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Minister's Message

As Minister of Public Safety, I am pleased to present the Correctional Service of Canada's (CSC) *Departmental Performance Report* to Parliament for the period ending on March 31, 2009.

The Department of Public Safety is responsible for the delivery of services and activities that directly contribute to public safety, including: policing and law enforcement;



conditional release of offenders; emergency management; national security; crime prevention; the protection of our borders; and correctional services.

Fiscal year 2008-2009 was an exciting year at CSC. CSC continued working toward transforming the way it does business and its operations to improve public safety results for Canadians. In highlighting progress made in key priority areas over the past fiscal year, this report underscores the integral role that CSC played in enhancing public safety. This report also demonstrates how initial implementation of the recommendations of the December 2007 CSC Review Panel Report, *A Roadmap to Strengthening Public Safety*¹, through its Transformation Agenda, has helped CSC achieve progress with respect to its strategic priorities.

Consistent with the strategic priorities identified in the 2008-2009 Report on Plans and Priorities, the Service continued to make progress in five key areas, which were developed to manage the changing offender population profile, while enhancing the Service's contribution to public safety:

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

The Government of Canada is committed to working towards ensuring that Canadians continue to feel safe in their communities. CSC's key contribution to this endeavour is to successfully rehabilitate and reintegrate offenders back into our communities.

The Honourable Peter Van Loan, P.C., M.P.
Minister of Public Safety

Section 1: Departmental Overview

¹ http://www.publicsafety.gc.ca/csc-scc/report-rapport/table_of_contents-eng.aspx



SECTION 1: DEPARTMENTAL OVERVIEW

1.1 Raison d'être

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

CSC's Mission has guided the organization since 1989. Together with the *Correctional* and *Conditional Release Act*, which is CSC's legislative foundation, The Mission provides the organization with an enduring vision of its *raison d'être*, as well as a look forward, to where it is going:

The Correctional Service of Canada, as part of the criminal justice system and respecting the rule of law, contributes to public safety by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control.²

The Mission reaffirms the organization's commitment to public safety and clearly states how CSC will accomplish it. This commitment becomes even more essential particularly in response to the recommendations made by the CSC Review Panel Report, *A Roadmap to Strengthening Public Safety*³, through the Transformation Agenda⁴.

1.2 Responsibilities

Mandated by the *Corrections and Conditional Release Act* and related regulations⁵, CSC contributes to public safety by administering court-imposed sentences for offenders sentenced to two years or more. This involves managing institutions of various security levels and supervising offenders on different forms of conditional release, while assisting them to become law-abiding citizens. CSC also administers post-sentence supervision of offenders with Long Term Supervision Orders for up to ten years.

In December 2007, the organization was given a new responsibility to strengthen Canada's federal correctional system by transforming the way CSC conducts its business and its operations to improve public safety results for all Canadians.

After completing an in-depth review of the federal correctional system, an Independent Review Panel delivered its findings in a report entitled *A Roadmap to Strengthening*

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² http://www.csc-scc.gc.ca/text/organi-eng.shtml

³ http://www.publicsafety.gc.ca/csc-scc/report-rapport/table of contents-eng.aspx

⁴ http://www.csc-scc.gc.ca/text/organi/trnsform-eng.shtml

⁵ Corrections and Conditional Release Regulations (<u>http://laws.justice.gc.ca/en/showtdm/cr/SOR-92-620//?showtoc=&instrumentnumber=SOR-92-620)</u>



Public Safety. This report was endorsed by the Government in Budget 2008 allowing CSC to address some of its current and long standing challenges; better support its current priorities; and provide CSC with an opportunity to integrate transformation initiatives in a way that will contribute to improved public safety results for all Canadians.

As a result of the Review Panel's report and recommendations, CSC initiated activities in each of the five key areas identified in the report:

- Offender Accountability
- Eliminating Drugs from Prison
- Employability/Employment
- Physical Infrastructure
- Enhanced Community Supervision Capacity

In general, CSC's responsibilities include providing services across the country—from large urban centres with their increasingly diverse populations, to remote Inuit communities across the North. CSC manages institutions for men and women, mental health treatment centres, Aboriginal healing lodges, community correctional centres and parole offices. In addition, CSC has five regional headquarters that provide management and administrative support and serve as the delivery arm of CSC's programs and services. CSC also manages an addictions research centre a correctional management.

FEDERALLY MANAGED FACILITIES INCLUDE

- 57 Institutions⁶
- 16 Community Correctional centres
- 84 Parole offices and sub-offices

addictions research centre, a correctional management learning centre, regional staff colleges and a national headquarters.

CSC employs approximately 16,500 staff⁷ across the country and strives to maintain a workforce that is reflective of Canadian society. Just over 47% of CSC staff are women. Slightly more than 5.5% are from visible minority groups, approximately 4.5% are persons with disabilities, and approximately 7.7% are Aboriginal These rates are at or above labour market⁸ availability with the exception of women where CSC is slightly below market levels.

WORKFORCE

 Approximately 16,500 employees, of whom 85% work in institutions and communities

Two occupational groups, for the most part exclusive to

CSC, represent over half of all staff employed in operational units. The Correctional Officer group comprises 39% of staff, while another 16% of staff are in the Welfare Programmes category, the group that includes parole and program officers who work in

⁶ This number reflects the December 24, 2008 closure of Isabel McNeil House

⁷ This figure includes active Indeterminate and Term employees.

⁸ As per the latest data released by Statistics Canada (2001 Census Data).



the institutions and in the community. The remainder of CSC's workforce reflects the variety of other skills required to operate institutions and community offices—from health professionals, to electricians, to food service staff—as well as staff providing corporate and administrative functions at the local, regional and national levels. All staff work together to ensure that the institutions operate in a secure and safe fashion and that offenders are properly supervised on release, with specialized initiatives and approaches for Aboriginals, women and offenders with mental health needs.

Volunteers continue to be essential contributors to public safety by enhancing the work of CSC and creating a liaison between the community and the offender. CSC benefits from the contributions of over 9,000 volunteers active in institutions and in the community. CSC volunteers are involved in activities ranging from one-time events to providing ongoing services to inmates and offenders in the community, including tutoring, social and cultural events, faith-based services and substance abuse programming. CSC also supports the involvement of volunteer Citizen Advisory Committees at the local, regional and national levels to provide citizen feedback on CSC policies and practices.

1.3 Strategic Outcome(s) and Program Activity Architecture (PAA)⁹

While many departments have multiple Strategic Outcomes, CSC has one; its contribution to public safety. In all CSC activities, and all decisions that staff make, public safety is the paramount consideration.

CSC's entire Program Activity Architecture is depicted in the following chart as a single Strategic Outcome with five Program Activities.

Strategic Outcome							
The custody, correctional interventions, and supervision of offenders, in communities and institutions, contribute to public safety							
	Program Activities						
Custody Correctional Community CORCAN ¹⁰ Internal Supervision (Revolving fund) Services							

To achieve the Strategic Outcome, offenders are maintained in "Custody" in institutions. Those who become eligible are transferred to communities under various types of

⁹ CSC modified its Program Activity Architecture in 2008-2009, shifting to five Program Activities which reflect the structure of CSC's correctional environment and contribute to the achievement of its Strategic Outcome. A Program Activity Architecture crosswalk was provided in the 2008-2009 Report on Plans and Priorities. (http://www.tbs-sct.gc.ca/rpp/2008-2009/inst/pen/pen00-eng.asp)

¹⁰ Special Operating Agency



conditional release where they are managed under "Community Supervision". In both the institution and the community, offenders receive "Correctional Interventions" to help them assume their accountability to become and remain law-abiding citizens. Some interventions begin while the offender is in the institution and continue or are maintained once the offender returns to the community, thus having a positive impact on their social reintegration process. For example, the offender may learn employment-related skills in the institution and then participate in job placement programs once in the community.

CORCAN, a Special Operating Agency of CSC, provides work and employability skills training to offenders in institutions in order to enhance job readiness upon their release to communities, and to increase the likelihood of successful reintegration. CORCAN also offers support services by 53 counsellors across Canada to assist offenders on conditional release in securing employment. CORCAN's services are provided through partnerships internally and externally with other government organizations, Non-Governmental Organizations, and private enterprises.

The Internal Services Program Activity entails all corporate and administrative services that support the effective and efficient delivery of operational programs and activities across the organization, such as human resources management services, financial management services and information management services.

1.4 Summary of Performance - Financial

2008–2009 Financial Resources (\$ million)

Planned Spending ¹²	Total Authorities	Actual Spending	
2,231.40	2,371.50	2,231.30	

Approximately 75% of CSC's 2008-2009 Annual Reference Level¹³ was dedicated to the provision of care and custody of offenders in institutions and in communities, which includes fixed and semi-fixed costs for security systems, salaries for correctional staff, facilities maintenance, health services, food services, and capital. Approximately 20% was allocated to correctional interventions which includes case management and offender programs. The remaining 5% was dedicated towards community supervision, which includes community-based residential facilities and community-based health services.¹⁴

Section 1: Departmental Overview

Offenders are released according to various provisions of the Corrections and Conditional Release Act. Some offenders are released by law, where as others are released as a result of the decision making authority of the National Parole Board.

¹² Planned spending includes Main Estimates of \$2,174.2M plus adjustments in the amount of \$57.2M supported by Treasury Board.

¹³The Reference Level is the current dollar balance of funding available to CSC for each year as approved by Treasury Board and/or statutory estimates related to statutes of Canada.

