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Correctional Service Canada

Performance Report

For the period ending
March 31, 1998

Canada

Improved Reporting to Parliament Pilot Document

The Estimates of the Government of Canada are structured in several parts. Beginning with an overview of total government spending in Part I, the documents become increasingly more specific. Part II outlines spending according to departments, agencies and programs and contains the proposed wording of the conditions governing spending which Parliament will be asked to approve.

The *Report on Plans and Priorities* provides additional detail on each department and its programs primarily in terms of more strategically oriented planning and results information with a focus on outcomes.

The *Departmental Performance Report* provides a focus on results-based accountability by reporting on accomplishments achieved against the performance expectations and results commitments as set out in the spring *Report on Plans and Priorities*.

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Foreword

On April 24, 1997, the House of Commons passed a motion dividing on a pilot basis what was known as the annual *Part III of the Estimates* document for each department or agency into two documents, a *Report on Plans and Priorities* and a *Departmental Performance Report*.

This initiative is intended to fulfil the government's commitments to improve the expenditure management information provided to Parliament. This involves sharpening the focus on results, increasing the transparency of information and modernizing its preparation.

This year, the Fall Performance Package is comprised of 80 Departmental Performance Reports and the government's "*Managing For Results*" report.

This *Departmental Performance Report*, covering the period ending March 31, 1998, provides a focus on results-based accountability by reporting on accomplishments achieved against the performance expectations and results commitments as set out in the department's *Part III of the Main Estimates* or pilot *Report on Plans and Priorities* for 1997-98. The key result commitments for all departments and agencies are also included in *Managing for Results*.

Results-based management emphasizes specifying expected program results, developing meaningful indicators to demonstrate performance, perfecting the capacity to generate information and reporting on achievements in a balanced manner. Accounting and managing for results involve sustained work across government

The government continues to refine and develop both managing for and reporting of results. The refinement comes from acquired experience as users make their information needs more precisely known. The performance reports and their use will continue to be monitored to make sure that they respond to Parliament's ongoing and evolving needs.

This report is accessible electronically from the Treasury Board Secretariat Internet site:
<http://www.tbs-sct.gc.ca/tb/key.html>

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Correctional Service of Canada



Performance Report

**For the
period ending
March 31, 1998**

Andy Scott
Solicitor General

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Safer Homes, Safer Communities through Effective Corrections

Key Results Commitments

To provide Canadians with:	To be demonstrated by:	Achievements Reported In:
A contribution to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens	<ul style="list-style-type: none"> • Assessments of the potential for individual offenders to reintegrate • Programs that address criminal behaviour • Quality preparation of offenders for release • Reintegration of offenders as law-abiding citizens 	<p>Section III, p. 42</p> <p>Section III, pp. 42-47</p> <p>Section III, pp. 40, 48-49</p> <p>Section III, p. 50</p>
Reasonable, safe, secure and humane control of offenders	<ul style="list-style-type: none"> • Secure custody of offenders, using the least restrictive level of incarceration • Care that ensures health, safety and security of offenders • Extensive use of community-based corrections • Effective population management 	<p>Section III, pp. 33-35, 37-40, 54</p> <p>Section III, pp. 24-28</p> <p>Section III, pp. 28, 39, 48-50</p> <p>Section III, pp. 31-35</p>
Respect for the rule of law in corrections	<ul style="list-style-type: none"> • Compliance with the law, policy and procedure 	<p>Section III, p. 53</p> <p>Section V, p. 75</p>
A Correctional Service which is an active partner in the criminal justice system	<ul style="list-style-type: none"> • Leadership in Canadian and international corrections • Effective public consultation and participation • Communication and sharing of correctional results with other jurisdictions and the public • A Service that is open and accountable for the principles and results as stated by the Solicitor General 	<p>Section II, pp. 16-17, Section III, pp. 44-45, 51-52</p> <p>Section III, pp. 44-45, 51-53 Section V, p. 75</p> <p>Section II, pp. 16-17, Section III, pp. 24-25, 39, 54</p> <p>Section III, pp. 52, 54-55, 57-58 Section V, p. 75</p>

Section I: The Message

Minister's Message

Public Safety

Since taking office in June 1997 as Solicitor General of Canada, public safety has been my top priority. It's my Department's mission, it's what we do. By helping to keep communities safe, Canadians can live in one of the best countries in the world.

