

Correctional Service Canada

2004-2005
Estimates

Part III — Report on Plans and Priorities



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Estimates**

Part III — Report on Plans and Priorities

Approved:

Solicitor General of Canada
(Public Safety and Emergency Preparedness)

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SECTION I - MESSAGES

The Minister's Message

I am pleased to present the *Report on Plans and Priorities* for the Correctional Service of Canada (CSC). This report covers key plans, priorities and expected results for the period 2004-2005 – 2006-2007.

CSC is part of the portfolio of Public Safety and Emergency Preparedness Canada (PSEPC), which also includes the Department, the Royal Canadian Mounted Police, the Canadian Security Intelligence Service, the Canada Firearms Centre, the National Parole Board, the newly created Canada Border Services Agency and three review bodies.

There is no more fundamental role of Government than protecting public safety, whether from the threats of crime, terrorism or natural disasters. The new Department brings together the key agencies dedicated to public safety. Gathering all the expertise under one banner allows for better integration across the public safety spectrum, linking front-end measures, such as emergency preparedness, crime prevention, community policing, and border management, with remedial interventions, such as law enforcement, emergency response, corrections and parole.

I am confident that this new portfolio will be better able to work towards fulfilling its mandate of ensuring a just and safe society in which Canadians are protected from threats to personal safety, while maintaining the rights that enable Canada's open society.

The new portfolio will help ensure a balanced approach to criminal justice, national security and public safety that protects Canadians' fundamental rights and freedoms. It is founded in the understanding that to effectively combat threats to safety, we need to invest both in preventative measures and in enforcement and remedial measures.

Your comments and suggestions on our Report on Plans and Priorities are welcomed. Further information, including departmental contacts and the Internet address, can be found on page 42.

Hon. Anne McLellan, P.C., M.P.
Solicitor General of Canada
(Public Safety and Emergency Preparedness)

Commissioner's Message

The purpose of the federal correctional service is to contribute to the maintenance of a just, peaceful and safe society. The Correctional Service of Canada (CSC) contributes by ensuring the safe and humane custody and supervision of offenders; and by assisting in their reintegration into the community. This *Report on Plans and Priorities* sets out CSC's commitments to Canadians for the next three years (2004-2007).

The primary challenges facing CSC are: (1) responding to the changing offender profile; (2) addressing the disproportionate representation of Aboriginal offenders; (3) building community capacity; and (4) realigning and transforming the organization:

1. ***Responding to the changing offender profile*** – New challenges require enhanced security and more targeted interventions in institutions and in the community. Offenders today are more likely to have extensive and violent criminal records. More are affiliated with organized crime and street gangs, and increasing numbers arrive with mental health problems. A large number have drug or alcohol problems. This requires new approaches to custody and treatment.
2. ***Addressing the disproportionate representation of Aboriginal Offenders*** – Although Aboriginal people make up only 3% of the adult Canadian population, they account for 16% of all offenders under federal jurisdiction. More strategic and targeted approaches are required to enhance the potential of First Nations, Métis and Inuit offenders for safe and timely reintegration.
3. ***Building community capacity*** – Essential to public safety are communities which offer programs and services to offenders who are under supervision and after their sentence completion. While research indicates most Canadians over-estimate the amount and severity of crime and underestimate the severity of penalties, commission of crime undermines a community's sense of security and, in turn, public confidence in Canada's approach to criminal justice. Informed and engaged citizens and communities are integral to safe offender reintegration.
4. ***Realigning and transforming the organization*** – CSC must reallocate existing resources to its highest priorities while transforming old spending to new purposes to maintain its focus on public safety. CSC must develop, within the Management Accountability Framework, principled, innovative, and fiscally responsible approaches to attracting, developing, and retaining competent and diverse staff, to updating infrastructure; and to streamlining processes.

The report expands on these challenges and presents strategies to address them in the interest of public safety. It sets out the criteria against which CSC's performance will be measured.

I welcome any comments you may have about this report and look forward to your feedback.

Commissioner Lucie McClung,
Correctional Service of Canada

Management Representation

Report on Plans and Priorities 2004 – 2005

I submit, for tabling in Parliament, the *2004 – 2005 Report on Plans and Priorities (RPP)* for the Correctional Service of Canada.

This document has been prepared based on the reporting principles and disclosure requirements contained in the “Guide to the Preparation of the 2004 – 2005 Report on Plans and Priorities.”

- ☐ It accurately portrays the organization's plans and priorities.
- ☐ The planned spending information in this document is consistent with the directions provided in the Minister of Finance's Budget and by TBS.
- ☐ It is comprehensive and accurate.
- ☐ It is based on sound underlying departmental information and management systems.

The reporting structure on which this document is based has been approved by Treasury Board Ministers and is the basis for accountability for results achieved with the resources and authorities provided.

Name: _____

Commissioner Lucie McClung,
Correctional Service of Canada

Date: _____

SECTION II: RAISON D'ÊTRE

2.1 Mandate, Mission and Core Values

Our Mandate

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

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

Our Mission

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 is based on the purposes and the guiding principles of Sections 3 and 4 of the Act, and is guided by the following values:

Our Core Values

Core Value 1	We respect the dignity of individuals, the rights of all members of society, and the potential for human growth and development.
Core Value 2	We recognize that the offender has the potential to live as a law-abiding citizen.
Core Value 3	We believe that our strength and our major resource in achieving our objectives is our staff and that human relationships are the cornerstone of our endeavour.
Core Value 4	We believe that the sharing of ideas, knowledge, values and experience, nationally and internationally, is essential to the achievement of our Mission.
Core Value 5	We believe in managing CSC with openness and integrity and we are accountable to the Solicitor General.

CSC is an agency of the newly established portfolio of Public Safety and Emergency Preparedness Canada (PSEPC). This new portfolio retains the former responsibilities of the

What we do

- ❑ *Administer sentences of 2 years or more*
- ❑ *Prepare inmates for safe and timely release*
- ❑ *Supervise offenders on conditional release*

Solicitor General portfolio and includes emergency preparedness, crisis management, national security, corrections, policing, oversight, crime prevention and border functions. Taken together these new responsibilities give greater focus and priority to issues of public safety, and specifically to prevention and coordinated national responses to threats of terrorism, natural disasters and crime.

The legislative framework for corrections and conditional release is the *Corrections and Conditional Release Act* (CCRA). CSC must also abide by numerous other Acts, regulations, policies, and international conventions (approximately 60) in the delivery of its service. Section VII provides the legal and policy framework.

2.2 Organization

CSC has a presence from coast to coast to coast — from large urban centres with their increasingly diverse populations to remote Inuit communities across the North. CSC's institutions and community facilities operate 24 hours a day, 365 days a year.

Approximately 155,000 adults¹ were under the custody or supervision of federal and provincial-territorial correctional agencies in Canada in 2001-02². Of the 32,000 offenders accommodated in custodial facilities, approximately two-fifths were in federal custody. Seven percent of the remaining 123,000 offenders who were under some form of community supervision, were under federal supervision.³

On a typical day in 2002-03, there were 12,600 offenders in federal custody and 8,300 under federal supervision in the community.

CSC manages penitentiaries, psychiatric centres, Aboriginal Healing Lodges, community correctional centres and parole offices, an addictions research centre, five regional headquarters

Federally Managed Facilities

- ❑ *53* penitentiaries*
- ❑ *16 community correctional centres*
- ❑ *71 parole offices*

and staff colleges, a correctional management learning centre and a national headquarters. In addition to federally operated facilities, CSC works with community-based, non-government organizations that run approximately 200 half-way houses across the country.

CSC also manages a variety of exchange of service agreements with provincial and territorial correctional authorities, and with Aboriginal communities, to provide specialized correctional services and programs.

* Includes the new Fraser Valley Institution for Women.

¹ Canada's incarceration rate is decreasing (from 129 inmates per 100,000 population in 1997 to 116 per 100,000 in 2001). The rate remains high relative to Western European countries (for example 50 in Finland and 80 in France), is similar to the U.K. at 125 and significantly lower than the United States, where the incarceration rate is 700 per 100,000 in 2001.

² Most recent data available.

³ *On a typical day in 2001-2002 - Adult Correctional Services in Canada 2001-2002*, Canadian Centre for Justice Statistics

As well, CORCAN, a Special Operating Agency⁴ provides job and employability training to offenders in federal institutions and offers support services in 25 communities across Canada to help parolees secure employment upon release.

CSC has a very diverse and dynamic workforce. Forty-four percent of all staff are women.

Workforce

- ❑ *Over 16,000 employees*
- ❑ *91% correctional service*
- ❑ *5% operational support (e.g., Human Resources, Training)*
- ❑ *4% corporate services*

Approximately 4% of CSC employees are from various visible minority groups and approximately 6% are Aboriginal. Two occupational groups, for the most part exclusive to CSC, represent half of all staff employed in CSC operational units. Correctional Officers represent 41% of the workforce and Parole and Program Officers comprise 14%. Administrative and corporate services are carried out by the National and Regional Headquarters. A description of their roles and responsibilities is referenced at Section V.

2.3 Partnerships

Corrections is one component of the larger criminal justice system involving a number of agencies and departments across three levels of government. At the federal level, CSC works closely with its partner agencies in the PSEPC portfolio, particularly the National

Parole Board and the Royal Canadian Mounted Police. Relationships also include those with the Department of Justice which has responsibilities for the *Criminal Code* and broad areas of crime policy, including sentencing; as well as with the Office of the Correctional Investigator, the ombudsman in investigations of individual offender complaints.