¹⁴ Based on 2008-2009 Main Estimates, Internal Service costs were reallocated to the Custody, Correctional Intervention and Community Supervision program activities.



2008–09 Human Resources – Full-Time Equivalents (FTEs)

Planned ¹⁵	Actual	Difference ¹⁶
15,945	15,957	12

1.5 Summary of Performance - Operational

Strategic Outcome: The custody, correctional interventions, and supervision of offenders, in communities and institutions, contribute to public safety

offenders, in communities and institutions, contribute to public sufery						
Performance Indicators	Targets	2008–2009 Performance				
Rate of escapes from federal institutions	Reduce escapes from federal institutions	Escapes were reduced				
Rate of inmate deaths by other than natural causes	Reduce inmate deaths by other than natural causes	Inmate deaths by other than natural causes were not reduced				
Rate of assaultive behaviour	Reduce assaultive behaviour in the institutions	Assaultive behaviour in the institutions was not reduced				
Percentage of offenders granted discretionary release	Increase number of offenders granted discretionary release	Discretionary release increased for full parole but decreased for day parole				
Percentage of offenders granted parole at earliest possible parole date	Increase number of offenders granted parole at earliest possible parole date	Number of offenders granted parole at earliest possible parole date decreased				
Percentage of offenders under community supervision who incur new convictions	Reduce re-offending while on supervision	Re-offending was reduced				
Percentage of offenders under community supervision who incur new convictions for violent offences	Reduce violent re-offending	Violent re-offending was reduced				
Percentage of offenders under community supervision who incur new convictions for non- violent offences	Reduce non-violent re- offending	Non-violent re-offending was reduced				
Percentage of offenders under community supervision who incur suspensions	Reduce number of suspensions	The percentage of suspensions and the percentage of suspensions resulting in revocation remained steady				

In 2008-2009, CSC contributed to public safety by meeting its targets of reducing the number of escapes from institutions, as well as the numbers of violent and non-violent re-

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¹⁵ Casuals and students are not included

¹⁶ Difference of 12 FTE represents 0.08%: The variance is not significant.



offending by offenders. These are the results of the immediate interventions initiated by CSC as it was launching its *Transformation Agenda* in response to the recommendations of the Independent Review Panel report, *A Roadmap to Strengthening Public Safety*. Target results for offenders granted parole at earliest possible parole date are still to be achieved.¹⁷

Although Safety and security in institutions has been maintained in institutions, targets to reduce the number of inmate deaths by other than natural causes and assaultive behaviour by inmates, as well as targets to increase the percentage of offenders granted discretionary release and release at earliest parole date possible are still to be achieved. This is due to CSC's ongoing challenges to respond to a changing offender profile. CSC recognizes that it must continue its efforts and investments to transform the way it meets these challenges. Some strategies have produced an immediate impact, while others will need time to show measurable results.

While the prevention of deaths in custody has always been a priority for CSC, there is a need for improvements in several key areas. In a letter to the Correctional Investigator in February 2009, CSC indicated that it was fully committed to finding and implementing appropriate and effective measures that will assist in minimizing and preventing, where possible, deaths in custody. CSC also recognizes the difficult reality that no matter what measures are introduced, that some deaths in custody are inevitable, and the Service will continuously identify opportunities to improve its ability to anticipate and respond to these incidents.

			Alignment to			
Program Activity ¹⁸	2007-08 Actual Spending	2008-09 Main Estimates	2008-09 Planned Spending ¹⁹	2008-09 Total Authorities	2008-09 Actual Spending	Government of Canada Outcomes
1.0 Custody	1,460.00	1,632.00	1,670.82	1,759.50	1,571.81	Safe and secure Communities
2.0 Correctional Interventions	508.00	424.60	439.08	467.00	519.34	Safe and secure Communities
3.0 Community Supervision	N/A	117.60	121.50	126.80	131.65	Safe and secure Communities
4.0 CORCAN	-4.50	0.00	0.00	18.20	8.50	Safe and secure Communities
TOTAL	1,963.50	2,174.20	2,231.40	2,371.50	2,231.30	

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¹⁷ CSC is responsible for preparing eligible offenders for release through appropriate correctional intervention and making recommendations to the National Parole Board, with whom the decision rests.

¹⁸ Based on 2008-2009 Main Estimates, Internal Service costs were reallocated to the Custody, Correctional Intervention and Community Supervision program activities.

¹⁹ Planned spending includes Main Estimates of \$2,174.2M plus adjustments in the amount of \$57.2M supported by Treasury Board.



The variance between total authorities and actual spending is principally related to the reprofile of resources into future years as a result of the Strategic Review, Carry Forward and CORCAN's Revolving Fund.

1.6 Contribution of Priorities to Strategic Outcome

On an average day during the 2008-2009 fiscal year, CSC was responsible for 13,287 federally incarcerated offenders and 8,726 offenders in the community. However, over the course of the year, including all admissions and releases, CSC managed 19,959 incarcerated offenders and 16,744 supervised offenders in the community. ²⁰

CSC has five over-arching priorities to advance its Strategic Outcome. The five priorities and their contribution to CSC's Strategic Outcome are described in the following pages. Initiatives presented in *A Roadmap to Strengthening Public Safety*²¹ are also represented in CSC's plans through its Transformation Agenda.

As an immediate response for advancing the Transformation Agenda, CSC undertook numerous rapid initiatives, that could be quickly implemented and create the energy and momentum for implementing the Transformation Agenda. Despite a challenging and rapid transformation pace, CSC maintained focus on its other responsibilities.

Operational Priority 1: Safe Transition of Eligible Offenders into the Community.

In the 2008-2009 Report on Plans and Priorities, CSC's Result Commitment for this priority was to prevent an increase in the level of violent re-offending by federal offenders returning to the community.

1	<u>'y</u>	p	e	

Ongoing

Status

CSC successfully met its commitments in relation to this priority in 2008-2009. The percentage of federal offenders in communities convicted of a violent offence while

²⁰ Note that an offender can appear more than once in the conditional release flow through count. An offender may be released from an institution more than once during a year and thereby will be counted more than once. In addition, if an offender spent a portion of the year incarcerated and another portion supervised, the offender will appear in both the institutional and community flowthrough count.

²¹ CSC Review Panel Report, A Roadmap to Strengthening Public Safety, December 2007

http://www.publicsafety.gc.ca/csc-scc/report-eng.aspx
Type is defined as follows: **previously committed to**—committed to in the first or second fiscal year prior to the subject year of the report; **ongoing**—committed to at least three fiscal years prior to the subject year of the report; and **new**—newly committed to in the reporting year of the Report on Plans and Priorities or Departmental Performance Report.



under CSC supervision has declined from 1.39% (227) in 2006-2007 to 1.22% (202) in 2007-2008²³. It has also declined for offenders in communities convicted of a violent offence within two years of the end of their sentence, from 5.97% (266) in 2005-2006 to 4.84% (217) in 2006-2007²⁴. Both rates are at their lowest in the five years they have been measured. The rates for offenders convicted of a violent offence within five years of the end of their sentence have remained steady, from 9.56% (434) in 2002-2003 to 9.57% (422) in 2003-2004²⁵.

A 2008 evaluation²⁶ of Correctional Programs demonstrated that high-risk offenders who participated in Violence Prevention Programs were 29% less likely to be readmitted after release, including for technical revocations. When compared to matched samples of offenders who did not participate in Violence Prevention Programs, those offenders who participated were 41% less likely to return to custody for a new offence and 52% less likely to be readmitted with a new violent offence.

The 2008 evaluation also determined that, when compared to matched samples of offenders who did not participate in Substance Abuse Programs, those offenders who participated were 45% less likely to return to custody for a new offence and 63% less likely to be readmitted with a new violent offence.

As for the Community Maintenance Program, the 2008 evaluation demonstrated that offenders who participated were 29% less likely to be readmitted after release, including for technical revocations. When compared to matched samples of offenders who did not participate in the Community Maintenance Program, those offenders who participated were 40% less likely to return to custody for a new offence and 56% less likely to be readmitted with a new violent offence.

As part of its 2008 Strategic Review, CSC proposed a reinvestment strategy to significantly increase the capacity to deliver Violence Prevention, and Community Maintenance Programs. This strategy had a very important impact on the enrolment and completion rates in these programs. In 2008-2009, 955 offenders (including women and Aboriginal offenders) enrolled in the Violence Prevention Program presenting an increase of 66% from 575 in 2007-2008, with a 77% completion rate. As for the Community Maintenance Program²⁷, 1,931 offenders were enrolled in 2008-2009, presenting an increase of 78% from 1,085 in 2007-2008, with a 67% completion rate. Also in 2008-2009, 5,167 were enrolled in the Substance Abuse Program, presenting a decrease of 8% from 5,593 in 2007-2008, with a 71% completion rate.

²⁴ 2008-2009 data indicating the number of federal offenders who have re-offended and been admitted to CSC custody within two years after reaching the end of their sentence (i.e. 2006-2007).

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²³ CSC has implemented a one-year delay in reporting new convictions for offenders in order to allow time for the judicial process. Reporting these results at the end of each Fiscal Year would misrepresent the actual results since the courts would not have had the opportunity to process the charges.

²⁵ 2008-2009 data indicating the number of federal offenders who have re-offended and been admitted to CSC custody within five years after reaching the end of their sentence (i.e. 2003-2004).

The evaluation was completed and approved in 2008-2009 and will be published in 2009-2010.

