviour, and strategies which reduce recidivism.

To develop programs that address the rising incidence of infectious diseases, in particular HIV, Tuberculosis and Hepatitis C, and the needs of an aging offender population.

D. To Maintain Effective Correctional Programs in Times of Fiscal Reduction

Objectives

To change the management of core offender programs, in the areas of Adult Basic Education, Living Skills, Family Violence and Substance Abuse.

To ensure programs are targeted to offenders' potential to successfully reintegrate.

To deliver a greater proportion of programs in the community, where research shows they are more effective in lowering the likelihood to reoffend.

To re-align programs for sex offenders, to focus resources on those offenders most responsive to treatment.

To implement national standards for treating sex offenders.

To pursue proposals to secure a portion of federal purchasing for CORCAN in areas where it has competence.

To implement improvements to CORCAN's business practices, such as the management of its revolving fund and the profitability of its business lines.

E. To Maintain the Quality of CSC's Workforce

Objectives

To strengthen the work descriptions and professional development of operational categories, especially the Case Management Officer group.

To fully implement, by the year 2000, fitness standards for the Correctional Officer group.

To enhance occupational health and safety, anti-harassment, employee assistance and other programs concerned with the work environment.

To recruit from designated employment equity groups and maintain the high level of participation in the federal government's Management Trainee program.

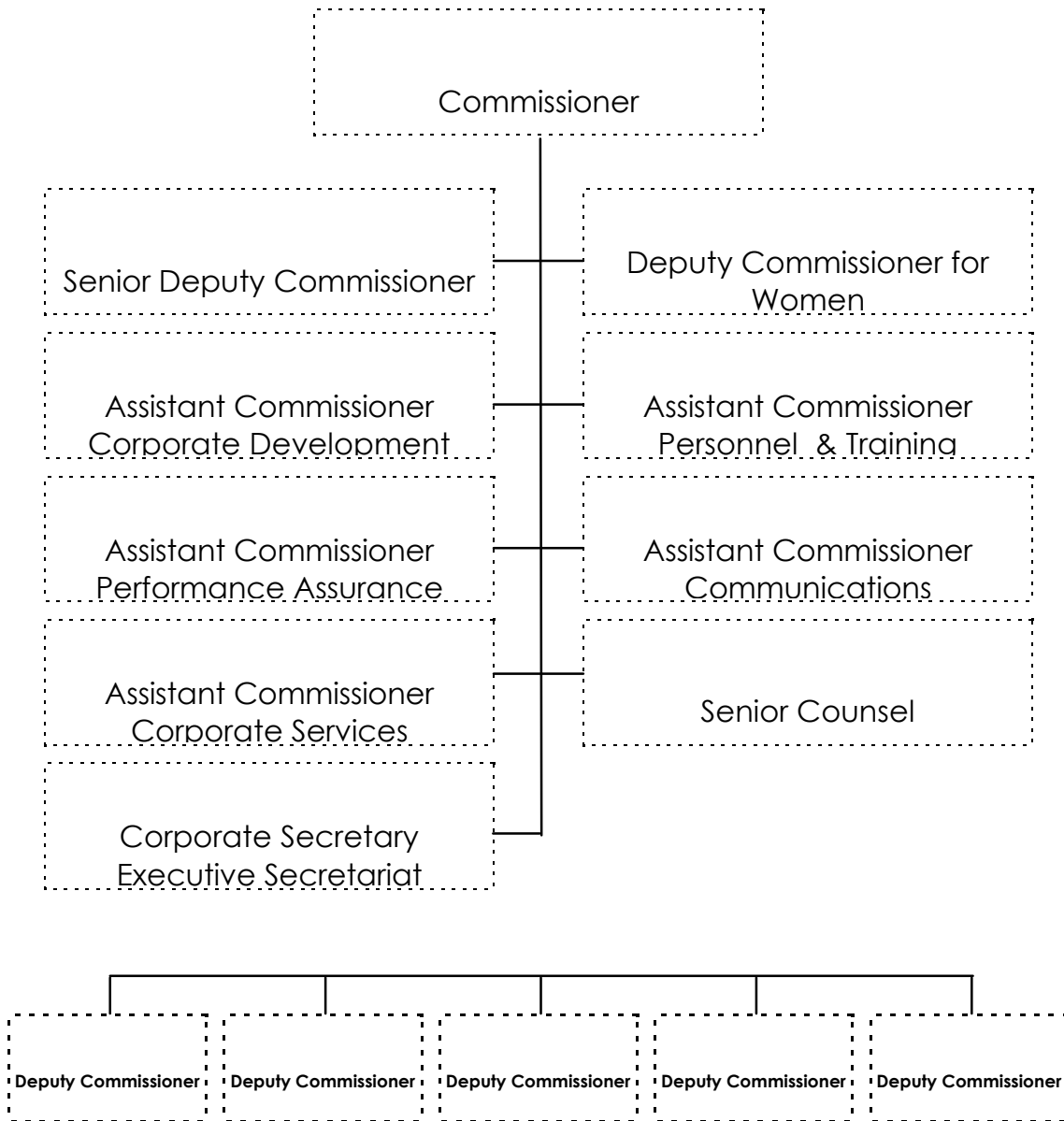
To take full advantage of available technology in streamlining personnel management procedures and systems.