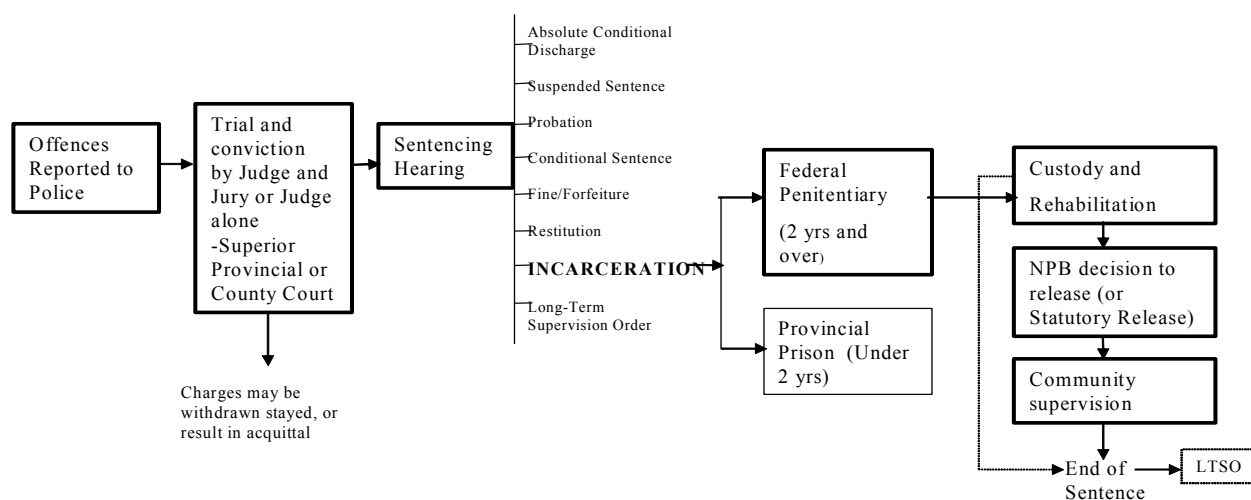
CSC also collaborates with provinces and territories who have responsibilities for the administration of the *Criminal Code*, including provincial correctional agencies who administer sentences of offenders sentenced to less than two years. Heads of federal, provincial and territorial Corrections meet regularly on common issues to identify shared priorities and responses with a view to providing more seamless correctional services and building community capacity more generally.

⁴ Special Operating Agency (SOA) is an operational unit of a department that functions within a framework agreement approved by the Deputy Minister, the Minister and the Treasury Board.

The following diagram depicts the sequence of events in the criminal justice system from the reporting of an offence to the end of sentence.

Criminal Justice System

Offenders come from the community...



... and Offenders return to the community

An extensive network of innovative partnerships and collaborative arrangements at national, regional and local levels has evolved over the years. An example of an innovative approach to federal/provincial/community partnerships is the Canada/New Brunswick Correctional Services Co-ordination Agreement, which, to date, has allowed for the transfer of higher risk provincial offenders to federal custody. Results include maximization of use of institutions across jurisdictions, greater access to, and reduced duplication of programming, increased investment in, and access to community programs and services, and increased citizen engagement in needs analysis and support to offenders upon release.

CSC partners with Aboriginal communities in the development and establishment of Healing Lodges under Section 81 of the CCRA to achieve a range of social and criminal justice outcomes –contributing to better life chances for Aboriginal peoples as well as to crime prevention.

Critical to the effectiveness of CSC is its relationship with the police nationally and at the community level. CSC has therefore appointed an individual with experience in policing as advisor and liaison with the police community to strengthen communications and achieve greater alignment with each agency's priorities and service activities.

Increasingly, CSC has looked to strengthen its partnerships with citizens and communities. Canadians can and do help build safe, secure and strong communities. CSC works in close

collaboration with a wide range of Aboriginal, visible minority and women's groups, faith organizations, universities and colleges, unions, victims organizations and non-governmental organizations. CSC also relies on various advisory bodies to inform and strengthen its policies and strategies to improve results with regard to specific issues related to particular offender groups.

Approximately 500 citizens representing their local communities serve on 98 Citizen Advisory Committees (CAC). The CAC members provide advice on CSC operations and their impact on overall community well-being, provide feedback on implementation practices and act as a link between communities and CSC. CSC also benefits from the support of approximately 10,000 volunteers on an annual basis who provide support to offenders, for example, through tutoring, visits, sports, social, and spiritual activities.

Throughout the year, thousands of disadvantaged people are helped by CSC staff and offenders through various initiatives that “give back” to the community. Many initiatives focus on bringing cheer to children, filling the cupboards of food banks, and helping elderly and less fortunate people in the community. Toys, food, clothing and money raised go directly to people and agencies in local communities.

2.4 Business lines

CSC has four business lines: care, custody, reintegration and corporate management. Each has a corresponding strategic outcome.

- ❑ **Care** — A safe and healthy environment for those living and working in the correctional system, as well as members of the public;
- ❑ **Custody** — Accommodation and management of offenders that is reasonable, safe, secure, and humane and in accordance with the least restrictive option;
- ❑ **Reintegration** — Offenders who are safely and effectively reintegrated; and,
- ❑ **Corporate Management** — Corporate management services support the care, custody and reintegration of offenders and partnerships to promote the achievement of CSC's Mandate and Mission.

Performance indicators have been established for each business line. These are presented in Part IV — Plans and Priorities, Table 4.2.

2.5 Approach

Canada's federal correctional system uses research-based approaches, the success of which is internationally recognized. Many of the world's correctional systems are using the research-based tools developed by CSC to assess offender risks and needs. At the same time, the system provides the tools to control those who pose a risk to safe custody or to communities.

Criminological research repeatedly demonstrates that the approach outlined in the CCRA of gradual and controlled release of offenders to the community, when it is safe to do so and with proper supervision and support, is effective in ensuring the short- and longer- term safety of our

communities. Offenders who have benefited from targeted interventions are less likely to commit new crimes.⁵

The work of CSC involves a continuum of activities from admission to the end of the sentence, as well as beyond sentence completion for those offenders with Long Term Supervision Orders from the courts. CSC's correctional strategy involves four key activities, all of which include extensive information sharing between CSC and its criminal justice partners in local communities.

- **A comprehensive, baseline offender intake assessment** to determine security risk and needs, and programming/service needs. This assessment, using research-based tools validated with the federal offender population, is the basis for developing a multi-disciplinary case plan for treatment and intervention throughout the sentence, with the goal of gradual, timely and safe reintegration in the community. This assessment includes collection of information on the impact of offenders' crimes on victims, police reports, judges' comments on sentencing and other information which provides a comprehensive picture of the individual.
- **Institutional accommodation and intervention** to address individual's risk for re-offending, including the delivery of research-based programs that are demonstrated to be effective in reducing recidivism. A multi-faceted intervention model offers a broad range of programs varying in intensity and designed to match offenders' needs to enhance treatment effectiveness. Ongoing research on program effectiveness and accreditation from content experts, contribute to development and revision of programs to better address the changing risks and needs of the offender population.
- **Risk re-assessment** for correctional decision-making throughout the sentence to ensure progress against the correctional plan. CSC obtains input from the community, including police and victims (where appropriate), to complete assessments of offenders who are eligible for conditional release. These assessments are submitted to the National Parole Board and/or CSC (Operational Unit Head) for decision.
- **Community supervision** to provide continuity in the individual's correctional plan developed in the institution, and to encourage and monitor offender progress, based on his/her assessed risk and needs. Preparation for transition to the community includes notification to police of all releases from penitentiaries, including additional information where an individual has been identified as presenting a potentially high risk to public safety. Victim notification occurs if the victim has requested to be informed.

2.6 CSC's Performance

CSC assesses its results in contributing to public safety based on the occurrence of incidents involving offenders during incarceration, on pre-release programs, during community supervision periods, and after expiry of sentence. Key incident data used to assess public safety results include:

- Escapes from institutions;

⁵ Safe Return of Offenders to the Community, Statistical Overview, Correctional Service of Canada, April 2003

- Major security incidents in institutions;
- Pre-release program results, by type of program (temporary absences or work release);
- Conditional Release program results (Day/Full Parole and Statutory Release);
- Incidents involving offenders under community supervision; and
- Release sustainability (follow-up research to assess number and severity of new offences within two years of end of the sentence).

There were about 14,600 individual offenders who were supervised on conditional releases during 2002-03. During this time, approximately 1.3% of offenders on supervision were convicted of a violent offence, and 5.6% were convicted of a non-violent offence.

CSC and the National Parole Board have been tracking re-incarceration rates after sentence completion. Of the 4,500 people who completed their sentence in 2000-2001, 90% did not return to a federal penitentiary during the first two years after the expiry of their sentence. This statistic does not reflect the full re-offending rate since it does not take into account offenders who are re-convicted and receive sentences of less than two years. CSC has developed a methodology for calculating comprehensive re-offending rates. Three years of data currently exist. Of all federally sentenced offenders who reached warrant expiry in 1997-98, 1998-99 and 1999-00 the full re-conviction rates within two years after the end of the sentence were 39%, 37% and 36% respectively.⁶ The steady decline is encouraging, as the majority of those who re-offend receive lesser provincial or territorial sentences (under two years) or alternatives such as fines, probation or conditional sentences. This may indicate a lessening in the severity of sentences for these offenders.