²⁷ This is an aftercare program for offenders who have participated in institutional violence prevention and substance abuse programming.



This is explained by the restructuring of this program and the fact that the reinvestment strategy focused on the Violence Prevention and the Community Maintenance programs.

Additional performance analysis is provided in <u>Section 2</u>.

Linkages to Strategic Outcome

Strategic Outcome: The custody, correctional interventions, and supervision of offenders, in communities and institutions, contribute to public safety.

Program Activity:

- Custody
- Correctional Interventions
- Community Supervision

In 2008-2009, CSC's ultimate goal was to sustain its public safety results through specific and concrete plans identified in its 2008-2009 Report on Plans and Priorities as well as its Transformation initiatives. For example, CSC focused on improving its methods of interception and interventions to reduce the presence of drugs in the institutions through more technologically advanced detection systems as well as the review of the inmate visiting protocol to improve the screening of visitors and better control access to the institutions. These efforts allowed CSC to provide a more reasonable, safe, secure and humane custody, which means a more positive environment for offenders to benefit from interventions and participate in correctional programs that address their identified individual needs and contribute to their successful rehabilitation and to public safety, through their safe transition (reintegration) into the community.

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Operational Priority 2:

Safety and Security of Staff and Offenders in our Institutions.

In the 2008-2009 Report on Plans and Priorities (RPP), CSC's Result Commitment for this priority was to prevent an increase in the level of violent behaviour, assaultive behaviour, and illicit drugs within institutions.

Type²⁸

Ongoing

Status

CSC did not meet all of its commitments in relation to this priority in 2008-2009. The percentage of offenders testing positive during random urinalysis tests has decreased from 13.0% (844) in 2007-2008 to 7.9% (499) in 2008-2009. This reflects removal of legitimate prescription drugs from the test results. Without this change, the results remain at 13%. CSC did not succeed in preventing increases in the rates of security incidents in institutions. The rates of assaults on staff by inmates increased from 1.82% (215) in 2007-2008 to 2.11% (265) in 2008-2009, and on inmates by other inmates increased from 2.50% (501) in 2007-2008 to 2.81% (560) assaults in 2008-2009. The rate of injuries to both staff and inmates caused by inmates also increased. Injuries to staff increased from 0.38% (45) in 2007-2008 to 0.41% (51) in 2008-2009, and injuries to inmates increased from 2.49% (500) in 2007-2008 to 2.62% (522) in 2008-2009.

CSC succeeded in advancing key plans in its Transformation Agenda, such as: 1) implementing new communications vehicles aimed at warning the public of the impact and the penalties for introducing drugs into institutions, 2) promulgating a revised national policy on processes for searching, detaining and arresting individuals believed to be introducing drugs in the institutions, 3) promulgating new searching protocols at the front entrances of all institutions to ensure an effective and consistent approach across the country, 4) completing the acquisition and distribution of stab-resistant vests to designated front line correctional staff, 5) assessing and evaluating the need for stab-resistant vests for other staff, including at women's institutions, and 6) the implementation of a smoke-free environment in all federal institutions.

Additional performance analysis is provided in <u>Section 2</u>.

Linkages to Strategic Outcome

Strategic Outcome: The custody, correctional interventions, and supervision of offenders, in communities and institutions, contribute to public safety.

Program Activity:

Custody

²⁸ Type is defined as follows: **previously committed to**—committed to in the first or second fiscal year prior to the subject year of the report; **ongoing**—committed to at least three fiscal years prior to the subject year of the report; and **new**—newly committed to in the reporting year of the Report on Plans and Priorities or the Departmental Performance Report (DPR).



CSC continued to provide reasonable, safe, secure and humane custody, which contributed to public safety. This included reducing the entry and consumption of drugs, which are an important cause of aggression, intimidation, and violence, and a revised national policy on processes for searching, as well as detaining and arresting individuals believed to be introducing drugs in the institutions. These measures will contribute to public safety by providing offenders with a custodial environment where they can focus on their rehabilitation and the appropriate behavioural changes.



Operational Priority 3:

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

In the 2008-2009 Report on Plans and Priorities, CSC's Result Commitment for this priority was to *prevent the gap between Aboriginal and non-Aboriginal correctional results from widening*.

Type²⁹

Ongoing

Status

CSC met most of its commitments in relation to this priority in 2008-2009.

The gap narrowed between Aboriginal and non-Aboriginal offenders convicted of violent or non-violent offences within two years of the end of their sentence. The percentage decreased more for Aboriginal offenders, from 14.82% (114) in 2005-2006 for 769 offenders released to 12.47% (98) in 2006-2007³⁰ for 786 offenders released. The percentage decreased less for non-Aboriginal offenders, from 11.04% (407) in 2005-2006 for 3,688 offenders released to 9.86% (365) in 2006-2007³¹ for 3,702 offenders released.

The gap widened between Aboriginal and non-Aboriginal federal offenders convicted of violent or non-violent offences in communities while under CSC supervision. The percentage decreased for Aboriginal offenders, from 9.80% (260) in 2006-2007 for 2,652 offenders released to 9.43% (261) in 2007-2008³² for 2,768 offenders released. The percentage also decreased for non-Aboriginal offenders, from 6.76% (926) in 2006-2007 for 13,696 offenders released to 6.00% (827) in 2007-2008³³ for 13,790 offenders' released.

The gap also widened between Aboriginal and non-Aboriginal offenders convicted of violent or non-violent offences within five years of the end of their sentence. The percentage increased for Aboriginal offenders, from 24.10% (180) in 2002-2003 for 747 offenders released to 24.62% (177) in 2003-2004³⁴ for 719 offenders released. The

CSC has implemented a one-year delay in reporting new convictions for offenders in order to allow time for the judicial process. Reporting these results at the end of each Fiscal Year would misrepresent the actual results since the courts would not have had the opportunity to process the charges.
 ibid

²⁹ Type is defined as follows: **previously committed to**—committed to in the first or second fiscal year prior to the subject year of the report; **ongoing**—committed to at least three fiscal years prior to the subject year of the report; and **new**—newly committed to in the reporting year of the RPP or DPR.

³⁰ 2008-2009 data indicating the number of federal offenders who have re-offended and been admitted to CSC custody within two years after reaching the end of their sentence (i.e. 2006-2007).

³¹ ibid

³⁴ 2008-2009 data indicating the number of federal offenders who have re-offended and been admitted to CSC custody within five years after reaching the end of their sentence (i.e. 2003-2004).



percentage decreased for non-Aboriginal offenders, from 17.88% (678) in 2002-2003 for 3,793 offenders released to 17.80% (657) in 2003-2004³⁵ for 3,690 offenders released.

The overall results demonstrate that progress was made in 2008-2009 with respect to this priority. This is the outcome of the plans outlined in the 2008-2009 RPP, as well as significant progress of key initiatives and the Transformation Agenda related to Aboriginal Offenders, aimed at improving CSC's capacity to address the unique needs and risks of Aboriginal offenders, including Aboriginal women offenders. This included 1) implementation of the Aboriginal Relapse Prevention Maintenance Program for women offenders, 2) the increasing of the opportunities for released Aboriginal offenders to be employed in their communities through collaboration between CSC (CORCAN) and other federal departments (Human Resources and Skills Development Canada) and initiatives that address labour market shortages.

Additional performance analysis is provided in Section 2.

Linkages to Strategic Outcome

Strategic Outcome: The custody, correctional interventions, and supervision of offenders, in communities and institutions, contribute to public safety.

Program Activity:

- Custody
- Correctional Interventions
- Community Supervision

CSC continued to enhance its capacity to provide effective interventions for First Nations, Métis, and Inuit offenders in order to achieve correctional results comparable to non-Aboriginal offenders. CSC also worked horizontally with other government departments, such as Indian and Northern Affairs Canada, to address the challenges that contribute to the disproportionate representation of Aboriginal peoples in the criminal justice system. By focusing on this priority, CSC is contributing to reducing over-representation of Aboriginal offenders in correctional facilities and thus improves public safety.

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³⁵ Ibid footnote 34



Operational Priority 4:

Improved capacities to address mental health needs of offenders.

In the 2008-2009 RPP, CSC's Result Commitment for this priority was to *sustain current correctional results for federal offenders with mental health disorders*.

Type³⁶

Ongoing

Status

CSC met most of its commitments in relation to this priority in 2008-2009. The percentage of federal offenders with mental health disorders returning to federal custody within two years of the end of their sentence decreased from 17.22% (57) in 2005-2006 to 14.29% (55) in 2006-2007³⁷. The percentage increased for those offenders with mental health disorders returning to federal custody within five years of the end of their sentence, going from 17.60% (44) in 2002-2003 to 23.83% (61) in 2003-2004³⁸.

The overall results demonstrate that progress was made in 2008-2009 with respect to this priority.

CSC continued to focus on initiatives to implement key components of the Mental Health Strategy. As such, CSC introduced a mental health screening system into the offender intake assessment process. In 13 of the 16 identified intake sites, over 1300 offenders received mental health screening. Fifty-seven³⁹ additional staff have been hired for the delivery of primary mental health care in institutions. Capacity has been improved to provide mental health services to offenders in the community through discharge planning, hiring of mental health professionals in the community, contracting with community service providers and volunteers, and the provision of mental health awareness training to CSC/Community Correctional Centres/Community Residential Facilities staff. Under the Community Mental Health Initiative, over 650 offenders with serious mental disorders received services in 2008-2009. In addition, a total of 43 contracts for specialized services for offenders with mental health disorders served 775 offenders. The Service continued to focus on the enhancement of psychological and psychiatric services at institutions and Regional Treatment Centres. A Mobile Treatment Assessment Consultation team has been created on a pilot basis to assist

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³⁶ Type is defined as follows: **previously committed to**—committed to in the first or second fiscal year prior to the subject year of the report; **ongoing**—committed to at least three fiscal years prior to the subject year of the report; and **new**—newly committed to in the reporting year of the RPP or DPR.