To develop and implement legal awareness training for management, selected staff, and new recruits.

To strengthen leadership and management development.

ORGANIZATION

CSC is part of the Ministry of the Solicitor General. The Commissioner of Corrections is the Senior Executive Officer of CSC, accountable to the Solicitor General of Canada. The Commissioner is assisted by a Senior Deputy Commissioner, a Deputy Commissioner for Women, five Regional Deputy Commissioners, five Assistant Commissioners, a Corporate Secretary and a Senior Counsel.



The Service has three levels of management: (i) National, (ii) Regional, and (iii) Institutions and District Parole Offices. In 1996-97, CSC is realigned its organizational functions and associated responsibilities in order to meet its mandate more effectively. Strategies were developed to strengthen the National Headquarters (Ottawa), particularly its operational capacity, to ensure consistent application of CSC's legal mandate and internal policies across the Service.

National Headquarters:

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

Regional Headquarters:

- Provides support to the Regional Deputy Commissioner and Regional Management Committee in: implementing national policies and programs; developing regional policies, plans and programs for performance measurement, human resource and financial management, federal/provincial relations, liaison with the Commissioner's office, public consultation, and provision of information to the media, elected officials, interest groups and the public.
- There are five Regional Headquarters, located in Abbotsford, British Columbia (Pacific Region); Saskatoon, Saskatchewan (Prairie Region); Kingston, Ontario (Ontario Region); Laval, Quebec (Quebec Region); and Moncton, New Brunswick (Atlantic Region).

Institutional and District Parole Offices (Operational Units) are:

- Responsible for care, custody and safe reintegration of offenders by implementing both national and regional policies and programs;

Accountable for participating in the formulation of corporate policy and plans, and ensuring their implementation.

CSC currently manages:

- Forty-nine federal penitentiaries, including 42 facilities classified as maximum, medium and minimum security and include reception/assessment units, four regional mental health facilities and one Special Handling Unit. (In addition, a facility for male Aboriginal offenders officially opened in the Prairie Region in August 1997 and a new medium-security institution in the Muskoka Region of Ontario is under construction and is scheduled to open in 97-98.)
- Seven facilities exclusively for women classified as minimum or medium security.

Women offenders classified as maximum security are accommodated in separate, contained units in the following institutions Springhill Institution, Nova Scotia; Centre régional de réception, Québec; and, Saskatchewan Penitentiary, Saskatchewan. In the Ontario Region, the designated unit is at the Regional Treatment Centre, Kingston, Ontario. Until the court process related to the habeas corpus suit brought by four Ontario inmates regarding the co-located unit is concluded, Ontario maximum security women remain at the Prison for Women, Kingston, Ontario.

Women with mental health problems: an intensive treatment program is being piloted at the Regional Psychiatric Centre, Saskatchewan. A second pilot is planned for the Regional Treatment Centre, Kingston, Ontario. This will meet operational requirements until a national strategy for the management of maximum security women is finalized.

- 17 community correctional centres for offenders on conditional release.
- 69 parole offices, grouped into 17 districts, responsible for supervising conditionally released offenders in the community.
- An estimated 10,000 to 12,000 volunteers, providing a wide range of services.