2.7 The Link to Canada's Performance

CSC makes direct and indirect contributions to the quality of life of Canadians. Directly, CSC contributes to the strength and safety of Canadian communities through the preparation of offenders for safe reintegration.

The Service also contributes to the articulation of government-wide strategies in areas such as drug abuse, organized crime, child protection, family violence and assistance to victims of crime. Given the disproportionate representation of Aboriginal people in custody, CSC has a role to play in helping to close the socio-economic gap that exists between Aboriginal and non-Aboriginal Canadians. Working with Aboriginal communities to enhance their role in delivering correctional programs and services that meet the needs of their communities contributes to closing this gap.

In carrying out its Mandate, CSC contributes to progress in the areas of public health, the economy and the environment. These contributions are summarized as follows.

⁶ Performance Assurance Report on Reconviction Rates of Federal Offenders who Reached Warrant Expiry Date Between 1997-2000

Canada's Performance 2003	CSC Contribution⁷	
Theme	Direct	Indirect
Strength and Safety of Canadian Communities	<p>Decreased levels of crime and victimization by offenders through the delivery of programs and services that reduce recidivism.</p> <p>Enhanced community capacity to deliver programs and services that meet the needs of at-risk populations, through partnerships and formal arrangements with the voluntary sector.</p> <p>Engagement of individual Canadians in the correctional system to enhance overall well-being.</p>	<p>Reduced social costs of crime.</p> <p>Protection of rights of citizenship through safer and more secure communities.</p>
Health of Canadians	<p>Infectious diseases surveillance and control within federal penitentiaries.</p> <p>Reduced use of drugs and spread of infectious diseases.</p> <p>Improved capacity for safe reintegration.</p>	<p>Enhanced public health.</p> <p>Reduced costs to the health care system.</p>
The Canadian Environment	<p>Minimized negative impact of CSC operations on the environment through its Sustainable Development Strategy.</p> <p>Reduced pollution and resource use in CSC operations.</p>	<p>Reduced pollution and improved environment.</p>
Economic Opportunities and Innovation	<p>Enhanced educational attainment of offenders through literacy and adult basic education programs.</p> <p>Development of employment skills and employability of offenders</p>	<p>Breaking the cycle of poverty for at-risk children and families.</p> <p>Reduced economic cost of crime.</p> <p>Contribution to a safe community environment essential to commerce.</p>

⁷ As established by *Canada's Performance 2003*, Treasury Board of Canada, http://publiservice.tbs-sct.gc.ca/report/govrev/03/cp-rc1_e.asp

2.8 Costs

Annual Average Cost of Maintaining Offenders In Different Security Levels in 2002-2003

Maximum: \$110,213

Medium: \$69,716

Minimum: \$69,239

In a Community Correctional Centre
\$ 42,202

Parole
\$19,527

Cost per Woman Inmate
\$169,399

In 2002-2003, Canada spent \$1.54 billion on the federal correctional system. Sixty-three percent covered salaries, 29%, operating and maintenance costs and 8%, capital costs.

The majority of CSC resources (about 91%) are dedicated to the provision of care, custody and reintegration services to offenders in institutions and in communities. Another 5% is allocated to administrative support to operations (e.g., human resources, training and finance). Less than 4% is used for corporate services such as executive services, audit and evaluation, access to information, corporate policy and planning and legal services.

CORCAN operates under a revolving fund with annual revenues of approximately \$76 million, which offsets the cost of delivering employment and employability programs for offenders.

It costs, on average, \$64,464 to maintain an offender in the federal correctional system (up from \$62,115 in 2001-2002).⁸ Over 60% of the increase in the cost of maintaining an offender was attributable to increases in employee salaries and benefits, while the remainder

covered changes to programming and service delivery infrastructure. The higher annual average cost for accommodating women versus men reflects the high costs of providing comparable and equitable facilities and services to a relatively small number of incarcerated women.

⁸ Although the *total* cost for maintaining offenders in medium security institutions is much higher than in minimum security institutions (\$529 M versus \$145 M), the *average* cost per offender is similar as there are a larger number of offenders at the medium security level than in minimum security (7,600 versus 2,100), thus allowing for economies of scale.

SECTION III: PLANNING OVERVIEW

3.1 Strategic Challenges

Public safety is a prerequisite to economic and social development and to quality of life in all communities. Canadians recognize the role of the criminal justice system in contributing to a society where families can be raised without fear of crime and violence and where businesses prosper. In addition, results show that the Canadian approach to criminal justice generally has been effective in preventing and responding to crime.

CSC must monitor and update its policies and processes to adjust to the changing environment in a manner consistent with the goals and principles of the *Corrections and Conditional Release Act*. Analysis has identified four major challenges that need to be addressed:

- ❑ Responding to the changing offender profile;
- ❑ Addressing the disproportionate representation of Aboriginal offenders;
- ❑ Building community capacity; and
- ❑ Re-aligning and transforming the organization.

3.1.1 Responding to the Changing Offender Profile

Today, offenders present a broader range of risk and needs. They have extensive criminal histories. Ninety percent of male offenders have previously been convicted of adult or youth crimes. Approximately 81% has previously committed a violent offence. One in three is serving a sentence of more than 10 years. The number of offenders having characteristics that require classification as maximum security at reception has increased by 50% since 1997.⁹ The growth in organized crime is reflected by an increase in gang affiliations among offenders. Most offenders have unstable job histories. Approximately 80% have abused drugs and/or alcohol. Few have completed high school. Approximately 20% have histories of mental health disorders. Most have cognitive disabilities — almost 80% of offenders have been identified as having poor problem solving skills, as acting impulsively and as unable to make choices. Approximately 20% of offenders are identified as having a possible learning disability and require a high level of intervention in order to participate effectively in other correctional programs or employment training.

An additional factor is that of sentence lengths, which affect case management and timing of program delivery. For example, the average sentence length is the lowest in 15 years. Shorter sentences allow for less time to effectively deliver programs. As well, more offenders are receiving longer sentences than in the past, and, as a result, require different types of intervention.

⁹ The Changing Profile of the Federal Inmate Population: 1997 and 2002, CSC Research report 2002

Challenges and Trends

The more complex offender profile and shorter sentence lengths require new and more focussed approaches to institutional and community security and interventions, including streamlining case management processes, while strengthening decision-making. Responding to the needs of offenders is made all the more complex, given that most have multiple needs.

Offender Rates of Illness Compared to Canadian Population

Infectious Diseases

HIV: 2% vs. 0.2%

Hepatitis C: 25% vs. 0.8%

Lifetime Prevalence of Mental Health Disorders including those related to substance abuse

80% vs. 40%

Smoking

Twice as likely

General Health: % higher in men offenders than in Canadian population:

Diabetes 40%

Cardio-vascular conditions 68%

Asthma 43%

Women make up 3.9% of the federal offender population, a small decrease of 4.1% from the previous year. Since April 2000 the percentage of women incarcerated for a violent crime increased by 9.1% (242 in year 2000 to 264 in 2004). At the same time, the proportion of women serving short sentences (less than 3 years) has increased significantly from 25% to 34.6%.

Offenders from ethnocultural minority groups represent 14% of the total offender population (approximately 11% are incarcerated and 15% are under supervision in the community). Although these percentages have remained relatively stable over the past several years, this presents challenges to effective program delivery, provision of spiritual support, and accommodating dietary requirements.

As well, the growing feature of incompatibility between individuals and among groups, the increase in younger offenders with shorter sentences and the disproportionate influence of a small number of disruptive offenders require more focused attention on the management of institutions, particularly at the maximum security level.

The growth in organized crime is reflected in an increase in gang affiliations among the offender population — from 4.6% in 1997

to 8% in 2003. Gangs and organized crime adapt to law enforcement efforts. Strategic or functional alliances among these groups are common and are increasingly more sophisticated. Their networks and operations revolve principally around extortion, drugs, money laundering, prostitution, gambling, and protection. When problems related to these groups arise in institutions, there is often a direct link to criminal activity with their counterparts in the community, and vice versa.

Within institutions, their methods of operation heighten the potential for violence among inmates, intimidation of and violence toward staff, major disturbances, damage to institutional property, inmate deaths due to overdoses, and extortion of families and friends of inmates.

Added to challenges related to the growing complexity of offender needs and risks are those related to maintaining essential health care. For example, there is an increasing need for health interventions and for chronic and palliative care that contribute to the health service delivery burden.

Of particular importance to criminal behaviour and public health are the high rates among offenders of alcohol and substance abuse (80%). More than half of CSC's current offenders

were intoxicated when they committed their most recent offence. High rates of infectious diseases among offenders are related to these problems. Furthermore, the high costs of treating offenders with infectious diseases place additional challenges on CSC. It costs \$25,000 to treat an offender with Hepatitis C and \$20,000 annually to treat an offender for HIV/AIDS.

Research has shown that inmates generally have considerably poorer levels of health than do other Canadians. Of particular concern are mental health problems, which impact on population management, segregation, statutory releases with residency and Long-term Supervision Orders issued by the Courts. On admission, approximately 20% have been hospitalized at some point in their lives in a mental health facility, 11% have a current psychiatric diagnosis and 18% have been prescribed related medication. Suicide among incarcerated men is almost four times more frequent than among men in Canadian society.

Evolving and new technologies to diagnose and treat health problems, as well as escalating costs for prescription drugs pose considerable challenges to CSC providing health services and care for offenders consistent with professionally accepted standards.

Benefit to Canadians

Implementing strategies to better target the changing risk and needs profile of offenders should contribute to safe custody and improve intervention effectiveness and, in turn, public health and safety.