³⁷ 2008-2009 data indicating the number of federal offenders who have re-offended and been admitted to CSC custody within two years after reaching the end of their sentence (i.e. 2006-2007).

³⁸ 2008-2009 data indicating the number of federal offenders who have re-offended and been admitted to CSC custody within five years after reaching the end of their sentence (i.e. 2003-2004).

³⁹ This consists of 27 Nurses, 20 Psychologist, 5 Social Workers, 1 Parole Officer and 4 Behavioural Science Technicians



front-line staff in managing women offenders with severe mental health and behavioural needs. CSC will continue to work with federal, provincial, territorial and community partners, including the Mental Health Commission of Canada, to identify best practices related to assessment, intervention and discharge planning.

Additional performance analysis is provided in <u>Section 2</u>.

Linkages to Strategic Outcome

Strategic Outcome: The custody, correctional interventions, and supervision of offenders, in communities and institutions, contribute to public safety.

Program Activity:

- Custody
- Community Supervision

Over the last few years, CSC has witnessed an increase in the proportion of offenders diagnosed with mental health problems at admission to CSC. To respond to this trend, CSC continued to focus on improving its capacity to assess and address the mental health needs of offenders in order to improve their correctional results thus contributing to public safety. For example, in 2008-2009, an enhanced clinical screening and mental health assessment process at intake⁴⁰ was implemented, and over 57⁴¹ additional staff were hired to provide primary mental health care to offenders. Also in 2008-2009, enhanced services were provided to offenders in the community under the Community Mental Health Initiative⁴², where 50⁴³ new staff were hired. Approximately 14% of referrals for community services and discharge planning services were for women offenders, and approximately 33% were for Aboriginal offenders.

⁴⁰ The first 70 to 90 days at the beginning of the sentence, during which offenders are assessed.

⁴¹ Ibid footnote 28

⁴² http://www.csc-scc.gc.ca/text/pblct/qf/17-eng.shtml

⁴³ This consists of 31 staff in the community at 16 separate Parole Offices (15 psychiatric nurses and 16 social workers). 14 positions to provide discharge planning services for offenders in institutions and Treatment Centres; and 5 regional coordinators.



Operational Priority 5:

Strengthening Management Practices

In the 2008-2009 Report on Plans and Priorities, CSC's Result Commitment for this priority was to have a stronger contribution to public safety in priority areas as measured by:

- 1. Reductions in Workplace Conflicts in the areas of harassment, staff grievances, and improvements in mutual respect, trust and accountability as reflected in employee surveys.
- 2. Improvements in management practices as reflected in Management Accountability Framework assessments by the Treasury Board Secretariat.
- 3. Improvements in the areas of ethics, integrity, fairness, and respect, as measured through assessment against baseline data from employee surveys.

Type⁴⁴

Ongoing

Status

1. With respect to harassment, the results from the 2008 Public Service Employee Survey show that 43% of CSC employees indicated to have been the victim of harassment on the job in the last two years, which is up from 39% in the 2005 survey. The actual number of filed complaints has been on the decline, going from 260 in 2005-2006, to 197 in 2007-2008, to 161 in 2008-2009, the lowest in the past five years. The difference between the actual number of complaints and the surveys results can be explained by the high number of employees that indicated their clients as their harasser.

The results of the 2008 survey also show that 64% of employees consider being treated with respect, 70% felt they can disagree with their superiors and 46% said they have confidence in their superiors.

- 2. Similar to the 2007-2008, the results from the 2008-2009 Management Accountability Framework assessment (Round VI) were encouraging for CSC. Out of the 21 indicators used, CSC received eight areas of management rated as strong, 11 rated as acceptable, two rated as opportunity for improvement and none rated as attention required.
- 3. Following the Values and Ethics workshops delivered in 2007-2008, subsequent workshops were delivered to 14 out of the original 17 planned sites to different participants in 2008-2009. Approximately 2200 employees participated. In both series of workshops, the participants completed a Values and Ethics Climate Assessment survey prior to the session. Follow-up workshops were completed in

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⁴⁴ Type is defined as follows: **previously committed to**—committed to in the first or second fiscal year prior to the subject year of the report; **ongoing**—committed to at least three fiscal years prior to the subject year of the report; and **new**—newly committed to in the reporting year of the RPP or DPR.



three sites as part of the Collaborative Change Protocol, to design plans for improving the ethical climate.

2007-2008 served as a benchmark year and 2008-2009 the measuring year for the Ethical Climate. There has been a noticeable improvement for 2008-2009 in the areas of ethics, integrity, fairness, and respect: safer conditions for ethical behaviour, fair workload, risk prevention, senior leadership behaviours, global ethics climate and collaboration to name a few.

Linkages to Strategic Outcome

Strategic Outcome: The custody, correctional interventions, and supervision of offenders, in communities and institutions, contribute to public safety.

Program Activity:

Internal Services

Following CSC's previous Management Accountability Framework assessment, CSC focused on three areas where additional attention was required: Values and Ethics, improving its Internal Communications and Strengthening its Human Resources Management. Through improvement in these areas CSC has advanced its priority on *Strengthening Management Practices*. These areas are also sub-activities in CSC's Internal Services program activity. CSC contributed to its public safety commitment by improving the management of its activities generally (Management Accountability Framework) and specifically in the areas that make for a productive workplace. CSC implemented strategies in support of recruitment, professional development, succession planning, informal conflict management as well as ethics. Furthermore, incident investigations are being conducted and completed in a more timely and transparent fashion.

1.7 Risk Analysis

During fiscal year 2008-2009, CSC continued to face significant challenges in mitigating various risks that impact on delivering effective correctional services which lead to public safety results for Canadians.

The offender population profile continues to change. Offenders sentenced to federal custody have criminal histories involving violent offending, mental health problems, substance abuse problems, gang and organized crime affiliations and higher rates of health issues such as infectious disease. These challenges were recognized in the CSC Review Panel Report, *A Roadmap to Strengthening Public Safety* 45.

⁴⁵ (Independent Panel Report, December 2007) http://www.publicsafety.gc.ca/csc-scc/report-eng.aspx



CSC's Corporate Risk Profile identifies various risks and strategies for mitigating them in the areas of:

- Sustaining an aging physical infrastructure;
- Addressing potential pandemic readiness;
- Reducing re-offending and violence;
- Implementing the CSC Strategic Plan for Human Resource Management and introducing Deployment Standards for correctional officer positions;
- Responding to offender physical and mental health issues;
- Creating the capacity to meet the needs of Aboriginal Offenders;
- Effectively managing financial and technological resources;
- Building and sustaining partnerships and relationships; and
- Fostering a responsive and adaptive organization.

To mitigate the risks it faced in 2008-2009 and to support executive decision-making, CSC monitored progress against its Corporate Risk Profile and mitigation strategies through a quarterly review by the Executive Committee (EXCOM).

To further meet the challenges posed by the current offender population and to respond to the 109 recommendations from the CSC Review Panel Report, A Roadmap to Safety⁴⁶, CSC continued implementing its Strengthening PublicTransformation Agenda launched in February 2008. The first part of fiscal year 2008-2009 was dedicated to engaging staff and partners across the country in discussions on the observations and recommendations contained in the Review Panel's Report. These discussions focused on developing a vision and strategy for change and assisting staff in establishing and aligning their thinking and gaining a commitment to transformation. As 2008-2009 progressed, CSC undertook numerous rapid initiatives that were quickly implemented creating the energy and momentum for implementing the Transformation Agenda. CSC made real progress in many areas, including safety and security, correctional assessment and program interventions; mental health, community corrections and victim services. More initiatives materialized as the end of 2008-2009 got closer, including the identification of an *Integrated Correctional Program Model*⁴⁷ and new communications products in support of eliminating drugs from institutions.

As it headed into the Phase 2 of its Transformation Agenda, CSC developed additional project plans, building on its short-term initiatives. These plans are reflected in CSC's 2009-2010 Report on Plans and Priorities⁴⁸.

Like many government departments, CSC continued to face the risks posed by the retirement of many experienced staff and strong competition in the labour market to attract diverse professionals and skilled workers. Attracting and retaining a skilled workforce that is able to succeed in a difficult working environment continued to be a

⁴⁶ http://www.publicsafety.gc.ca/csc-scc/report-rapport/table of contents-eng.aspx

⁴⁷ http://www.csc-scc.gc.ca/text/pblct/qf/25-eng.shtml

⁴⁸ http://www.tbs-sct.gc.ca/rpp/2009-2010/inst/pen/pen00-eng.asp



challenge in 2008-2009. CSC continued to manage these risks through its Strategic Plan for Human Resource Management. The organization continued to place emphasis on recruitment and retention strategies for health care professionals, trades, and other occupational groups. This included pursuing strategies to improve the recruitment and development of Aboriginal staff members and other employment equity groups in addition to new actions to improve workplace health and nurture effective labour-management relationships (consistent with the Public Service Modernization and Public Service Labour Relations Acts). The Service has implemented the Correctional Officer deployment standards, effective April 1, 2009⁴⁹. CSC also continued to develop and implement learning and developmental strategies for staff and approaches to establish interdisciplinary teams to support the diverse supervisory requirements specific to the work of correctional officers.