The Government has a mandate to ensure that Canadians feel secure in their homes and on their streets. This is a key element of "Securing Our Future Together" – the Government's Plan for Canada – and it's a specific commitment in our Speech from the Throne.

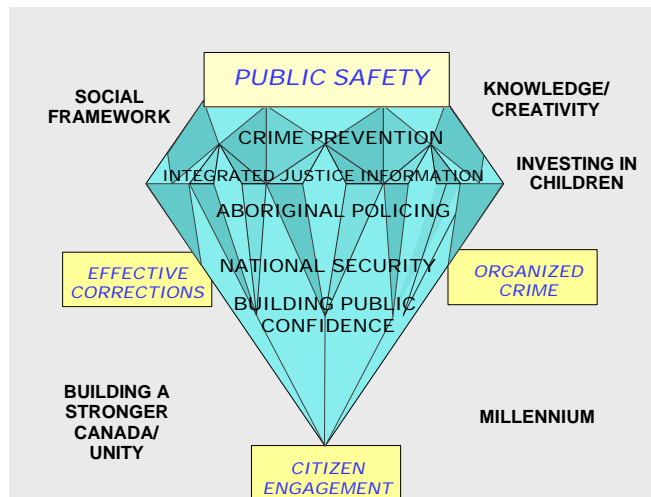
As Solicitor General, I have taken a leadership role to bring corrections into the new millennium. This will be achieved through conducting public consultations, fostering national, provincial and international partnerships, and influencing decision-making with our criminal justice partners.

Implementing effective security measures to deal with high risk and violent offenders, while developing alternatives to incarceration and increasing the use of community-based programming for low risk offenders, are key elements of a balanced approach to public protection. This balance between the need for secure prisons and the timely, safe reintegration of offenders back into the community, is the cornerstone of effective corrections.

In order to build public confidence in Canada's criminal justice system, Canadians must be able to see results. Whether it's fewer crimes on our streets or less fear in our communities, these results must be visible. My pledge is to dedicate my efforts and those of my Department to what will have the most positive impact in our communities, now and in the future. That's why I've chosen to focus our public safety efforts on effective corrections, organized crime and citizen engagement.

Effective Corrections

The Government has already cracked down on violent offenders. During our first mandate, we passed new measures to deal with these criminals, for example, adding up to ten years of supervision for certain sex offenders.



Recently, I announced the increase of the number of correctional officers by 1000 over the next three years. This is a significant investment in the safety, security and health of our penitentiaries. Correctional officers play a key role in reintegration activities by effectively managing and assisting offenders for safe re-entry into our communities.

As part of the federal government's on-going commitment to building safer communities by providing effective corrections, Fenbrook Institution in the Ontario Region was opened. This new medium security institution will incorporate the best practices and philosophies of the Correctional Service of Canada and is expected to be a model of excellence in the area of corrections.

But just as I know that prison is the right place, indeed the only place, for some criminals, I also know it's the wrong place for others. Offenders come from the community and almost all will return there, so the best way of protecting Canadians is by preparing offenders for their eventual release. That's the business of corrections: to maintain secure facilities and to do our best to turn offenders into law-abiding citizens. We do this by gradually releasing offenders into the community where they can continue to take advantage of appropriate programming, while ensuring that they remain under supervision.

Effective corrections is the ability to distinguish offenders who need to be separated from society from those who can be better managed in the community. Canada already has the tools in place, in fact, we are considered a world leader in "risk management" and "risk prediction". While no one can guarantee human behaviour with 100 percent accuracy, these tools will continue to be refined and improved in order to make timely and informed decisions.

Better decision-making also requires that everyone have access to the same information. That's why another key departmental initiative is the establishment of a better system of integrated justice information. Our goal is to have all partners in Canada's criminal justice system using the same data when making decisions about a particular offender.

I am also determined to tackle the special challenges posed by Aboriginal offenders. All Canadians should be deeply disturbed when three percent of the Canadian population accounts for 16 per cent of all incarcerated federal offenders.