3.1.2 Addressing the Disproportionate Representation of Aboriginal Offenders

In the face of a complex Aboriginal offender population, CSC has made modest progress in reducing rates of re-incarceration of Aboriginal offenders.

Aboriginal offenders increasingly commit their crimes in cities and return to cities upon completion of their sentence.¹⁰ Whether urban, remote or rural, not all communities to which offenders return are able to provide the social and cultural support that offenders need while under supervision and after sentence completion.

Challenges and Trends

Although Aboriginal people make up only 3% of the Canadian adult population, they currently account for 16% of offenders under federal jurisdiction in institutions and in the community. Sixty-eight percent are from First Nations, 28% are Métis, and 4% are Inuit.

There is now a trend for courts to impose shorter sentences on Aboriginal offenders compared to non-Aboriginal offenders¹¹ which may reflect an understanding in the justice system of the historical and cultural context of offending. At the same time, the data indicate that the current Aboriginal offender population is at higher risk to re-offend than their non-Aboriginal counterparts.

¹⁰ LaPrairie C. (2002). *Aboriginal over-representation in the criminal justice system: A tale of nine cities*, Canadian Journal of Criminology, April, 181-208.

¹¹ Canadian Centre for Justice Statistics; *The Over-Representation of Aboriginal People in the Justice system*, June 2000.

The disproportionate representation of Aboriginal people in federal custody reflects long-standing systemic issues that go well beyond the capacity of CSC. Case file records indicate that an extremely high percentage of Aboriginal offenders report early drug and/or alcohol use (80%), physical abuse (45%), parental absence or neglect (41%) and poverty (35%) in their family backgrounds. Twenty-eight percent of Aboriginal offenders had been raised as a ward of the community and 15% had been sent to residential schools. Moreover, Aboriginal offenders suffer from a higher incidence of health problems, including diabetes, heart disease, HIV, Hepatitis B and C, and Fetal Alcohol Spectrum Disorder. As a group, Aboriginal offenders tend to be younger, are more likely to be incarcerated for a violent offence, have much higher needs, for example, relating to employment and education.

As well, Aboriginal women offenders exhibit significantly higher levels of identified needs than non-Aboriginal women. Examples include emotional problems (97% vs. 85%) as well as problems related to employment (82% vs. 48%), marital and family relations (81% vs. 61%), and substance abuse (94% vs. 61%).

From a criminal justice perspective, a greater proportion of Aboriginal offenders than non-Aboriginal offenders are serving sentences for violent offences (81.8% versus 67.5%). For example, 28% are serving sentences for homicide offences compared to 24% of non-Aboriginal offenders and 23% are serving sentences for sex offences compared to 17% of non-Aboriginal offenders. Ninety-seven percent of Aboriginal offenders have previously served a youth and/or adult sentence compared to 90% of non-Aboriginal offenders. Twenty-three percent of Aboriginal offenders are affiliated with gangs and/or organized crime, compared to 12% of non-Aboriginal offenders.

An analysis of the *Changing Profile of the Federal Inmate Population in 1997 and 2002* (Boe et al, 2003) found substantial evidence of a “hardening” of the population in federal prisons since 1997. This is especially true of Aboriginal offenders, who are more likely (25%) than non-Aboriginal offenders (22%) to be rated a maximum security classification on admission; be rated as high risk to re-offend (75% versus 60%); have previous youth court experience (66% versus 45%); and have failed on conditional release (49% versus 43%). Thirty-four percent (56) of Aboriginal women are serving sentences of less than 3 years and 31% (51) from 3 to 5 years. As well, 83% (137) of Aboriginal women were convicted of a violent offence compared to 50% (321) of non-Aboriginal women.

Results also point to the need for alternative correctional management strategies given that a larger percentage have histories of escapes or periods of being unlawfully at large (33% versus 26%). Almost 40% have been segregated for disciplinary reasons compared to 34% of non-Aboriginal offenders; and 23% are affiliated with gangs or organized crime, compared to 12% of non-Aboriginal offenders. The rate of detention of Inuit offenders is particularly high, at ten times the national average.

Despite the higher risk profile of Aboriginal offenders on admission, due mainly to the number and severity of previous offences, there is evidence of progress. There has been a decrease in the proportion of Aboriginal offenders who committed a new offence while serving a period of community supervision, from 15.9% in 1999-2000 to 13.2% in 2002-03. However, Aboriginal offenders are still more likely to be supervised in the community on statutory release (43% versus 29%) than on day or full parole.

What these preliminary results indicate is that CSC’s strategy to improve and develop more culturally relevant programs and correctional interventions for the Aboriginal offender

population seem to be offsetting the initial higher risk/needs challenges of this population. At the same time, this approach is contributing to some modest reductions in the rate of re-offending in the community.

CSC needs to continue to strengthen and expand its partnerships with other jurisdictions, departments and community agencies and citizens continues in order to develop more integrated and targeted approaches to reducing the disproportionate representation of Aboriginal people in corrections and, in turn, to contribute to the development of safe and healthy Aboriginal communities.

Benefit to Canadians

Developing more integrated and targeted collaborative strategies to service delivery should improve public safety and contribute to addressing the high incarceration rate of Aboriginal people, and more generally, the gap in life chances that exists between Aboriginal and non-Aboriginal Canadians.

3.1.3 Building Community Capacity

CSC considers establishing positive and reciprocal relationships with Canadian communities a strategic requirement to support public safety and health. The introduction of alternative measures and diversion programs in the early 1990s has generated pressures for communities to develop and deliver new programs and services, particularly to socially disadvantaged populations. At the same time, the federal offender profile provides some insight into the capacity of communities to address social issues. The disproportionate representation of Aboriginal and other visible minorities among offenders; the high proportion of offenders with physical and mental health and substance abuse problems, and their lack of literacy and employment skills as well as the issues related to aging offenders, are all areas where the community may lack appropriate support systems. Moreover, the need for community support systems for offenders may tax already over-burdened community services and programs.

The success of CSC in reintegrating offenders into the community depends on citizens and communities understanding the importance of their involvement in supporting the reintegration process. Community capacity refers to having available programs, knowledge, expertise, and services to support offenders and/or their families while offenders are incarcerated, in their transition to the community, and in the community lifelong.

Moreover, CSC has much to offer communities to assist in crime prevention. Its understanding of beliefs, attitudes and behaviours that contribute to crime can be shared with communities to prevent crimes. CSC has developed tools to measure potential for criminal behaviour and research-based interventions to address contributing factors. The latter include cognitive-theory based rehabilitation programs that address problem solving, reasoning and self-control which are demonstrably effective in changing criminal behaviour. They also include literacy, and employability skills programs necessary to effective community functioning.

CSC has also developed, with the assistance of volunteers and community experts, a number of support systems for offenders and their families. For example, Circles of Support and Accountability have supported sex offenders to maintain a crime-free lifestyle beyond the end

of their sentences.¹² As well, the Canada/New Brunswick Correctional Services Co-ordination Agreement referred to previously allowed the Province to redirect savings from the closure of a prison into community infrastructure. It has resulted in greater community capacity which supports not only provincial and federal offenders but individual citizens at risk. CSC is working with Aboriginal communities to develop competencies in the area of correctional practices. This will lead to effective sentence administration of offenders from Aboriginal communities in the context of Healing Lodges and aftercare agencies. These and other initiatives can be expanded for preventive purposes.

Partnerships bring particular strengths, perceptions, abilities and expertise that can be viewed as an investment in the future, an investment in prevention of crime and the prevention of re-offending.

Challenges and Trends

Offenders on supervision in the community are at the highest risk to re-offend within the first three months of release. Most offenders commit crimes in cities and return to cities on release, often to communities that lack appropriate programs and services or have insufficient resources to meet demand.

Collaborative approaches across departments, jurisdictions, and with community groups and experts are essential to fiscally responsible strategies to crime prevention and offender rehabilitation. Such approaches will not only reduce the communities' administrative burden but also ensure that initiatives are driven by and respond to needs as defined by the communities themselves.

Recent research indicates most Canadians over-estimate the amount and severity of crime and underestimate the severity of penalties. Yet a single incident can undermine a community's sense of security, and, in turn, public confidence in Canada's approach to criminal justice.

Canada's overall crime rate has generally been declining since the early 1990s. In 2003, the Canadian Centre for Justice Statistics reported that crime had remained relatively stable (-0.6%) and that the rate of violent crime dropped 2%, continuing the decline of the past decade¹³. When viewed by Census Metropolitan Areas, however, there are significant differences from the overall trend, which must be taken into account when developing community-based responses to crime.

While crime and violence are seen as an important issue by 15% of Canadians, public safety and security were mentioned as "top of the mind" issue by only 5%.¹⁴ At the same time, the public expresses low levels of public confidence in correctional services and parole. On the other hand, the percentage of the public supporting parole for non-violent offenders is in fact high and rising. In 1998, 75% of the public favoured parole. In 2001, support for parole for non-violent

¹² Circles of Support and Accountability (COSA) help sex offenders to adjust to living in the community upon release from prison and remain law abiding citizens. Each COSA consists of a trained group of citizens who meet regularly with an offender to provide personal support and facilitate a safe reintegration into the community

¹³ Crime Statistics in Canada, 2002, Juristat, Canadian Centre for Justice Statistics, July 2003

¹⁴ *Public Views on Information Sharing in the Criminal Justice System*, Ipsos-Reid Corp. May 2002, submitted to Solicitor General Canada.)

offenders rose to 80%.¹⁵ Research indicates that gradual and supervised release of federal offenders, including those with violent offences, promoted a safer return to the community.¹⁶

Informed and supportive citizens and communities are integral to safe offender reintegration. This presents a challenge, however, given the gap between perception and reality. Efforts to close this gap will build a greater appreciation of the complexities of the correctional system, and, in turn, create stronger communities — capable of providing the support offenders need for reintegration.