As a next step toward Integrated Risk Management, CSC launched an exercise in 2008-2009 to create a Functional Risk Profile. Based on the Program Activity Architecture it focuses on key risks with implications at the operational and activity levels. It is a single alternative to multiple national and regional risk profiles. The Functional Risk Profile should further position CSC to manage organizational and strategic risks proactively and meet the Management Accountability Framework requirement for integrated risk management.

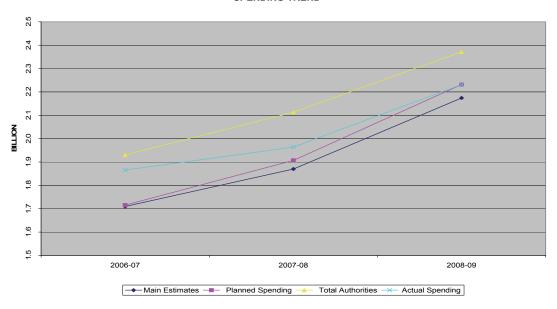
1.8 Expenditure Profile

The overall growth in expenditures is mainly attributed to increased salary costs stemming from collective bargaining adjustments, compensation for inflationary increases and from additional funding provided in Budget 2008 to address several challenges. These included elements such as the "rust out" of CSC's institutional facilities, maintenance of basic safety and security within institutions, meeting basic legal and policy program obligations, improving results in the areas of community program delivery and increasing control of its institutions.

⁴⁹ CSC has an obligation to ensure the safe and efficient operations of institutions and, to meet this obligation, national standards have been developed to allow for the consistent deployment of security staff to security activities, taking into account the various institutional types.



SPENDING TREND



Voted and Statutory Items (\$ million)

Vote # or Statutory item (S)	Truncated vote or Statutory Wording	2006-07 Actual spending	2007-08 Actual spending	2008-09 Main estimates	2008-09 Actual spending ⁵⁰
30	Operating expenditures	\$ 1,562.60	\$ 1,645.80	\$ 1,717.10	\$ 1,827.70
35	Capital Expenditures	\$ 124.50	\$ 140.60	\$ 263.60	\$ 198.00
(S)	Contributions to employee benefit plans	\$ 181.00	\$ 181.20	\$ 193.50	\$ 195.60
(S)	CORCAN Revolving Fund	-\$ 2.80	-\$ 4.50	\$ 0.00	-\$ 8.50
(S)	Spending of proceeds from the disposal of surplus Crown assets	\$ 0.20	\$ 0.80	\$ 0.00	\$ 1.50
	TOTAL	\$ 1,865.50	\$ 1,963.90	\$ 2,147.20	\$ 2,231.30

 $^{^{50}}$ Actual spending includes Main Estimates of \$2,174.2M plus adjustments in the amount of \$57.2M supported by Treasury Board.



The variance between actual spending in 2008-2009 and 2007-2008 is mainly due to the following factors: inflation costs, collective agreements increases, and implementation of initiatives linked to the provision of additional resources from Funding Integrity projects and Transformation initiatives.



SECTION 2: ANALYSIS OF PROGRAM ACTIVITIES BY STRATEGIC OUTCOME

CSC has one Strategic Outcome:

The custody, correctional interventions, and supervision of offenders, in communities and institutions, contribute to public safety.

2.1 Custody

Program Activity 1: [CUSTODY]							
2008–2009 Financial Resources (\$ 2008–2009 Human Resources (FTEs)							
Planned Spending	Total Authorities	Actual Spending	Planned	Actual	Difference		
1,670.82	1,759.50	1,571.81	10,990	10,848	(142)		

The Custody Program Activity encompasses all activities related to the provision of reasonable, safe, secure and humane custody of inmates. This includes a wide range of activities that address health and safety issues as well as the provision of basics such as food, clothing, accommodation and health services. It also includes security measures within institutions including drug interdiction, and appropriate control practices to prevent security incidents.

Expected Results							
Offenders in inst	Offenders in institutions are provided reasonable, safe, secure and humane custody						
Performance Indicators	Targets Performance Summary						
1. Rate of escapees from federal institutions ⁵¹	Reduce	CSC successfully met the expected target.	The number of escapees was reduced from 33 in 2007-2008 to 24 in 2008-2009; it is also at an all time low for the past five years.				

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⁵¹ Escapes from Medium, Minimum, Multi-level and Corrections and Conditional Release Act (CCRA) section 81 facilities (does not include escapes from escort). There have further been no escapes from Maximum security since Fiscal Year 1999-2000.



2. Rate of inmate deaths by other than natural causes ⁵²	Reduce	CSC did not meet the expected target.	The number of inmate deaths by other than natural causes increased from 10 in 2007-2008 to 17 in 2008-2009.
3. Rate of assaultive behaviour	Reduce	CSC did not meet the expected target.	Assaults on both staff and inmates by inmates have increased compared to 2007-2008, as indicated in Section 1 of this report.

Benefits for Canadians

CSC's performance against the *Custody* program activity contributes to making institutions safer and more secure with a reduced presence of drugs. This is critical for creating an environment where offenders can concentrate on becoming law-abiding citizens, thereby ultimately enhancing public safety for all Canadians.

Performance Analysis

CSC has succeeded in meeting one of its targets associated with this activity though it fell short of achieving the other two, as described in the table above.

To achieve the *Custody* program activity target results, CSC had the following plans in its 2008-2009 Report on Plans and Priorities⁵³:

- Continue to increase safety and security of CSC's institutions;
- Improve capacity to deliver essential physical health care services to inmates;
- Improve capacity to deliver mental health care to offenders in institutions;
- Implement the Correctional Officer Deployment Standards;
- Ensure CSC's ability to deal with a potentially growing number of radicalized offenders, including terrorists; and
- Improve interception and interventions to reduce the presence of drugs in institutions.

CSC has accomplished most of these plans through a series of important milestones and activities identified in its 2008-2009 Report on Plans and Priorities⁵⁴ and the CSC Transformation Agenda⁵⁵.

⁵² Definitions according to Commissioner Directive 568-1: MURDER - INMATE: An inmate killed intentionally while under federal jurisdiction; DEATH - OVERDOSE: The cessation of life as a result of the unintentional consumption of a lethal dose of a substance without the intent to commit suicide; SUICIDE: The act of taking one's own life; OTHER/ UNKNOWN: This category includes all cases where the cause of death could not be identified as Murder, Overdose, Suicide or Natural Cause or is still under investigation.

http://www.tbs-sct.gc.ca/rpp/2008-2009/inst/pen/pen00-eng.asp

⁵⁵ http://www.csc-scc.gc.ca/text/organi/trnsform-eng.shtml



Despite delays, the accomplished plans with respect to this activity contributed to CSC's Strategic Outcome, as well as its commitments in relation to its five priorities. This was done through the initiatives, which helped create safe conditions within institutions that are critical to enabling offenders to focus on programs and activities that will change their behaviour. Although CSC did not achieve its entire target results, which is difficult for correctional operations with a constantly changing offender population, some of these activities began producing immediate impact, such as the rate of escapes which is at an all time low for the past five year, whereas others may be measurable in later years.

To continue to increase safety and security of CSC institutions in 2008-2009, CSC carried out activities such as the acquisition and distribution of stab-resistant vests to designated front line correctional staff and the implementation of a smoke-free environment in all federal institutions. CSC made good progress with respect to other activities in 2008-2009, including an aggressive expansion of its intelligence capacity both in the community and at the institutional level. It is anticipated that this will yield dividends in 2009-2010 and beyond.

To improve the capacity to deliver essential physical health care services to inmates in 2008-2009, CSC developed and began implementing a recruitment and retention strategy for health care professionals. CSC also initiated the Accreditation Canada's Primer Process. As a first step, CSC completed staff and client (inmate) questionnaires regarding health service processes and delivery. The accreditation process is a multi-year cycle for examining and improving the quality of health services provided to clients. CSC continues to develop specific approaches for health care services and delivery for women and Aboriginal offenders.

To improve the capacity to deliver mental health care to offenders in institutions in 2008-2009, CSC:

- Enhanced clinical screening and mental health assessment processes at intake. This
 process was implemented in 2008-2009. As introduced in the previous section of this
 document, over 1300 offenders received mental health screening in 13 of the 16
 identified intake sites.
- Provided primary mental health care in all institutions by hiring 57⁵⁷ additional staff.
- Ensured consistent standards and approaches in CSC mental health treatment centres by supporting quality improvement activities and enhancing staff training and professional initiatives. As such, additional resources were provided to treatment centres for accreditation, psychiatric services and professional staff development.
- Provided additional training to all CSC psychologists in suicide risk assessment, given by an expert in forensic suicide assessment and prevention.

In today's institutions, challenges include the increase in the number of offenders with histories of violence, gang or organized crime affiliations and offenders entering the

⁵⁶ http://infonet/Corporate/National/NewsWork/PolicyandProgramNews/2008/policy0609.htm?lang=en

⁵⁷ ibid footnote 28



institutions with high levels of substance abuse and medical needs. To respond to its obligation to ensure the safe and efficient operations of these institutions, CSC implemented the *Correctional Officer Deployment Standards on April 1, 2009*, which was developed to allow for the consistent deployment of security staff to security activities, taking into account the various institutional types. CSC also began automating the scheduling development and deployment through the Scheduling and Deployment System, which will be completed in 2009-2010. This is to improve the ability to effectively schedule and manage the Correctional Officer complement and assure consistency, transparency, equity and efficiency in managing the distribution of security resources.