Work is currently underway on the implementation of Section 81 of the *Corrections and Conditional Release Act (CCRA)* which paves the way for Aboriginal communities to take greater responsibility for Aboriginal offenders. We've developed an agreement in Prince Albert, Saskatchewan and are negotiating others at this time.

Section 84 of the Act, whereby Aboriginal communities become involved in parole supervision, has become operational. In addition, consultations are underway for the development of a criminal justice approach for Nunavut. This year also marked the establishment of the first-ever Aboriginal minimum security institution at Hobbema, Alberta, a men's healing lodge named the Pê Sâkâstêw Centre. These accomplishments reflect an evolving and respectful relationship between the Correctional Service and Aboriginal communities.

I will continue to seek creative solutions with the provinces to make our correctional system work even more effectively. To me, that's what building a stronger Canada is all about. We've already begun this process through meetings of federal/provincial/ territorial ministers responsible for Justice, whose work is described in our "Corrections Population Growth" reports.

I also announced an innovative agreement with the Province of New Brunswick that will enable our two levels of government to harmonize correctional programming. If we can improve the way governments deal with offenders in one province, there's no reason why we cannot do the same in other jurisdictions.

The Government's long term goal, however, is to reduce the likelihood of people going to prison, which is why crime prevention is so important. If we can reach children early enough, and focus our resources on youth at risk, then we stand a better chance of keeping them out of prison as they grow older.

Organized Crime

Another one of my top priorities as Solicitor General is tackling organized crime. The reality of organized crime is very different from the popular image. Organized crime is big business and it's bad business. It threatens Canada's social fabric and economic well-being.

During our first mandate, the Government took several steps to address this problem. To make real progress, we will continue to provide strong national leadership and continued coordination. That's why I will devote much of my effort as Solicitor General to encourage partnerships between the police, prosecutors, governments and the private sector, both at home and internationally. By working together, we can defeat organized crime. During this coming year, to address the problem of gangs in our institutions and the community, we will be developing intervention strategies aimed at monitoring risk and, in some cases, breaking away from criminalized groups. These strategies will be based on research presently underway.

Citizen Engagement

Fiscal year 1997/98 was a year of opportunity for Canadian corrections. After several years of relentless growth the number of federal inmates is leveling off. Continued public confidence in our Mission and enabling legislation are of paramount importance to the Government of Canada, as they reflect the fundamental values of good corrections and a uniquely Canadian approach to criminal justice.

This coming year, we will have the opportunity for an open and frank dialogue with Canadians on safer communities and the federal correctional system, as part of the comprehensive review of the CCRA. In general, it is working. However, I'm now engaged in wide-ranging public consultations on the CCRA and I am open to any constructive changes that will help make our system even more effective. As a result of public input, I will be ready to propose improvements to the legislation where the need for change is clear.

Fiscal year 1997/98 was marked by steady progress, but more needs to be done, and more will be done. During the remainder of our mandate, my fellow cabinet colleagues and I remain committed to improve public safety by addressing the priorities for effective and balanced corrections based on the need for public security.

Honourable Andy Scott
Solicitor General

Commissioner's Message

Whereas the previous year was marked by change in leadership, with a new Minister, 97/98 saw a return to the basics of effective corrections - humane care, safe custody and successful reintegration of offenders. CSC made significant progress with respect to its Mission, and the environment is right for us to make even further progress this year.

In support of public safety, our primary role is to ensure effective corrections and this begins with our Mission and our legislation. National leadership, vision, and our corporate objectives are the building blocks to continue to move towards better results.

The business of corrections is to help offenders successfully reintegrate into the community and the foundation of the federal correctional system is the CCRA. This year marked a review of the CCRA to be submitted to Parliament for its consideration. The Minister has committed himself to fostering an open and frank dialogue about the CCRA and has launched public consultations to propose improvements to the legislation where there is need for change.