Raising awareness about corrections, promoting community dialogue, encouraging and listening to citizens and including their ideas and concerns in policies and practices are necessary to building community capacity to assist in offenders' long-term safe reintegration.

Benefit to Canadians

Continuing to build more effective and meaningful relationships with communities and more integrated, targeted approaches to community correctional services should positively impact CSC's effectiveness in safe and timely offender reintegration.

3.1.4 Realigning and Transforming the Organization

Consistent with the new Government emphasis on transparency, accountability, value for money and continuous reallocation of resources to highest priorities, the fourth challenge CSC is facing is achieving Canada's correctional objectives within existing means in an effective manner. CSC, like other organizations, must continually focus on reallocating existing resources to its highest priorities while maintaining stability in institutional operations.

Challenges and Trends

Capacity to respond to new challenges requires having the right people with the right tools working within a clear governance and management framework and with sufficient funding to deliver core correctional services. An analysis of CSC's legislative and government-wide obligations was completed in 2003. In response, CSC is currently examining alternative approaches to realign service delivery within new organizational structures and funding models.

CSC has limited flexibility for reallocation of funds as the majority of CSC's operating costs are either fixed or semi-fixed. Over 80% of the CSC budget is used to cover institutional costs of safe custody and treatment, while 9% is devoted to community supervision and community-based treatment. The ability of CSC to reallocate to community interventions is constrained by the high proportion of the budget that is dedicated to institutional operations and by the need to strengthen security and modify institutional programming and treatment given the new offender profile. CSC is therefore examining with other jurisdictions and communities innovative approaches to correctional service delivery that will leverage provincial, federal and community funds to be re-invested in community capacity building and achieve economies of scale. This

¹⁵ *Fear of Crime and Attitudes to Criminal Justice in Canada: A Review of Recent Trends 2001-2002*, Julian V. Roberts, Department of Criminology, University of Ottawa.

¹⁶ Motiuk, Boe, & Nafekh. *The Safe Return of Offenders to Communities: Statistical Overview*, April 2003. Ottawa, ON: CSC.

will require some modest internal reallocation and new approaches to federal/provincial agreements.

The changing and more complex offender profile requires continuous research and development of new programs and support tools to ensure the safety, health and security of correctional environments. It also highlights the need to share information, research and programs domestically and internationally to contribute to overall safety.

Accordingly, existing staff need to be updated and trained in new knowledge areas, such as controlling gang influence, infectious diseases and technology; and supported in meeting new challenges. As well, recruitment strategies must ensure that individuals have appropriate and diverse skills and competencies to address the changing environment. Advances in technology offer possibilities to address training, learning and career development needs. New approaches to Knowledge Management allow provision of just-in-time access to information and experts to support daily knowledge-based decision-making.

Efficiencies in service delivery free up service providers to focus on relationship building essential to safe offender reintegration. More effective consultation with stakeholders and citizens is essential to effective policy development and modern approaches to resource management and accountability. Human resource, financial management, and offender management systems all require timely updates.

Advances in technology also present opportunities for organized crime, gangs and terrorists to commit more sophisticated cross-boundary crimes. The growing number of offenders linked to these groups underscores the need for federal corrections to be involved in cross-jurisdictional approaches to intelligence gathering and information management.

Benefit to Canadians

Updating systems and support tools for service delivery and realigning and transforming resourcing requirements and strategies should continue to ensure fiscally responsible service delivery that does not compromise public safety.

SECTION IV: PLANS AND PRIORITIES BY STRATEGIC OUTCOME

4.1 Strategic Outcomes, Plans and Priorities

Consistent with Treasury Board guidelines, CSC reports its plans and priorities by strategic outcomes established in the Planning, Reporting, and Accountability Structure (PRAS). Table 4.2 presents the relationship of CSC's business lines, strategic outcomes, and strategic challenges discussed in the previous section. It also presents the measures that will be used to determine the Service's level of success in achieving its strategic outcomes.

Taken together, the following priorities allow CSC to address the needs of its diverse offender population including women and visible minorities and in particular Aboriginal offenders, given their high rate of incarceration and diverse requirements.

4.1.1 Strategic Outcome 1: Care –“a safe and healthy environment for those living and working in the correctional system, as well as members of the public”

Rationale

The health of offenders has important implications for public health. It also is an important factor in determining the effectiveness of CSC program interventions and, in turn, for ensuring public safety.¹⁷

By addressing addiction-related and mental health problems of offenders, CSC contributes to their safe reintegration into society and limits further victimization. Similarly, CSC can contribute to greater safety in institutions and in the community by:

Care Business Line includes mental and physical health care for offenders, food, clothing, and institutional services

- ❑ addressing the links between serious substance abuse and infectious diseases;
- ❑ better understanding the impact of Fetal Alcohol Spectrum Disorder (FASD); and,
- ❑ focusing on the promotion of healthy lifestyles to prevent future health problems.

Priorities

CSC will ensure a quality system that promotes healthy life styles, treats and manages physical illnesses, and improves the mental health of offenders while ensuring continuity of care from institution to community. CSC's priorities in the area of health are to:

- ❑ Reduce the negative impacts of substance abuse on offender behaviour during incarceration and upon release;
- ❑ Reduce the risk of transmission of infectious diseases; and,
- ❑ Optimize the provision of accredited mental health care services.

¹⁷ Plans and Priorities related to staff health are included under the priority Corporate Management.

CSC will allocate \$210.3 million in total planned spending annually for this strategic outcome.

Plans for 2004 – 2007

- ❑ Implement initiatives that contribute to the management of addictions and the reduction of the harmful consequences of drug use in support of Canada's Drug Strategy;
- ❑ Develop a protocol for assessing the characteristics and behaviours associated with FASD, the types of interventions required and staff related training needs;
- ❑ Enhance health promotion approaches;
- ❑ Provide more targeted mental health treatment;
- ❑ Provide support services for chronically ill offenders and those requiring palliative care;
- ❑ Engage communities as partners in the continuum of care for offenders transitioning from institutions into the community;
- ❑ Develop and implement an enhanced health care quality assurance framework in CSC's institutions;
- ❑ Put in place an automated health information system; and,
- ❑ Identify mechanisms to eliminate exposure to second hand smoke in institutions.

4.1.2 Strategic Outcome 2: Custody — “accommodation and management of offenders that is reasonable, safe, secure and humane and in accordance with the least restrictive option”

Rationale

Safe, secure, and supportive environments ensure public, staff, and offender safety within institutions and communities.

Custody Business Line includes the supervision and control of offenders, and the construction and maintenance of correctional facilities

Robust and integrated intelligence networks can result in the prevention of crime domestically and internationally.

Information shared on a timely basis can support appropriate decision-making about offenders and appropriate responses to incidents in support of public safety.

CSC manages lands, facilities and vehicle fleets and is responsible for healthy environments and the well being of staff and offenders

in its charge. Sustainable development has an impact on the larger community.

Priorities

Reducing barriers to rehabilitation requires safe, supportive and culturally sensitive environments conducive to changing criminal to pro-social behaviour. CSC's priorities are to:

- ❑ Improve safety and security in maximum security institutions;
- ❑ Improve offenders' potential for rehabilitation through more integrated and targeted interventions;

- ❑ Improve integration of, and access to, intelligence and information networks within the new Public Safety and Emergency Preparedness portfolio; and,
- ❑ Enhance operational strategies to control the supply and reduce the demand for drugs.

CSC will allocate \$689.5 million in total planned spending annually for this strategic outcome.

Plans for 2004 – 2007

- ❑ Contribute to the development of a comprehensive Public Safety and Security Information Sharing and Interoperability project;
- ❑ Integrate approaches to security, case management, and programming for offenders presenting similar risk/needs profiles, by security level;
- ❑ Enhance strategic intelligence approaches that address the risks posed by offenders, including implementation of the enhanced Security Intelligence Officer Training Program;
- ❑ Expand the range of accommodation measures for men and women offenders upon release;
- ❑ Implement CSC's Sustainable Development Strategy Revision 2003;
- ❑ Adjust front-line operational routines, as required;
- ❑ Review current accommodation and capital plan to better meet the needs of the changing offender population; and,
- ❑ Maximize the structured use of time for offenders.

4.1.3 Strategic Outcome 3: Reintegration — “offenders who are safely and effectively reintegrated”

Rationale

Reintegration business line includes programs and services in institutions and community settings (e.g. developmental, treatment, and support programs)

CSC contributes to the protection of society through the timely, gradual, structured and supervised release of offenders – balancing efforts of encouragement and assistance with measures of control. Recognizing that most offenders return to their communities, CSC will help build community capacity to support and sustain offenders and their families, which will, in turn, contribute to public safety.

Priorities

Safe reintegration requires not only strong community supervision and support by CSC, but also capacity within the community to provide a supportive environment for reintegration, programs and services to prevent re-offending. CSC's priorities in the area of reintegration are to:

- ❑ Expand the range of interventions to address targeted offender needs;
- ❑ Enhance community capacity to support safe and timely reintegration; and,
- ❑ Strengthen citizen and community engagement and criminal justice partnerships in correctional endeavours.