In addition, CSC maintains Exchange of Service Agreements (ESAs) with most provinces and territories. It has contracts with over 168 halfway houses to accommodate conditionally released offenders, as well as with community agencies for parole supervision and various support, treatment and education programs.

**SECURITY CLASSIFICATION
OF THE SERVICE'S INSTITUTIONS**

The names and security classifications of the Service's institutions are listed below by region.

**CLASSIFICATION DE SÉCURITÉ
DES ÉTABLISSEMENTS DU SERVICE**

Les noms et les classifications de sécurité des établissements du Service sont énumérés par région ci-dessous.

ATLANTIC REGION/RÉGION DE L'ATLANTIQUE

Name/Nom

**Security Classification/
Classification de sécurité**

Atlantic/Atlantique	Maximum/Maximale
Dorchester	Medium/Moyenne
Springhill	Medium/Moyenne
Westmorland	Minimum/Minimale
Carlton Community Correctional Centre/ Centre correctionnel communautaire Carlton	Minimum/Minimale
Carleton Centre Annex/	Minimum/Minimale
St. John's Community Correctional Centre/ Centre correctionnel communautaire St. John's	Minimum/Minimale
Parrtown Community Correctional Centre/ Centre correctionnel communautaire Parrtown	Minimum/Minimale
Nova Institution for Women/ Établissement Nova pour femmes	Multi-level/ Niveaux multiples

QUEBEC REGION/RÉGION DU QUÉBEC

Name/Nom

**Security Classification/
Classification de sécurité**

Centre régional de réception/ Regional Reception Centre ¹	Maximum/Maximale
Donnacona	Maximum/Maximale
Port-Cartier	Maximum/Maximale
Archambault	Medium/Moyenne

¹ Includes Special Handling Unit/ Comprend une unité spéciale de détention

Cowansville	Medium/Moyenne
Drummond	Medium/Moyenne
LaMacaza	Medium/Moyenne
Leclerc	Medium/Moyenne
Centre fédéral de formation/ Federal Training Centre	Minimum/Minimale
Montée Saint-François	Minimum/Minimale
Sainte-Anne-des-Plaines	Minimum/Minimale
Centre correctionnel communautaire Marcel Caron/ Marcel Caron Community Correctional Centre	Minimum/Minimale
Centre correctionnel communautaire Hochelaga/ Hochelaga Community Correctional Centre	Minimum/Minimale
Centre correctionnel communautaire Laferrière/ Laferrière Community Correctional Centre	Minimum/Minimale
Centre correctionnel communautaire Martineau/ Martineau Community Correctional Centre	Minimum/Minimale
Centre correctionnel communautaire Ogilvy/ Ogilvy Community Correctional Centre	Minimum/Minimale
Centre correctionnel communautaire Sherbrooke/ Sherbrooke Community Correctional Centre	Minimum/Minimale
Établissement Joliette/ Joliette Institution	Niveaux multiples/ Multi-level

ONTARIO REGION/RÉGION DE L'ONTARIO

<u>Name/Nom</u>	<u>Security Classification/ Classification de sécurité</u>
Kingston Penitentiary/ Pénitencier de Kingston ²	Maximum/Maximale
Millhaven	Maximum/Maximale
Prison for Women/ Prison des Femmes	Multi-level/ Niveaux multiples

² Includes the Regional Treatment Centre/Comprend le Centre de traitement régional

Collins Bay	Medium/Moyenne
Joyceville	Medium/Moyenne
Warkworth	Medium/Moyenne
Bath	Minimum/Minimale
Beaver Creek	Minimum/Minimale
Frontenac	Minimum/Minimale
Isabel McNeill House/ Maison Isabel McNeill	Minimum/Minimale
Pittsburgh	Minimum/Minimale
Hamilton Community Correctional Centre/ Centre correctionnel communautaire de Hamilton	Minimum/Minimale
Keele Community Correctional Centre/ Centre correctionnel communautaire Keele	Minimum/Minimale
Portsmouth Community Correctional Centre/ Centre correctionnel communautaire de Portsmouth	Minimum/Minimale
The Grand Valley Institution for Women/ Établissement Grand Valley pour femmes	Multi-level/ Niveaux multiples