A key priority and challenge for public safety is to achieve a better balance between the institutional population and the population we manage in the community. Our Government wants to adopt a balanced approach to crime, one that acknowledges citizens' concerns about high risk offenders but also recognizes that, for some offenders, the penitentiary is the wrong place. Our goal is to strive for an optimum balance of offenders who need incarceration and those in the community under effective supervision by the millennium. Much progress has already been achieved with respect to women offenders. Effective corrections means full implementation of our CCRA and our Mission. This means that the protection of society must be the paramount consideration in the correctional process. It also means that we must use the least restrictive measures compatible with public safety in all decisions about offenders, and that we must provide programs that lead to their safe reintegration.

I have created a task force to restructure and redistribute resources, and we will increase the number of security staff by 1000 over the next several years. This is a significant investment in the safety, security and health of our institutions. It is critical to carrying out our Mission, as it will ensure the focus remains on preparing offenders for safe re-entry into our communities, while providing safe and secure custody for higher risk offenders.

In the area of health care, the primary focus was on our efforts to fight the spread of infectious diseases. CSC worked closely with Health Canada as a partner in the National Aids Strategy as well as the National Drug Strategy.

In order to sustain this effort, CSC has received additional funding to implement harm reduction measures aimed at reducing the likelihood of spreading infectious disease. During the year, we conducted an evaluation of our progress in relation to the AIDS strategy, and are conducting a similar review of the impact of our harm reduction measures.

Addressing the issues of substance abuse, AIDS and HIV is crucial to our approach to better care for offenders and a healthier environment for staff in our institutions and our communities.

In the area of custody, much progress was made in our ability to comply with the law in the use of Segregation. An audit was conducted, and the findings revealed a dramatic improvement in complying with basic procedural requirements defined in the Act, regulations and policy. A challenge remains, however, to further reduce our reliance on Segregation. Major initiatives were also undertaken in the area of offender accommodation. A review of the accommodation policy was carried out, as well as an evaluation of William Head Institution, the first penitentiary built on the values and principles of our Mission. The report concluded that the concept of residential living was sound and achieving the desired results. This was encouraging, as the Service opened Fenbrook institution at the end of the fiscal year, which is built on the same principles.

In the area of reintegration, significant progress was made on several key fronts. Day Paroles increased, as were Work Releases and Unescorted Temporary Absences in three of our five regions. Similarly, the number of offenders whose conditional release was revoked with offence has decreased. However, in the critical area of Full Parole, this number was down, presenting a significant challenge. As a result, for the coming year, much effort will be focused on increasing the capacity to effectively house and supervise offenders in the community. As a significant step, the Service opened Grierson Centre in Edmonton, Alberta, the first urban minimum institution in the Prairie Region.

A key component of successful reintegration is a motivated and professional staff. To this end, the Service reclassified the critical positions of Parole Officers, to more accurately reflect their duties and responsibilities. At the same time, a degree in social sciences or related field requirement was introduced to ensure a consistent professional standard.

To further facilitate the safe and timely reintegration of offenders CSC has incorporated Restorative Justice and Dispute Resolution into its corporate objectives and developed a framework. The federal government is clear that its mandate includes the creation of safer communities through a variety of community-based initiatives including restorative approaches.

Given the large percentage of Aboriginal offenders in our system, CSC continues to focus on their needs for effective reintegration and, during 1997/98, we made spectacular progress. The first ever agreement under Section 81 of the CCRA was signed with the Prince Albert Grand Council, establishing a Healing Lodge for men. This year also marked the establishment of the first-ever Aboriginal minimum security institution and Correctional Community Centre at Hobbema, Alberta. These reflect an evolving and respectful relationship between the Service and native offenders.

On a personal note, I was honoured to receive the title of "Chief Spotted Eagle" from the Samson Cree Nation, in recognition of our progress in the provision of correctional services to the Aboriginal community.

CSC also continues to face challenges in providing specialized programs for women offenders. Our goal is to strengthen programming and accommodation options for the regional facilities, so that they can meet the special needs offenders. We are also developing mechanisms in the community to support and assist women to successfully reintegrate over the long term. As a sign of progress, 87% of women in federal institutions are in a regional facility or the healing lodge. At any given time, 52% of federal women are in the community under supervision. The challenge of closing the Prison for Women remains, however.