CSC will allocate \$551.9 million in total planned spending annually for this strategic outcome.

Plans for 2004 – 2007

- ❑ Test and implement an integrated security, case management and programming approach targeted to groups of disruptive offenders in maximum security institutions;
- ❑ Implement restorative justice approaches that foster conflict resolution and the healing of offenders, victims, their families and their communities;
- ❑ Implement approaches to addressing the needs of Inuit offenders;
- ❑ Implement the Government response to the recommendations of the Canadian Human Rights Commission's report *Protecting Their Rights, A Systemic Review of Human Rights in Correctional Services for Federally Sentenced Women*;
- ❑ Enhance the employment and employability of offenders during incarceration and upon release;
- ❑ Engage citizens in building safer and healthier communities;
- ❑ Enhance the role of Aboriginal communities in providing effective alternatives to incarceration and community supervision (complementing the Government Urban Aboriginal Strategy and the Aboriginal Human Resource Development Strategy);
- ❑ Where relevant, review current exchange of service agreements with provinces and territories;
- ❑ Strengthen partnerships with criminal justice partners and other federal agencies (e.g., police services, PSEPC agencies); and,
- ❑ Renew the Offender Management System, as part of the Canadian Public Safety Information Network.

4.1.4 Strategic Outcome 4: Corporate Management — “corporate management services support the care, custody and reintegration of offenders, and partnerships to promote the achievement of CSC's Mandate and Mission”

Rationale

Corporate Management business line includes effective allocation and use of resources to support management decision-making, operational control, and accountability

To effectively support the care, custody and reintegration of offenders in the interest of public safety, CSC must have a representative knowledgeable, productive and sustainable workforce.

By sharing expertise and helping establish safe and humane corrections domestically and internationally, CSC supports Canada's provincial, territorial and international priorities.

Priorities

CSC must reallocate existing resources to its highest priorities while transforming old spending to new purposes. CSC's priorities in the area of corporate management are to:

- ❑ Enhance safety and health in the workplace;
- ❑ Modernize and share tools and research-based approaches in support of effective performance; and,
- ❑ Improve strategies to support continuous individual and organizational learning.

CSC will allocate \$196.1 million in total planned spending annually for this strategic outcome.

Plans for 2004 – 2007

- ❑ Develop and implement alternative approaches to service delivery;
- ❑ Implement the Management Accountability Framework across CSC;
- ❑ Enhance processes and practices to ensure a safe, healthy and supportive workplace;
- ❑ Attract, select, and develop diverse knowledge workers consistent with the Government's Human Resources Modernization Approach;
- ❑ Develop leadership strategies and a career continuum through training, coaching, mentoring and support tools for continuous learning and development;
- ❑ Provide support to staff to manage the challenges of the correctional environment;
- ❑ Support Canada's foreign policy priority in human rights and criminal justice matters;
- ❑ Implement knowledge management initiatives to support informed and timely decisions; and,
- ❑ Conduct policy research related to CSC strategic challenges.

4.2 Challenges, Business Lines, Outcomes and Results

Business Line	Strategic Outcomes To provide Canadians with:	Strategic Challenges	Results To Be Achieved
Care	a safe and healthy environment for those living and working in the correctional system, as well as members of the public.	<ul style="list-style-type: none"> Changing Offender Profile (health of offenders) High rate of Aboriginal Incarceration (High rates of disease, substance abuse) Community Capacity Building (palliative care, mental health treatment programs, substance abuse programs, infectious diseases, etc.) 	<p>Reduction of Public Health Problems</p> <ul style="list-style-type: none"> Health and safety of those living and working in the correctional system, and the public. Reduced transmission of infectious diseases and harm associated with risky behaviour. Compliance with applicable provincial/professional health standards.
Custody	accommodation and management of offenders that is reasonable, safe, secure and humane and in accordance with the least restrictive option.	<ul style="list-style-type: none"> Changing Offender Profile (gangs and organized crime; health; diversity-strategic intelligence requirements; technologically advanced security systems, etc.) High Rate of Aboriginal Incarceration (culturally sensitive approaches) 	<p>Reasonable, Safe and Secure Accommodation</p> <ul style="list-style-type: none"> Offenders are housed at the appropriate security level. Security measures that minimize the number of institutional incidents. Men, women and Aboriginal offenders are accommodated in institutions which provide programs that respond to their specific needs.
Reintegration	offenders who are safely and effectively reintegrated.	<ul style="list-style-type: none"> Changing Offender Profile (targeted programs for changing needs) High Rate of Aboriginal Incarceration Community Capacity Building (provision of care and programming) 	<p>Safe and Effective Reintegration</p> <ul style="list-style-type: none"> Case preparation processes that optimize the number of offenders prepared for their earliest conditional release dates. Reintegration measures that: a) Optimize the number of offenders who complete their conditional release without revocation; and b) Minimize the number of community incidents. Greater use of alternatives to administrative segregation or the Special Handling Unit. Enhanced role of Aboriginal communities in providing effective alternatives to incarceration and community supervision (section 84)
Corporate Management	corporate management services support the care, custody, and reintegration of offenders, and partnerships to promote the achievement of CSC's Mandate and Mission.	<ul style="list-style-type: none"> Realignment of resources and transformation of tools and processes Healthy, representative, knowledgeable and productive workforce 	<p>Achievement of the Mandate</p> <ul style="list-style-type: none"> Support services provided to the Care, Custody, and Reintegration of offenders. Partnerships that promote the achievement of Mandate and Mission. Improved morale of workforce.

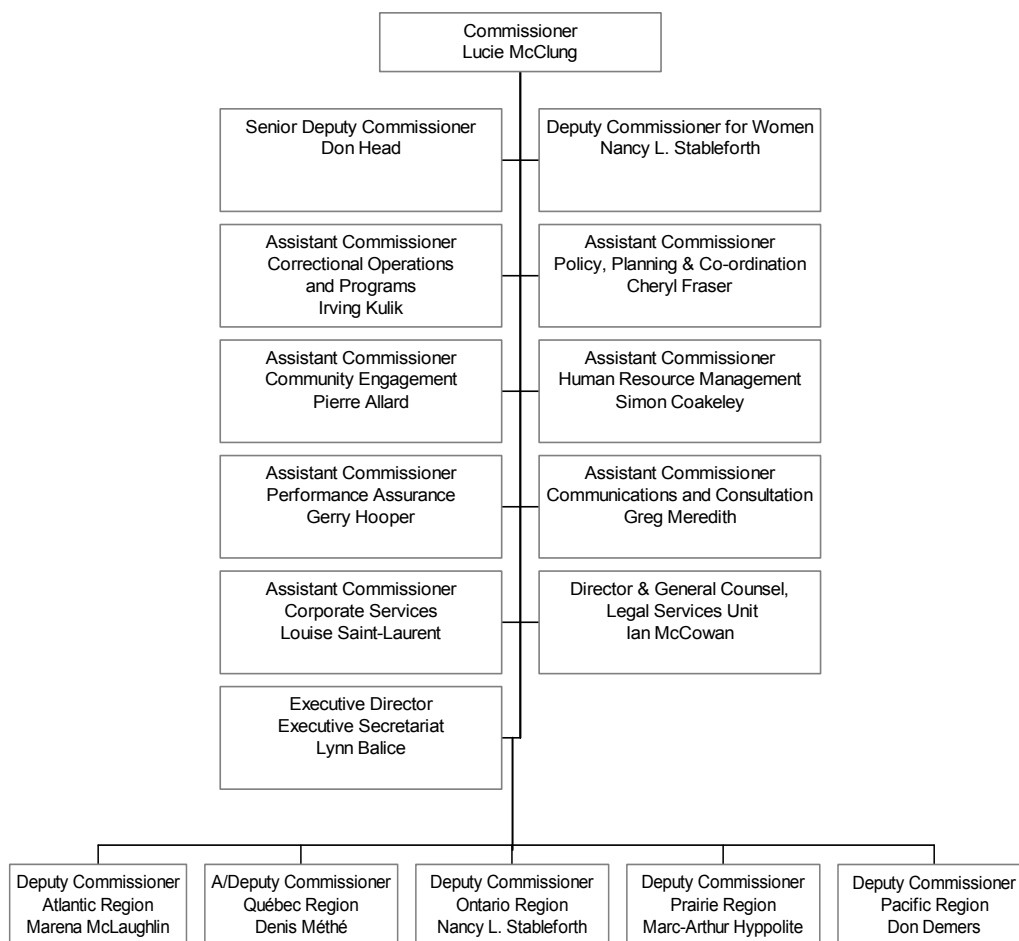
SECTION V: ROLES AND RESPONSIBILITIES OF THE CORRECTIONAL SERVICE OF CANADA

5.1 Resource Relationship between Strategic Outcomes and Business Lines (excluding CORCAN)

Business Lines	<i>Strategic Outcomes Statements</i>				(in millions) Total \$
	<i>Safe and healthy environment for those living and working in the correctional system, as well as members of the public</i>	<i>Accommodation and management of offenders is reasonable, safe, secure and humane and in accordance with the least restrictive option</i>	<i>Offenders who are safely and effectively reintegrated</i>	<i>Corporate Management services support the care, custody and reintegration of offenders, and partnerships promote the achievement of CSC's Mission and Mandate</i>	
Care	210.3				210.3
Custody		689.5			689.5
Reintegration			475.3		475.3
Corporate Management				196.1	196.1
Total CSC	210.3	689.5	475.3	196.1	1,571.2

5.2 Accountability

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



- The **Senior Deputy Commissioner** is the senior Assistant Commissioner, whose main role is to support the Commissioner, focus on the management of strategic issues and act as Commissioner when required.
- The **Deputy Commissioner for Women** is responsible for the effective policy and program development, and oversight for program delivery for women offenders.
- The **Assistant Commissioner, Correctional Operations and Programs** is responsible for the integrity of community and institutional operations across CSC and for improving the delivery of safe corrections.