PRAIRIES REGION/RÉGION DES PRAIRIES

<u>Name/Nom</u>	<u>Security Classification/ Classification de sécurité</u>
Edmonton	Maximum/Maximale
Regional Psychiatric Centre/ Centre psychiatrique régional	Multi-Level/Niveaux multiples
Saskatchewan Penitentiary/ Pénitencier de la Saskatchewan	Medium/Moyenne
Bowden	Medium/Moyenne
Drumheller	Medium/Moyenne
Stony Mountain	Medium/Moyenne
Grande Cache	Medium/Moyenne
Bowden Annex/ Annexe de Bowden	Minimum/Minimale

Riverbend	Minimum/Minimale
Rockwood	Minimum/Minimale
Oskana Community Correctional Centre/ Centre correctionnel communautaire Oskana	Minimum/Minimale
Osborne Community Correctional Centre/ Centre correctionnel communautaire Osborne	Minimum/Minimale
Grierson Community Correctional Centre/ Centre correctionnel communautaire Grierson	Minimum/Minimale
Edmonton Institution for Women Établissement d'Edmonton pour femmes	Multi-level/ Niveaux multiples
Okimaw Ohci Healing Lodge/ Pavillon de ressourcement Okimaw Ohci	Multi-level/ Niveaux multiples

PACIFIC REGION/RÉGION DU PACIFIQUE

**Security Classification/
Classification de sécurité**

Name/Nom

Kent	Maximum/Maximale
Regional Psychiatric Centre/ Centre psychiatrique régional	Multi-Level/Niveaux multiples
Matsqui	Medium/Moyenne
Mission	Medium/Moyenne
Mountain	Medium/Moyenne
William Head	Medium/Moyenne
Elbow Lake	Minimum/Minimale
Ferndale	Minimum/Minimale
Sumas Community Correctional Centre/ Centre correctionnel communautaire Sumas	Minimum/Minimale

AUDITOR GENERAL OF CANADA

There were five themes in the last three Auditor General Reports that challenge the CSC to improve the management of reintegration.

Implementing Change

The Auditor General noted that one of CSC's strengths is innovation in corrections. For example, the CSC has developed state-of-the-art correctional treatment programs, established a comprehensive risk assessment process, and implemented legal training for staff and managers. The Report was critical, however, of the Service's ability to effectively implement change.

To improve the process of reintegration, CSC established key managers at National Headquarters, Regional Headquarters, Institutions and Parole Offices whose sole responsibility is reintegration. They act as a single group on departmental issues and policies.

In addition, Wardens and District Directors are held accountable for their personal involvement in the reintegration process, and in managing the improvement to their operational units. To reinforce consistency in implementation, a Reintegration Manager reports to each Warden as of February, 1997. They assist in developing and implementing changes to the case management process and programs to improve both consistency and quality.

Common Practices and Standards

To address the issue of work standards, the CSC adopted a Service-wide ratio of 25 offenders per Case Management Officer as the average caseload in institutions. A similar ratio for the community operations is also being developed.

To ensure written policies and procedures are not too long, repetitive or contradictory, the internal policies and manuals are being simplified. In addition, front-line supervisors are being trained to provide clear and consistent direction to staff. The target for completion is November 1997.

Quality Assurance

To ensure quality assurance, a process is being implemented in which line staff know what the quality expectations are, and how to apply them. Line supervisors are reviewing the work of their staff using the Service's quality standards, and providing immediate, practical and constructive feedback. These standards will also be used to conduct periodic audits by staff outside the Units to maintain the integrity of the overall process. The first round of audits was completed by May 1997. Measures will be in place by Fall to achieve the necessary improvements.

Performance Information

The CSC is developing accurate information to focus efforts on reintegration. In January 1997, the Service began reporting on national performance indicators.

As a result, the Service's ability to monitor how well it is preparing offenders for safe release, and how well it manages offenders released to the community, has improved significantly. At each meeting of the Executive Committee, key results are reviewed and areas for improvement are identified. In keeping with its focus on reintegration, the Service is targeting those cases that have demonstrated a good potential for release but who have not yet been reviewed by the National Parole Board.