To ensure CSC's ability to deal with a potential growing number of radicalized offenders, including terrorists, in 2008-2009 CSC closely monitored trends related to this matter, began a three-year plan for the enhancement of its secure information sharing and has initiated information sessions for staff.

To improve interception and interventions to reduce the presence of drugs in institutions, in 2008-2009, CSC assessed the feasibility of introducing imaging system to detect possession of contraband and reviewed the existing inmate visiting protocols in an effort to better control access to the institutions, thus intervening to reduce the introduction of drugs into the institution. The implementation of a pilot of an external threat detector system to prevent intruders from approaching institutional perimeters was delayed until the fall of 2009. Other delays occurred in building the capacity to exchange pertinent information between the institution and community police in relation to drug trafficking. The necessary additional Community Security Intelligence Officers and Regional Security Intelligence Analysts will be all staffed in 2009-2010.

Lessons Learned

Rates of assaultive behaviour in institutions has not been reduced

Over the last ten years, CSC has seen a significant change in the offender population profile. Offenders now have more extensive histories of violence and are more likely to have mental health problems. They continue to exhibit a high prevalence of substance abuse problems and infectious diseases, and as the offender population ages, the prevalence of health problems increases. Aboriginal offenders continue to be overrepresented and to be assessed as higher risk and higher need. Changes in legislation have resulted, for example, in requirements for CSC to manage more offenders associated with gangs and organized crime, and offenders under Long Term Supervision Orders.

While gains have been made with respect to drug interdiction (the use of and trade of drugs are believed to be contributing factors to assaultive behaviour), the data suggests that the same effect has not been noted on the assaultive behaviours themselves for the incarcerated population.



Our analysis indicates that the elimination of tobacco may have contributed to some of this behaviour. Seizures of contraband were up significantly, and reports of some inmates facing considerable challenges, despite smoking cessation programs, have been observed.

In addition, we have noted with respect to riots in two of our medium-security institutions have revealed that changes to the physical infrastructure will have, and must have, positive effects on the management and control of such disturbances. Furthermore, the emergency response capacity and training in remote sites needs to be reviewed and enhanced. Other actions that are anticipated to reverse the trend in this area are increases in the use of Violence Prevention Programs, a continued focus on drug interdiction, changes to the disciplinary process and offender accountability as a result of proposed legislative amendments, and a renewed strategy for identifying, as well as resolving population management challenges.

Rates of death other than natural causes has not been reduced

CSC has with great determination increased awareness of self-harming behaviour and continues to see a decrease in the number of suicides in custody. In addition, a recent report into deaths in custody has resulted in a comprehensive action plan by the Correctional Service of Canada.



2.2 Correctional Interventions

Program Activity 2: [Correctional Interventions]						
2008–2009 Financial Resources (\$\) 2008–2009 Human Resources (FTEs)						
Planned Total Actual Spending Authorities Spending			Planned	Actual	Difference	
439.08	467.00	519.34	3,699	3,654	(45)	

The Correctional Interventions Program Activity encompasses all activities related to the delivery of correctional interventions and programs in institutions and communities designed to successfully reintegrate offenders into society as law-abiding citizens. It includes the development of individualized correctional plans for offenders, offender case management, the provision of cultural and spiritual services, engagement of the community, the provision of targeted correctional programs designed to address criminogenic factors and to sustain behavioural improvements of offenders, as well as the provision of offender education and employment training.

Expected Results						
Offenders' individualized risks and needs are addressed						
Performance Indicators	Targets	Performance Status	ce Performance Summary			
1. Percentage of offenders granted discretionary release ⁵⁸ ;	Increase	CSC met some of the expected targets for this indicator.	The overall percentage of discretionary releases decreased in the last year, from 29.98% (8,152) in 2007-2008 to 28.22% (8,332) in 2008-2009. This is due mainly to the decrease in the number of day paroles, from 2,285 in 2007-2008 to 2,131 in 2008-2009, while statutory releases increased, from 5,486 in 2008-2008 to 5,764 in 2008-2009. Full paroles increased, from 159 in 2007-2008 to 220 in 2008-2009.			
2. Percentage of offenders granted parole at earliest possible parole date.	Increase	CSC met some of the expected targets for this indicator.	The percentage of offenders granted parole at earliest possible parole date decreased for Day Parole, from 44.42% (2,096) in 2007-2008 to 40.07% (1,936) in 2008-2009, and increased for Full Parole, from 3.18% (150) in 2007-2008 to 4.26% (206) in 2008-2009.			

⁵⁸This includes Day Parole and Full Parole



Benefits for Canadians

CSC's performance against the above-mentioned plans contributed to the protection and safety of Canadians by assisting the rehabilitation of offenders and their reintegration into the community as law-abiding citizens through the provision of programs in institutions and in the community.

Performance Analysis

The decrease in the number of granted day paroles may be a result of the trend toward shorter sentences over the past ten years. Shorter sentences give little time for CSC to engage offenders and address their criminogenic needs. Consequently, CSC has less time to prepare offenders for early releases under conditions where they present a low risk to public safety.

Moreover, it should be noted that while the number of day paroles has decreased, the number of offenders granted first release at their Full Parole has increased.

To achieve the *Correctional Interventions* program activity target results, CSC had the following plans in its 2008-2009 Report on Plans and Priorities:

- Expand measures to reduce violent reoffending;
- Improve capacity to address the unique needs and risks of Aboriginal offenders, including Aboriginal women offenders;
- Enhance internal and horizontal collaboration on Aboriginal community development issues (Strategic Plan for Aboriginal Corrections);
- Enhance community partnerships; and
- Enhance the employability of offenders prior to release.

CSC has accomplished all of these plans through a series of important activities identified in its 2008-2009 Report on Plans and Priorities⁵⁹ and Transformation Agenda⁶⁰. To this end, CSC:

- Promoted the Community Maintenance Program as an aftercare strategy for offenders who have participated in institutional Violence Prevention and Substance Abuse programming;
- Implemented the Alternatives, Attitudes and Associates program in the Community;
- Implemented the Violence Prevention Program for Women;
- Implemented the Aboriginal Relapse Prevention Maintenance Program for Aboriginal women offenders;
- Developed an Aboriginal offender's employment strategy;
- Implemented employment skills assessment tools for all offenders;

⁵⁹ http://www.tbs-sct.gc.ca/rpp/2008-2009/inst/pen/pen00-eng.asp

⁶⁰ http://www.csc-scc.gc.ca/text/organi/trnsform-eng.shtml



- Developed an integrated education program and employment model as part of the correctional planning process;
- Engaged a broader range of stakeholders in making use of existing engagement initiatives, including grants and contributions, Community Forum programs, the Outreach Fund and the Speakers Bureau; and
- Facilitated the development of a Strategic Plan for the National Executive Committee of the Citizen Advisory Committees to guide their activities for the next three years.

With these measures, CSC provided the appropriate programs, at the right time, and to the appropriate group of offenders, in both the institutions and the communities, which helped bring positive changes in behaviour and level of risk to public safety to successfully reintegrate offenders back into Canadian communities. Although the successful completion of key activities did not fully produce the target results expected, some of these activities began producing immediate impact, whereas others may be measurable in later years.

Lessons Learned

The correctional mandate continues to depend on the support and engagement of Canadians, Canadian communities and the non-for profit sector. Over the last decade, the diversity of Canadian communities coupled with changing lifestyles and communication technologies has resulted in changes to the willingness, capacity and methodology with which these groups interact with government and participate in service delivery in achieving public safety. As such, the Service needs to continuously reinvigorate its processes for engaging Canadians in the effective delivery of appropriate interventions to Canadians. This includes strengthening its ability to attract and retain individual volunteers; building the capacity of existing key stakeholders; forging partnerships with new stakeholders; exploring new technologies for providing information to the public and for consulting with them; and strengthening its capacity to share information with victims.

As highlighted by the Review Panel Report, the needs of long-term offenders and lifers continue to require attention with CSC's correctional programming models to ensure that the interventions available respond in timely ways to the changing profile of the lifer population, with attention to providing meaningful employment and correctional programming while incarcerated. Notwithstanding the challenges of managing these long sentences, the Service will need to strengthen its existing cadre of services for lifers to encourage greater participation in adaptation to prison programming and involvement with education and employment initiatives in preparation for release and transition back to the community. In addition, given that the lifer population is increasingly diverse in terms of the nature of the crimes and the level of criminal entrenchment, these services need to be tailored to differing groups of lifers and their respective needs.



CSC offers a wide range of programs that are designed to encourage and assist offenders to become law-abiding citizens. A significant lesson learned through a recent evaluation of Correctional Programs is how to directly link multiple activities to public safety results and the reduction of crime.

Additionally, CSC has re-structured the Correctional Program Referral criteria to include actuarial risk measures and to prioritize the need for offenders serving shorter sentences. As discussed above, the decrease in day parole releases may be a result of, at least in part, the inability to complete programs prior to the eligibility dates. Research has repeatedly demonstrated that Correctional Programs reduce recidivism. Recent evaluations of Correctional Programs have demonstrated that new models and methods of program delivery could improve staff competencies, offender performance, and program effectiveness. CSC will continue to learn valuable lessons as it evaluates an Integrated Correctional Program Model (ICPM) in 2011.