- The ***Assistant Commissioner, Community Engagement*** is responsible for leadership in the development of voluntary sector and citizen engagement initiatives at the national level, with a focus on restorative practices that address community issues and needs, as well as the needs of offenders, offenders' families and victims.
- The ***Assistant Commissioner, Policy, Planning and Co-ordination*** is responsible for leadership in the development of research and planning services that support the government policy agenda and correctional policy and program development. She is also responsible to ensure fairness and equity of correctional practices through offender redress mechanisms and delivery of services under the *Access to Information* and *Privacy* Acts.
- The ***Assistant Commissioner, Performance Assurance*** is responsible for ensuring mechanisms are in place to analyze, monitor and measure CSC performance on delivering correctional results, including internal audit, evaluation, investigations, performance measurement tools and advice for the regions and sectors
- The ***Assistant Commissioner, Corporate Services*** is responsible for informatics and technological support, technical services, finance and materiel management and includes responsibility for the Comptroller's Branch.
- The ***Assistant Commissioner, Human Resource Management*** serves as a focal point for the development of human resource management strategies, for management of administrative and human resource activities and providing interpretations of policies, directives and guidelines. The Sector is responsible for attracting and supporting employees with the appropriate attributes and competencies to deliver effective correctional services.
- The ***Assistant Commissioner, Communications and Consultation*** is responsible for the implementation of communication policy and for the development and implementation of strategies to improve media and public understanding of CSC's mandate, policies and programs, through outreach activities, public consultation; as well as design, production, dissemination and evaluation of multi-media products.
- The ***Executive Director, Executive Services*** is responsible for Ministerial liaison and Parliamentary relations to support the Commissioner and the Minister in fulfilling CSC's mandate.
- The ***Director, Legal Services Unit, and General Counsel*** provides advice on legal risks in the development of correctional policy, programs and services, as well providing legal advice to CSC on litigation.
- The five ***Regional Deputy Commissioners*** are responsible for the management of the CSC operations within their respective regions, implementation of correctional policy, and leadership in providing advice in criminal justice system matters.

5.3 Departmental Planned Spending

(millions of dollars)	Forecast Spending 2003–2004	Planned Spending 2004–2005	Planned Spending 2005–2006	Planned Spending 2006–2007
Care	208.2	210.3	215.5	223.0
Custody	651.5	689.5	691.5	695.9
Reintegration	559.0	551.9	551.3	550.1
Corporate Management	193.4	196.1	195.8	196.7
Budgetary Main Estimates (gross)	1,612.1	1,647.8	1,654.1	1,665.7
Less: Respendable revenue	76.2	76.5	76.5	76.5
Total Main Estimates	1,535.9	1,571.3	1,577.6	1,589.2
<i>Adjustments (Planned Spending not in Main Estimates)</i>				
• Renewal of Canada's Drug Strategy	1.0			
• Use of federal facilities in New Brunswick to house provincial offenders	0.8	1.5	1.5	1.5
• Offender Management System Renewal and other Initiatives	10.6			
• Collective Agreements	6.3			
• Accommodation requirements for women offenders in the Pacific Region	7.0			
• Program Integrity		15.0	15.0	15.0
• Proceeds of Real Property Sales		0.3	0	0
• Capital Carry Forward – December 12, 2003		6.4	0	0
• Health Information Management Module		0.7	10.4	2.3
• New Brunswick Exchange of Service Agreement		1.0	1.0	0
• After Care Agencies – Room & Board		3.6	3.6	3.6
<i>Adjustments to Planned Spending</i>	<i>25.7</i>	<i>28.5</i>	<i>31.5</i>	<i>22.4</i>
Net Planned Spending	1,561.6	1,599.8	1,609.1	1,611.6
Less: Non-respendable Revenue	17.0	17.6	18.0	18.3
Plus: Cost of services received without charge	79.2	79.2	78.7	78.4
Net Cost of Program	1,623.8	1,661.4	1,669.8	1,671.7
Full Time Equivalents	14,613	14,613	14,613	14,613

SECTION VI: ANNEXES (FINANCIAL TABLES)

Table 6.1 Summary of Capital Spending by Program and Business Line

(millions of dollars)	Forecast	Planned	Planned	Planned
	Spending 2003–2004	Spending 2004–2005	Spending 2005–2006	Spending 2006–2007
<u>Business Lines</u>				
Care	1.2	1.2	1.2	1.2
Custody	120.6	125.4	125.4	125.4
Reintegration	5.0	10.1	11.0	5.6
Corporate Management	0.0	0.0	0.0	0.0
Total	126.8	136.7	137.6	132.2

Table 6.2 Details on Project Spending by Business Line

CSC Custody Capital	Current Estimated Total Cost	Forecast Spending to March 31, 2004	Planned Spending 2004–2005	Planned Spending 2005–2006	Planned Spending 2006–2007	Future Years Spending Requirement
(millions of dollars)						
A) New Accommodation Projects						
RHC Pacific-Expansion	72.0	67.0	5.0	0.0	0.0	0.0
Archambault new CRSM & Redevelopment	51.0	1.5	1.8	14.0	17.0	16.7
Other Accommodation Projects			18.4			
Total New Accommodation Projects			25.2			
B) Major Asset Preservation & Infrastructure Projects						
Springhill Institution Refurbish/Replace	30.0	11.6	9.9	6.5	2.0	0.0
Collins Bay Institution Refurbish/Replace	57.0	9.4	18.0	15.0	12.0	2.6
Cowansville Refurbish/Replace	48.0	1.1	3.0	8.0	15.0	20.9
Saskatchewan Penitentiary Refurbish/Replace	80.0	3.1	7.0	15.0	15.0	39.9
Miscellaneous Asset Preservation & Infrastructure Projects			23.1			
Total Major Asset Preservation & Infrastructure Projects			61.0			
C) Regionally Managed Construction/Maintenance Projects			30.0			
D) Capital Program Management			2.5			
E) Equipment Portfolios			6.7			
Total Custody Capital			125.4			

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

CSC Care Capital					
E)Equipment Portfolios			1.2		
Total Care Capital			1.2		

CSC Reintegration Capital					
E)Equipment Portfolios			10.1		
Total Reintegration Capital**			10.1		

TOTAL CSC CAPITAL (2004–2005)			136.7		
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**Reintegration includes CORCAN Capital of \$0.6 million

Table 6.3 Summary of Transfer Payments

(millions of dollars)	Forecast	Planned	Planned	Planned
	Spending 2003–2004	Spending 2004–2005	Spending 2005–2006	Spending 2006–2007
Grants :				
Care				
University of Saskatchewan College of Medicine Psychiatric Residency Seat	0.1	0.1	0.1	0.1
University of Saskatchewan Department of Psychology Chair in Forensic Psychology	0.1	0.1	0.1	0.1
Reintegration				
Grants to Aboriginal Communities Aboriginal Correctional Programs and Services	0.2	0.2	0.2	0.2
Corporate Management				
Pensions and Other Employee Benefits	0.2	0.2	0.2	0.2
Penitentiary Inmates Accident Compensation	0.1	0.1	0.1	0.1
Total Grants	0.7	0.7	0.7	0.7
Contributions :				
Reintegration				
Contributions for the purpose of providing parolee services, individual and group inmate services, community education and involvement as they relate to correctional services and other complementary services	0.7	0.7	0.7	0.7
Payments to Aboriginal Communities for the delivery of Aboriginal Programs and Services	1.1	1.1	1.1	1.1
Total Contributions	1.8	1.8	1.8	1.8
Total Grants and Contributions	2.5	2.5	2.5	2.5

6.4 Major Initiatives and/or Programs

(millions of dollars)	Planned 2004–2005	Planned 2005–2006	Planned 2006–2007
Strategic Outcome: Care — <i>“a safe and healthy environment for those living and working in the correctional system, as well as members of the public”</i> Ensure a quality system that promotes healthy lifestyles, treats and manages physical illness, and improves the mental health of offenders while ensuring continuum of care from institutions to community. The Departmental priorities related to this strategic outcome are:	210.3	215.5	223.0
1. Reduce the negative impacts of substance abuse on offender behaviour during incarceration and upon release.	21.2	25.9	25.9
2. Reduce the risk of transmission of infectious diseases.	14.4	14.4	14.4
3. Optimize the provision of accredited mental health care services.	0.8	0.8	0.8
Strategic Outcome: Custody — <i>“accommodation and management of offenders that is reasonable, safe, secure and humane and in accordance with the least restrictive option”</i> Reducing barriers to rehabilitation through safe, supportive and culturally sensitive environments conducive to changing criminal to pro-social behaviour. The Departmental priorities related to this strategic outcome are:	689.5	691.5	695.9
1. Improve safety and security in maximum security institutions.	1.2	1.2	1.2
2. Improve offenders’ potential for rehabilitation through more integrated and targeted interventions.	1.0	0.7	0.7
3. Improve integration of, and access to, intelligence and information networks within the Public Safety and Emergency Preparedness portfolio.	7.6	7.7	7.7
4. Enhance operational strategies to control the supply and reduce the demand for drugs.	6.5	6.5	6.5
Strategic Outcome: Reintegration — <i>“offenders who are safely and effectively reintegrated”</i> Safe reintegration requires not only strong community supervision and support within CSC, but also capacity within the community to provide a supportive environment for reintegration. The Departmental priorities related to this strategic outcome are:	551.9	551.3	550.1
1. Expand the range of interventions to address targeted offender needs.	7.5	7.5	7.5
2. Enhance community capacity for safe and timely reintegration.	56.5	56.5	56.5
3. Strengthen citizen and community engagement and criminal justice partnerships in correctional endeavours.	3.5	3.5	3.5