To be open and accountable for results, we must support our regional offices and operations, provide effective leadership, and engage the Canadian public. During the past year, we strengthened National Headquarters so that we could help the field do its job better and to create an environment of continuous learning. We also focused on Executive Development, by conducting a 360 degree feedback survey. Results indicated that the Service has a management cadre that is rated very highly.

In order to have a continuing debate with the public about the most appropriate public policy on crime and corrections, we created a Forum of Canadians. The objectives are to provide an opportunity to discuss a wide range of issues related to the management of federal corrections and build a broader understanding. The Service also continued to be open with the media. As a result of our efforts, more positive coverage was received in the media, highlighting the progress in federal corrections. Of equal importance was the improvement in our relations with the Office of the Correctional Investigator, which has become more collaborative and positive.

In pursuit of excellence in corrections, we are continuing to work closely with our existing partners and to develop new ones, both nationally and internationally. CSC has greatly benefited from partnerships with its criminal justice colleagues, as well as non-governmental organizations.

Nationally, to strengthen relations and to optimize use of correctional resources between federal and provincial governments, the Solicitor General signed an agreement with the Solicitor General of New Brunswick, formalizing the Canada/New Brunswick Corrections Initiative. Exchange of Services Agreements (ESA) are being developed with the Government of Nunavut for the accommodation of federal offenders, community assessment and parole supervision.

The Service also continued to strengthen its international partnerships. Memoranda of Understanding (MOU) were signed with Her Majesty's Prison Service in the United Kingdom, and with the Republic of Lithuania, in which we have agreed to share and exchange information, expertise, advice and personnel. In addition, other possible MOUs are under negotiation with Bermuda and Benin.

The year ended on a high note, with the successful international symposium entitled "Beyond Prisons", attended by representatives of nearly 40 countries. The aim was to identify strategies that would reduce the use of incarceration while building safer communities.

A major high-light at the symposium was that a resolution was passed by delegates for the establishment of an international corrections association and CSC was asked to take the leadership role in the development of this initiative.

We continue to receive acknowledgements from international visitors on our risk assessment tools and offender programs. Other countries are imitating us in these areas and are being inspired by our new institutions. To ensure these programs remain “state of the art”, CSC is working to accredit all programs by international panels of correctional program experts, to be completed by the year 2000.

The Service also continued to make progress on other Government priorities. To help strengthen the federal government’s performance in protecting the environment and promoting sustainable development, the Service developed a strategy that was ranked highly by the Commissioner of the Environment and Sustainable Development. Similarly, the Quebec Region received an award from the Commissioner of Official Languages, in recognition of their services to offenders.

In the new millennium, our aim is to be a world-leader in corrections. We are already working with other countries in terms of progressive corrections, moving beyond punishment and incarceration to the development and implementation of programs that actively assist offenders in becoming law-abiding citizens for the greater long term protection of society.

Challenges remain. While we have a clear vision and the right people, we need to continue to improve our management towards results, particularly in the critical area of reintegration, by improving our performance reporting and accountability structure, and continuing to strengthen our community resources.

Ole Ingstrup

Section II: Departmental Overview

Mission Statement

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

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

Mandate Roles and Responsibilities

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

The Service is a federal agency of the Department of the Solicitor General which also includes the Royal Canadian Mounted Police, The National Parole Board, the Canadian Security Intelligence Service, the Office of the Correctional Investigator and the Ministry Secretariat.

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

Program Mandate

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

Operating Environment

CSC continues to face a wide range of environmental challenges. These include: changing demographics, the changing economy, fiscal responsibility, technological advances and changing social conditions. These factors are impacting on the composition of the offender population, the types of crimes being committed, and the public's perception of the effectiveness of the Canadian criminal justice system. They are shaping the priorities that CSC will face in the new millennium.

These challenges are monitored and formally reviewed on an annual basis in order to minimize any potentially negative impacts on the CSC program. As part of this process, CSC reviews and refines its key plans, priorities and strategies. The following table outlines the major environmental factors and the implications they have for CSC's business lines.