2.3 Community Supervision

Program Activity 3: [Community Supervision]						
2008–2009 Financial Resources (\$ 2008				2008–2009 Human Resources (FTEs)		
Planned Spending	Total Actual Authorities Spending		Planned	Actual	Difference	
121.50	126.80	131.65	831	963	132	

The Community Supervision Program Activity encompasses all activities related to the supervision of eligible offenders in the community, including the provision of a structured and supportive environment during the gradual reintegration process through Community Residential Facilities, Community Correctional Centres and Aboriginal Healing Lodges, as well as the provision of limited specialized services for offenders with mental health needs in the community.

Expected Results					
Re-offending in the community is reduced					
Performance Targe Performance Indicators ts Status			Performance Summary		
1. Percentage of offenders under community supervision who incur new convictions;	Reduce	CSC successfully met the expected target.	This percentage was reduced from 7.25% (1,186) in 2006-2007 to 6.57% (1088) in 2007-2008 ⁶¹ ; it is also at an all time low for the past five years.		
2. Percentage of offenders under community supervision who incur new convictions for violent offences;	Reduce	CSC successfully met the expected target.	This percentage was reduced from 1.39% (227) in 2006-2007 to 1.22% (202) in 2007-2008 ⁶² ; it is also at an all time low for the past five years.		
3. Percentage of offenders under community supervision who incur new convictions for non-violent offences;	Reduce	CSC successfully met the expected target.	This percentage was reduced from 5.87% (959) in 2006-2007 to 5.35% (886) in 2007-2008 ⁶³ ; it is also at an all time low for the past three years.		
4. Percentage of offenders under	Reduce	CSC did not meet the	The percentage of suspensions resulting in revocation remained steady from 51.66%		

⁶¹ CSC has implemented a one-year delay in reporting new convictions for offenders in order to allow time for the judicial process. Reporting these results at the end of each Fiscal Year would misrepresent the actual results since the courts would not have had the opportunity to process the charges.

34 Correctional Service Canada

⁶² ibid

⁶³ ibid



community supervision who incur suspensions.	expected target.	(3,532) in 2006-2007 to 51.12% (3,557) in 2007-2008 ⁶⁴ . The percentage of suspensions also remained steady, from 35.79% (6,837) in 2006-2007 to 35.98%
		(6,958) in 2007-2008 ⁶⁵ .

Benefits for Canadians

CSC's performance against the above-mentioned targets contributed to the protection and safety of Canadians through the safe and humane supervision of eligible offenders in the community.

Performance Analysis

To achieve the *Community Supervision* program activity target results, CSC had the following plans in its 2008-2009 RPP:

- Improve the safety and security of staff working in the community;
- Improve the safety and security of staff and the public with respect to offender supervision;
- Improve capacity to deliver mental health care to offenders under community supervision; and
- Enhance the employment results for released offenders.

CSC has accomplished most of these plans through a series of important activities identified in its 2008-2009 Report on Plans and Priorities⁶⁶ and Transformation Agenda⁶⁷. To this end CSC:

- Continued with the pilot test project for electronic monitoring.
- Expanded its Security Intelligence Network (SINet) to Parole Officers.
- Delivered Community Mental Health awareness training to front line staff in the community. Almost 400 front line community staff received an initial two-day mental health training and approximately 165 received a supplementary one-day training (Fetal Alcohol Spectrum Disorder or effective Interventions Strategies).
- As noted earlier, under the Community Mental Health Initiative, over 650 offenders with serious mental disorders received services in 2008-2009. This includes 379 offenders who received community mental health services and 288 who received enhanced discharge planning in institutions and mental health treatment centres. In addition, a total of 43 contracts for specialized services for offenders with mental health disorders served 775 offenders.

65 ibid footnote 59

⁶⁴ ibid footnote 59

⁶⁶ http://www.tbs-sct.gc.ca/rpp/2008-2009/inst/pen/pen00-eng.asp

⁶⁷ http://www.csc-scc.gc.ca/text/organi/trnsform-eng.shtml



- Enhanced services to the community for special subgroups of offenders, including women and Aboriginals. Under the Community Mental Health Initiative, approximately 13% of referrals for community services and discharge planning services were for women offenders, and approximately 27% were for Aboriginal offenders.
- Developed new criteria for locating Community Correctional Centres and Parole Offices in the community.
- Implemented a revised policy for tandem supervision visits to address community staff safety concerns.
- Launched the Community Staff Safety Pilot Program, in the Greater Ontario and Nunavut District that involves the use of Portable Alarm Devices with Global Positioning Systems technology for community staff members.
- Delivered safety training for non-parole office staff.
- Undertook joint collaboration, where appropriate, with provincial and territorial correctional systems in areas such as training, information sharing and specialized services and resources. This collaboration covered subject matters such as Community Corrections, Health Services, Mental Health, Incident Investigations, Programs, etc.

In general, these measures helped maintain a level of supervision that contributed to public safety, by focusing on offenders' needs such as the provision of housing, health services, employment support services and programs. Although the successful completion of key activities did not fully produce the target results expected, some of these activities began producing immediate impact, whereas others may be measurable in later years. It is also important to note that the community offender population has increased in 2008-2009.

The results for offenders under community supervision who incur suspensions and are returned to custody may have remained steady, but it is important to recognize that all suspensions are interventions in the pursuit of public safety. Suspension warrants are issued when CSC does not consider the offender to be an acceptable risk in the community to himself or others. Parole is suspended following a particular event, including violation of their release conditions, which require a risk re-assessment or new information that has a potential impact on the level of risk. Suspension allows CSC to reassess the level of risk. Not all suspension warrants lead to revocation of release. Suspensions are often used to hold offenders in custody while a further assessment of their risk is being conducted. Sometimes, CSC will impose additional measures, programs and conditions to assure better management of the offender's risk to public safety.

Also in an effort to provide structured and supportive supervision during the gradual reintegration process, as well as recognizing the important role that identification documents play in offender reintegration (i.e. securing employment, securing accommodation, opening a bank account, and so on), CSC entered into a Memorandum of Understanding with Department of Human Resources and Skills Development Canada



(Homelessness Partnering Secretariat) in April 2008 to implement an offender Identity Document (ID) pilot project.

Pursuant to the Memorandum, CSC received \$80,000 from Human Resources and Skills Development Canada and entered into a Contribution Agreement with the Ontario Halfway House Association (OHHA) whose duties were to:

- Meet with the participants needing a birth certificate and/or a SIN card to help them complete the application forms;
- Send the applications to the relevant organizations for processing; pay the application fees;
- Maintain data/statistics on the project; and
- Interview the participants (Approximately 400 offenders) three months following their release in order to determine to what extent the ID documents were useful to them in finding basic necessities such as accommodation and employment.

While a formal assessment of the ID pilot will be done following its completion in September 2009, positive preliminary indications have prompted CSC to explore future and expanded initiatives to address offender ID issues.

Lessons Learned

Initiatives to enhance pre-release planning for targeted offenders and introducing specialized High Risk Offender Teams to provide additional support and monitoring in the community have contributed to public safety.

Moving forward, CSC will, based on these results, further define and refine the selection criteria for offender participation in the Electronic Monitoring program in order to enhance its effectiveness.



2.4 CORCAN

Program Activity 4: [CORCAN] Special Operating Agency / Revolving fund					
2008–2009 million)	\ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \				
Planned Spending	Total Authorities	Actual Spending	Planned	Actual	Difference
0.00	18.20	8.50	425	492	67

CORCAN⁶⁸ is a Special Operating Agency of CSC that employs federal offenders for its workforce and, in doing so, provides them with working skills and working habits necessary to compete in the workforce once released from federal custody.

Further information about CORCAN, including its annual reports, can be found at: http://www.csc-scc.gc.ca/text/prgrm/corcan/home-eng.shtml.

Benefits for Canadians

Employment and employability are recognized as major factors in an offender's ability to pursue a crime-free life. In 2008-2009, more than 70% of offenders at admission had unstable work histories; more than 70% have not completed high school and more than 60% had no trade or skill knowledge. Without the means to earn a living upon release, an offender's rehabilitation is jeopardized.

Performance Analysis

The CORCAN program continued to be an integral part of CSC's offender reintegration strategy. Over two million hours of employment and training continue to be provided each year as a complement to other reintegration programs. Up to 20% of the offender population continue to be active in CORCAN training and there can be a long waiting list. The requirement for employment skills training will continue to be in high demand from offenders. CSC will be reviewing the combination of employment programs offered at different institutions. A realignment of employment programs will be undertaken to ensure the appropriate training is delivered at appropriate institutions with respect to security levels. The goal will be to have employment training delivered to

⁶⁸ In accordance with Treasury Board guidelines, there are no formal "Expected Result" or "performance indicators" associated with this Program Activity. CORCAN appears in this year's PAA at the Program Activity level because of CSC's transition from its old PAA to the new one. Employment and employability is a sub-activity of the Correctional Intervention Program Activity, and has been addressed in a previous section of this DPR. In future years a separate CORCAN program activity will not be included as a Program Activity level item.

⁶⁹ <u>A Roadmap to Strengthening Public Safety</u> - Report of Independent Panel, December 2007



offenders as close to their release date as possible. This will ensure a skilled and motivated offender ready to begin their job search.

Lessons Learned

This year CSC held two symposia with community employers to engage them on best practices that can be used to link offenders with employment opportunities.