6.4 Major Initiatives and/or Programs (cont'd)

(millions of dollars)	Planned 2004–2005	Planned 2005–2006	Planned 2006–2007
Strategic Outcome: Corporate Management — <i>“corporate management services support the care, custody and reintegration of offenders, and partnerships to promote the achievement of CSC's Mandate and Mission”</i>	196.1	195.8	196.7
Reallocation of existing resources to CSC's highest priorities, while transforming old spending to new purposes.			
The Departmental priorities related to this strategic outcome are:			
1. Enhance safety and health in the workplace.	13.8	13.9	14.0
2. Modernize and share tools and research-based approaches in support of effective performance.	1.5	1.5	1.5
3. Improve strategies to support continuous individual and organizational learning.	22.2	22.2	22.2

Financial information excludes the following as a principle to derive the cost of priorities:

- capital vote expenditures
- normal ongoing operations of the Service, e.g. utilities, static security

Table 6.5 Sources of Respendable and Non-Respendable Revenue

	Forecast Revenue 2003–2004	Planned Revenue 2004–2005	Planned Revenue 2005–2006	Planned Revenue 2006–2007
(millions of dollars)				
Respendable revenue				
Corcan				
Manufacturing	21.7	21.9	21.9	21.9
Agribusiness (including forestry)	12.8	12.9	12.9	12.9
Services	6.1	6.1	6.1	6.1
Textile	3.7	3.7	3.7	3.7
Construction activities	15.6	15.6	15.6	15.6
Training and Correctional activities	16.3	16.3	16.3	16.3
Total respendable revenue	76.2	76.5	76.5	76.5
Non-respendable revenue				
Proceeds From Sales	8.9	9.0	9.1	9.2
Psychiatric Services - Contracted	0.8	0.8	0.9	0.9
Board & Lodging - Inmates	0.9	0.9	0.9	0.9
Inmate Maintenance Contracted - (Federal - Provincial Agreements)	3.5	3.8	3.8	3.8
Refund of Previous Year's Expenditures	1.8	1.9	2.0	2.1
Adjustment To Payables At Year End (PAYE)	0.7	0.8	0.9	1.0
Other Non-Tax Revenue	0.4	0.4	0.4	0.4
Total non-respendable revenue	17.0	17.6	18.0	18.3
Total Program Revenues	93.2	94.1	94.5	94.8

Table 6.6 Net Cost of Program for the Estimates Year

(millions of dollars)			
	Planned 2004–2005	Planned 2005–2006	Planned 2006–2007
Planned Spending (M. E. plus Adjustments)	1,676.3	1,685.6	1,688.1
Plus :			
<u>Services Received Without Charge</u>			
Accommodation provided by Public Works and Government Services Canada (PWGSC)	14.4	14.2	14.2
Contributions covering employer's share of insurance premiums and costs paid by TBS.	57.0	57.0	57.0
Workman's Compensation coverage provided by Human Resources Canada.	5.8	5.5	5.2
Salary and associated costs of legal services provided by Justice Canada.	2.0	2.0	2.0
	79.2	78.7	78.4
Less :			
Non-respendable revenue	17.6	18.0	18.3
2004-05 Net cost of Program	1,737.9	1,746.3	1,748.2

Table 6.7 Revolving Fund – Statement of Operations

(millions of dollars)	Forecast Spending 2003–2004	Planned Spending 2004–2005	Planned Spending 2005–2006	Planned Spending 2006–2007
Revenues :				
Corcan Revenues	76.2	76.5	76.5	76.5
Total Revenues	76.2	76.5	76.5	76.5
Expenses :				
Cost of goods sold	61.1	61.4	61.4	61.4
Operating expenses	15.2	15.2	15.2	15.2
Total Expenses	76.3	76.6	76.6	76.6
Surplus (deficit)	(0.1)	(0.1)	(0.1)	(0.1)

Table 6.8 Revolving Fund – Statement of Cash Flows

(millions of dollars)	Forecast Spending 2003–2004	Planned Spending 2004–2005	Planned Spending 2005–2006	Planned Spending 2006–2007
Operating Activities :				
Net Profit (Deficit) Before Extraordinary Items	(0.1)	(0.1)	(0.1)	(0.1)
Add: Items Not Requiring Use of Funds				
Provision for Employee Termination Benefits	0.3	0.3	0.3	0.3
Amortization of fixed assets	2.2	2.2	2.2	2.2
Amortization of deferred charges	0.2	0.2	0.2	0.2
Allowance for doubtful accounts	0.3	0.3	0.3	0.3
Cash surplus (requirement)	2.9	2.9	2.9	2.9
Changes in Current Assets and Liabilities				
Changes in Other Assets and Liabilities:				
Deferred Charges	(2.5)	(2.5)	(2.5)	(2.5)
Payment on changes in provision for Employee Termination Benefits	(0.1)	0.0	0.0	0.0
Net Financial Resources Providing by Operating Activities	0.4	0.4	0.4	0.4
Investing Activities				
Capital Assets Purchased	(0.5)	(0.5)	(0.5)	(0.5)
Net Financial Resources used by Investing Activities	(0.5)	(0.5)	(0.5)	(0.5)
Net Financial Resources used and Change in the Accumulated Net Charge against the Fund's Authority Account during the Year	(0.1)	(0.1)	(0.1)	(0.1)

Table 6.9 Revolving Fund – Projected Use of Authority

(millions of dollars)	Forecast Spending 2003–2004	Planned Spending 2004–2005	Planned Spending 2005–2006	Planned Spending 2006–2007
Authority - April 1	5.0	5.0	5.0	5.0
Adjustment to the Revolving Fund Authority	0.0	0.0	0.0	0.0
Authority - March 31	5.0	5.0	5.0	5.0
Drawdown :				
- Balance as at April 1	5.0	4.9	4.8	4.7
- Projected surplus (drawdown)	(0.1)	(0.1)	(0.1)	(0.1)
- Write off of balance by Treasury Board	0.0	0.0	0.0	0.0
Sub - Total Drawdown	(0.1)	(0.1)	(0.1)	(0.1)
Projected Balance at March 31	4.9	4.8	4.7	4.6

SECTION VII - RESOURCE MATERIALS AND REFERENCES

7.1 RESOURCE INFORMATION

7.1.1 Influences on Canadian Correctional Reform (Republished 2002)

This document compiles the working papers of the Correctional Law Review which was conducted by the Department of the Solicitor General between 1986 and 1988. The papers clarified perspectives on the role of corrections in contributing to a just, peaceful and safe society. The resulting “Directions for Reform” consultations with Canadians led to the implementation of the *Corrections and Conditional Release Act (1992)*.

http://www.psepc-sppcc.gc.ca/corrections/publications_e.asp

7.1.2 Legal and Policy Framework

<u>Criminal Justice</u> Corrections and Conditional Release Act/Regulations Criminal Records Act Identification of Criminals Act Transfer of Offenders Act Criminal Code of Canada Criminal Fugitives Act Prisons and Reformatories Act Youth Criminal Justice Act Integrated Justice Initiative Controlled Drugs and Substances Act United Nations Standard Minimum rules for the Treatment of Prisoners United Nations Resolution – Drug Strategy Organization of American States – Drug Strategy	<u>Security</u> Treasury Board Manual - Information and Administrative Management Government Security Policy Government of Canada Communications Policy Common Look and Feel for the Internet (TB Standards) Federal Identity Program
<u>Property Management</u> Alternative Fuels Act/Regulations Federal Real Property Act/Regulations Policy on Management of Government Holding TB Manual - Real property/Risk Management Municipal Grants Act National Building Code of Canada National Fire Code of Canada Motor Vehicle Policy (TB)	<u>Public Service</u> Public Service Employment Act/Regulations Public Service Staff Relations Act Public Service Superannuation Act Employment Equity Act and Regulations Financial Administrative Act Official Languages Act and Regulations Canada Occupational Safety and Health Regulations Material Services and Risk Management Collective Agreements Conflict of Interest and Post-Employment code for the Public Service Garnishment, Attachment and Pension Diversion Act Canadian Labour Code Canadian Centre for Occupational Health Safety Act TB Manual - Occupational Safety and Health

<u>International Human Rights</u>	<u>Other</u>
Universal Declaration of Human Rights Convention Against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment International Convention on the Elimination of All forms of Racial Discrimination International Covenant on Civil and Political Rights United Nations Charter Convention of the Rights of the Child UN Convention Against Transnational Organized Crime	Access to information Act Inquiries Act Privacy Act Copyright Act Canadian Human Rights Act Canada's Charter of Rights and Freedoms Constitution Act Canadian Human Rights Benefits Regulations Extradition Act Immigration Act Canada Evidence Act Auditor General Act Emergency Preparedness Act

7.1.3 Contacts for further information

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