Key Environmental Forces	Care	Custody	Reintegration	Corporate Services
Changing Face of Canada: population growth, diversity & urbanization	✓	✓	✓	✓
Changing Face of crime: sentencing practices, victims movement, types of crime (e.g. organized, white collar)	✓	✓	✓	
Economic and Social Conditions: changing labour market, income disparity, social safety net	✓	✓	✓	✓
Health: costs, provincial restructuring, access, transmittable diseases, elderly	✓	✓	✓	✓
Aboriginal Issues: self-government, land claims, Royal Commission on Aboriginal Peoples, Nunavut, over-representation in justice system	✓	✓	✓	✓
Federal Priorities: economic prosperity, public safety, crime prevention, public service renewal, alternative service delivery	✓	✓	✓	✓
Provincial Priorities: fiscal responsibility, health care, education, integration of services	✓		✓	✓
Technological Change: forensic, security, communication and information exchange	✓	✓	✓	✓

Horizontal Initiatives

Criminal Justice Initiatives: In support of the Government's priorities, and CSC's Mission and Corporate Objectives, the Service has been and will continue to work in partnership with a number of other agencies within the Ministry of the Solicitor General, as well as federal, provincial and territorial government departments and agencies, and private organizations. The projects support the strategies presented in this document. The following lists some of the major projects in which CSC is either leading or participating.

Canadian Criminal Justice Issues / Initiatives	NPB	RCMP	Sol. Gen.	CSC	Justice	Other Fed. Dept.	Prov./ Terr.
Corrections and Conditional Release Act Review	♦		♦	♦	♦		
Federal Offender Reintegration	♦		♦	♦			
Corrections Population Growth	♦	♦	♦	♦	♦	♦	♦
Restorative Justice	♦	♦	♦	♦	♦		♦
Alternatives to Incarceration	♦	♦	♦	♦	♦		♦
Youth Justice		♦	♦	♦	♦		♦
Crime Prevention	♦	♦	♦	♦	♦	♦	
Organized Crime	♦	♦	♦	♦	♦	♦	♦
Aboriginal Justice / National Aboriginal Agenda	♦	♦	♦	♦	♦	♦	♦
Victims' Rights and Needs	♦	♦	♦	♦	♦		♦
Family Violence		♦	♦	♦	♦	♦	♦
Long Term Offenders	♦	♦	♦	♦			♦
Public Education	♦	♦	♦	♦			
Exchange of Service Agreements (including, New Brunswick Initiative / Nunavut)	♦		♦	♦	♦		♦
Circles of Support	♦	♦	♦	♦			♦
Community Chaplaincy Program				♦			♦
Community Notification Agreements		♦	♦	♦			♦
Community-based Policing Support	♦	♦		♦			♦
Sentencing and Corrections Review	♦	♦	♦	♦	♦	♦	♦
HIV / AIDS Strategy	♦	♦	♦	♦		♦	

Canadian Criminal Justice Issues / Initiatives	NPB	RCMP	Sol. Gen.	CSC	Justice	Other Fed. Dept.	Prov./ Terr.
DNA Data Banking		♦	♦	♦	♦		
Offender-related Information Sharing	♦	♦	♦	♦	♦		♦
Security-related Information Sharing		♦	♦	♦			
Canadian Drug Strategy		♦	♦	♦		♦	
Offender Management System (OMS)/ CPIC Interface	♦	♦	♦	♦			
Concept of Single Adult Criminal File	♦	♦	♦	♦			♦
Criminal Justice Diversity Network	♦	♦	♦	♦	♦	♦	♦
Cooperation on Information Technology Enhancements	♦	♦	♦	♦	♦		♦

CSC recognizes that achievement of its Mission also requires the ongoing exchange of information and strong national, international, governmental and non-governmental partnerships. These ties provide CSC with the opportunity to contribute to, and benefit from, developments that are directed towards improvement in correctional practice and the management of correctional organizations.

Through our international work, CSC contributes to the achievement of better results globally and makes a significant contribution to Canada's foreign policy and aid objectives, particularly in relation to good governance and the protection of human rights. As an international leader in corrections, CSC has established on-going exchanges of information and correctional expertise with many organizations and countries. CSC continues to share ideas, knowledge, values and experience nationally and internationally.