CSC has learned the following:

A critical issue in terms of successful offender reintegration is the urgent need for a continuity of employability interventions in the community.

With respect to employment, relationships with employers have been the greatest challenge, but also remain the most important factor in securing employment for offenders immediately upon release in the community.

Despite the incredible challenge of operating in a time of economic uncertainty, CSC will continue to work with employers to develop jobs that trained offenders can bridge into upon release.

2.5 Internal Services

This Program Activity entails all corporate and administrative services that support the effective and efficient delivery of operational programs and activities across the organization such as human resources management services, financial management services, and information management services.

Improvements in Internal Services are measured annually by Treasury Board Secretariat through its Management Accountability Framework⁷⁰.

Results from the 2008-2009 Management Accountability Framework assessment (Round VI) were very encouraging for CSC. For the 21 indicators against which CSC was assessed, eight areas of management were rated as strong, 11 rated as acceptable, two rated as opportunity for improvement and none rated as attention being required. These results are similar to 2007-2008.

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⁷⁰ http://publiservice.tbs-sct.gc.ca/maf-crg/assessments-evaluations/2007/pen/pen-eng.asp



To achieve improvements in the *Internal Services program* activity, CSC had the following plans in its 2008-2009 RPP:

- Achieve an effective and representative workforce;
- Enhance CSC's Training and Development Capacity;
- Contribute to the improvement of the health of CSC's Workforce and promote effective and responsive labour relations;
- Enhance physical infrastructure;
- Enhance Information Management/Information Technology infrastructure;
- Enhance organizational capacity to adjust to changing government priorities and direction;
- Ensure CSC's financial sustainability;
- Enhance National Victim Services Program; and
- Improve the greening of CSC's operations.

Benefits for Canadians

CSC's performance against the above-mentioned plans contributed to the protection and safety of Canadians through strengthened management practices. By achieving these plans, CSC advanced the efficiency and effectiveness of how it manages its operations in all its activities, to improve its ability to deliver on commitments and accountabilities and public safety results. As such, more rigorous financial transactions and ensuring controls are working to maximize the benefits Canadians obtain from their investment in their Correctional Service.

CSC has also achieved better results for Canadian victims by enhancing its National Victim Services Program, thus providing victims with better support and information to understand and contribute to the correctional decisions regarding the perpetrator. CSC continues to focus on enhancing the services at the federal level to respond to victims' needs based on the legislative mandate and in collaboration with the National Parole Board (NPB), federal partners and stakeholder groups. The mandate of the existing National Victims Advisory Committee, established by Justice Canada, Policy Centre for Victims Issues, has been expanded to include CSC/NPB consultation in support of the provision of information to victims. The National Office for Victims is leading a strategy to reach out to Aboriginal victims, in collaboration with federal partners. An extensive evaluation plan on services provided to victims is in place i.e. CSC/NPB conducted a survey for victims in summer 2009. CSC also meets regularly with its federal, provincial and territorial partners responsible for services to victims to ensure resources are maximized, duplications avoided, gaps eliminated and to improve the exchange of information.

CSC has also benefited Canadians by achieving its plans toward an effective and representative workforce, enhancing its Training and Development capacity, and contributing to the workforce health improvement, including promoting effective and responsive labour relations.



CSC has advanced toward being a more responsive organization by enhancing its Information Management/Information Technology infrastructure as well as enhancing its organizational capacity to adjust to changing government priorities and direction. This was achieved through activities which included:

- The installation of a Security Intelligence Network in all institutions;
- The development of a process to test and monitor CSC's Information Technology disaster recovery capacity for mission-critical applications;
- The implementation of an integrated and risk-based business planning process; and
- The implementation of a revised Program Activity Architecture to assist with improved resource allocation, activities-based reporting, accountabilities and corporate evaluations.

As a result of the above accomplishments, CSC achieved stronger management practices and was in a better position to deliver services for the safety of Canadians.

Performance Analysis

CSC contributed to public safety by achieving better results with respect to its Internal Services program activity, which includes all corporate and administrative services that support the effective and efficient delivery and evaluation of operational programs and activities across the organization.

This was done through key activities identified in its 2008-2009 Report on Plans and Priorities⁷¹ and Transformation Agenda⁷², which helped build stronger Internal Services and overall management functions that are critical to achieving and sustaining the gains made in the other Program Activities. For example CSC:

- Developed an Aboriginal Employee Recruitment Strategy;
- Developed a succession planning framework for executive groups and executive feeder groups, and refined the Performance Management Plan for executives;
- Implemented the following redesigned programs, such as the Correctional Training Program, the Parole Officer Orientation Program, the Women-Centered Training Program and the Revised Women-Centered Training—Refresher Program;
- Implemented the Informal Conflict Management System;
- Developed and implemented the ethics strategy;
- Reassessed current construction needs to respond to critical population management requirements; to this end CSC:
 - Reviewed the CSC Long-Term Capital Plan, and developed a revised resourcing strategy for a sustainable long-term plan; and
 - o Refined population forecast information and demographics.

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⁷¹ http://www.tbs-sct.gc.ca/rpp/2008-2009/inst/pen/pen00-eng.asp

http://www.csc-scc.gc.ca/text/organi/trnsform-eng.shtml



- Ensured Security Intelligence Networks were installed in institutions to support Security Intelligence Officers;
- Developed a process to test and monitor CSC's Information Technology disaster recovery capacity for mission-critical applications;
- Implemented integrated and risk-based business planning;
- Implemented a revised Program Activity Architecture to assist with improved resource allocation, activity-based reporting, accountabilities and corporate evaluations:
- In collaboration with central agencies, secured funding for the National Capital Accommodation and Operations Plan as well as funding for the implementation of approved recommendations of the Independent Panel report;
- Increased number of registrations of victims of federally sentenced offenders.
- Increased the number of notifications provided to victims of federally sentenced offenders; and
- Improved the timeliness of the investigative process related to incidents in both the institutions and the community.

Lessons Learned

After the first full year of providing dedicated information services to victims, it is evident that continued energy and attention is required to respond to the changing requirements of this population, to integrate their needs into other correctional processes and to ensure that CSC maintains its capacity to service this unique population of clients. In particular, there remains a high need to communicate with Canadians about the entitlements of those victimized by offenders under federal correctional jurisdiction. Furthermore, there remain specific challenges with respect to managing the information provided to the Service by victims as it relates to decision-making. As the number of victims accessing information from the Service continues to grow, it is imperative that the capacity to meet their legislative entitlements is properly maintained. In order to do so, CSC will continue to explore methods for streamlining its operations while at the same time working with Treasury Board to review the long-term resource requirements, due to be reviewed in 2011-2012.



SECTION 3: SUPPLEMENTARY INFORMATION

3.1 Financial Highlights

Condensed Statement of Financial Position as of March 31, 2009

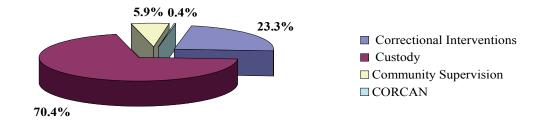
	(\$ Million)	2009	2008	Dollar Variance	Percentage Variance
Assets	Total Assets	1,362.94	1,313.91	49.03	3.73%
Liabilities	Total Liabilities	634.47	538.61	95.86	17.80%
Equity	Total Equity	728.47	775.30	-46.83	-6.04%

Condensed Statement of Operations as of March 31, 2009

	(\$ Million)	2009	2008	Dollar Variance	Percentage Variance
Expenses	Total Expenses	2,412.03	2,147.38	264.65	12.32%
Revenues	Total Revenues	57.45	58.44	-0.99	-1.69
NET COST OF OPERATIONS		2,354.59	2,088.94	265.65	12.72%

3.2 Financial Highlights Chart

Expenses - Where funds go 2008-09 Actual Spending by Program Activity (2,231.30 million)



3.3 Financial Statements

http://www.csc-scc.gc.ca/text/pblct/finance/financl-2008-09-eng.shtml



3.4 List of Supplementary Information Tables

Table 1: Sources of Respendable and Non-Respendable Revenue

http://www.tbs-sct.gc.ca/dpr-rmr/csc-scc/table-tableau01-eng.html

Table 2: User Fees/External Fees

http://www.tbs-sct.gc.ca/dpr-rmr/csc-scc/table-tableau02-eng.html

Table 3: Details on Project Spending

http://www.tbs-sct.gc.ca/dpr-rmr/csc-scc/table-tableau03-eng.html

Table 4: Status Report on Major Crown Projects

Not Applicable

Table 5: Details on Transfer Payment Programs (TPPs)

Not Applicable

Table 6: Up-Front Multi-Year Funding (Formerly Foundations (Conditional Grants))

Not Applicable

Table 7: Horizontal Initiatives

CSC participates in, but does not lead any horizontal initiatives.

Table 8: Sustainable Development Strategy (SDS)

http://www.tbs-sct.gc.ca/dpr-rmr/csc-scc/table-tableau08-eng.html

Table 9: Green Procurement

http://www.tbs-sct.gc.ca/dpr-rmr/csc-scc/table-tableau09-eng.html

Table 10: Response to Parliamentary Committees and External Audits

http://www.tbs-sct.gc.ca/dpr-rmr/csc-scc/table-tableau10-eng.html

Table 11: Internal Audits and Evaluations

http://www.tbs-sct.gc.ca/dpr-rmr/csc-scc/table-tableau11-eng.html