By the Fall, indicators will be in place to monitor performance at the operational level in both institutions and the community. A determined effort is also being made to improve information on what happens to offenders after their sentence ends. This will enhance the CSC's ability to measure the long-term effectiveness of the correctional process.

Staff Roles, Training and Support

The Service is implementing a certification process for case managers, including new qualification standards and a ten-day course, which must be completed before assuming their duties. New staff will also receive thorough on-the-job training. Only when they have demonstrated proficiency in the required knowledge and skills will they be certified. Similar training will be provided to correctional officers and program staff.

In February 1997, a national conference on Offender Reintegration was held for staff from all institutions and parole offices, as well as Parole Board members. Over three hundred attended.

In addition to these strategies, the following action was undertaken to address the specific concerns of the two reports released during 1996-97.

Auditor General's Report: Rehabilitation Programs for Offenders (May 1996)

The majority of issues identified in the Report have been addressed. Three main activities were undertaken:

- Changes were made to the financial coding structure to ensure the specific nature of a program can be captured for the purpose of cost/benefit analyses.
- To determine the benefit of core interventions, effectiveness studies are being initiated for programs such as substance abuse, family violence and sex offender treatment.
- A cost-benefit model is being developed to review, on an ongoing basis, the level of program activity.

In addition, standards for program delivery are being developed, and the work has begun to establish an international accreditation process for core program activities.

Auditor General's Report: Reintegration Of Offenders (November 1996)

A Task Force conducted a comprehensive review of reintegration to examine reintegration management and activities. In January 1997, the Task Force Report was submitted, recommending improvements in a number of areas, including: clarification of the roles and accountabilities of staff and managers involved in reintegration; better distribution of workload; implementing an integrated recruitment and training strategy for Case Management Officers; reviewing the risk/need assessment tools; and evaluating the institutional and community organization models to ensure they support reintegration of offenders at the appropriate time, while minimizing the risk to re-offend

To ensure that progress towards implementing the required changes continues, the Senior Deputy Commissioner is now responsible for the correctional activities of CSC, including a directorate specifically responsible for the policy framework affecting reintegration. In addition, a review of the major activities involved in the reintegration of offenders (case management, programming and community supervision) was begun.

GOVERNMENT-WIDE ISSUES

The following is a summary of CSC's response to a number of issues that cut across departmental boundaries.

Organization of Program and Service Delivery - CSC focused on improving the service that we provide to Canadians by working in partnership with other agencies, departments, governments and non-governmental agencies on correctional issues.

Alternative Service Delivery - CSC has contracted out many functions, including aspects of medical treatment, education programs, engineering and technical services, and supervision and residential services for offenders on conditional release. Service contracts accounted for 12% of CSC's operating budget.

Program Review Implementation - CSC identified two areas from which to reduce \$15M and developed strategies to manage the reduced budgetary level.

Information Technology - CSC established a working group to assess the impact of Year 2000 on information technology. This group includes representation from the National Parole Board, which shares a common offender database.

Human Resource Planning -. The proportion of CSC employees that is 45 years or older increased from 30% to 38% between March 1987 and February 1997. Of particular concern is the number of senior managers nearing retirement and the low inventory of employees prepared to assume their positions. Further, women and members of visible minorities are currently underrepresented in these areas, with the exception of the Case Management group. Within the context of La Relève, CSC will expand its inventory of qualified candidates through a national competitive process. It will also provide additional training, development and assistance to employees who demonstrate potential and aspire to managerial and leadership positions.

Financial Information Strategy - The Financial Information Strategy (FIS) aims to enhance the Government's decision-making and accountability, and improve organizational performance through the strategic use of financial information. In 1996/97, CSC implemented the Common Departmental Financial System (CDFS). This financial system is one of the seven TB approved systems. Training on the use of accounting information in managerial decision-making will continue.

Environmental Initiatives - The Minister is required to table a Sustainable Development Strategy (SDS) to the House of Commons by December 31, 1997 and every three years thereafter. CSC is in the process of revising its framework for planning and managing the Service's environmental agenda, known as the Environmental Management System. CSC is committed to ensuring that major environmental risks and liabilities are properly identified, minimized and managed.