Objective:

As outlined in Part II of the 1997/98 Main Estimates the primary objective of the Service is:

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

In addition, there are four strategic priorities contained in the Performance Reporting and Accountability Structure (PRAS), stemming directly from the Mission.

1. The Service contributes to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens.
2. The Service exercises reasonable, safe, secure and humane control of offenders.
3. The Service respects the rule of law in corrections.
4. The Service is an active partner in the criminal justice system.

Strategic Priorities

The following table provides an overview of CSC's corporate priorities by business line and links them to the results that CSC hopes to achieve. Some of the priorities cross business lines and appear under more than one in the table. CSC will continue to refine the framework for enhancing program effectiveness and accountability. This links to the 1998-99 approved Report on Plans and Priorities (RPP).

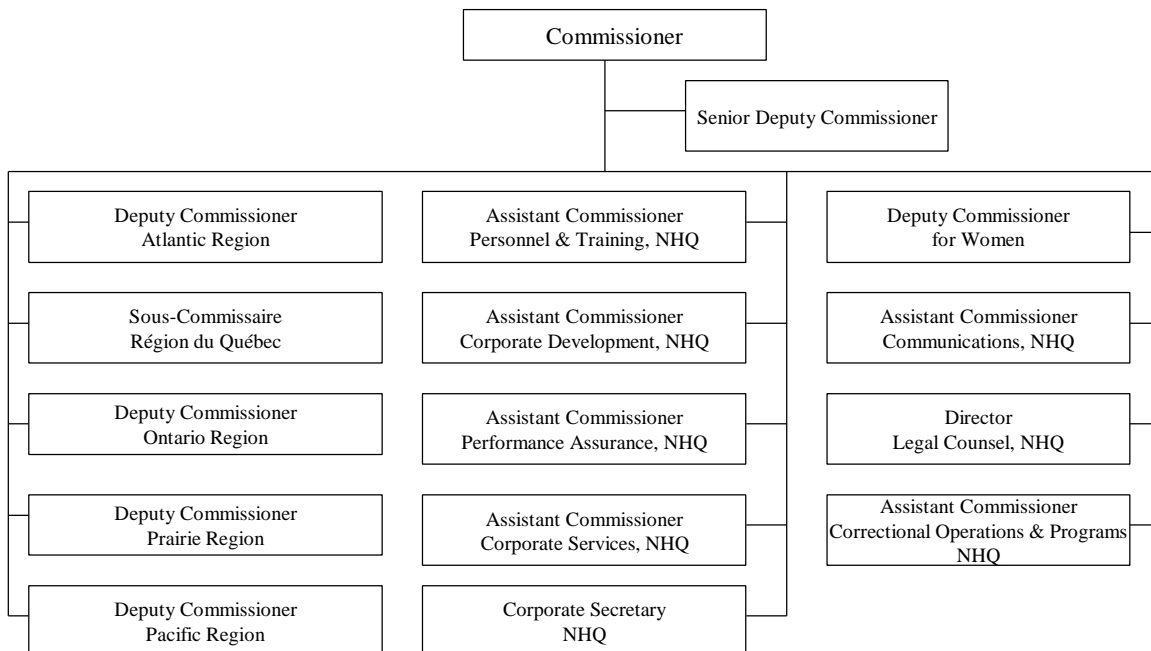
Summary of 1998-99 Report on Plans and Priorities

Priority by Business Line	Outcomes
<p><i>CARE</i></p> <ul style="list-style-type: none"> • <i>Maintaining a Physically and Psychologically Healthy Environment</i> • <i>High Risk and High Need Women Offenders</i> 	<ul style="list-style-type: none"> - <i>More comprehensive treatment for infected inmates</i> - <i>Increased screening, testing and immunization</i> - <i>A reduction in the rate of infectious diseases</i> - <i>Higher levels of staff and offender satisfaction determined through surveys</i> - <i>Care and accommodations aligned with the distinct needs of women offenders</i>
<p><i>CUSTODY</i></p> <ul style="list-style-type: none"> • <i>Safe and Secure Institutions</i> • <i>High Risk and High Need Women Offenders</i> 	<ul style="list-style-type: none"> - <i>A decrease in violent incidents in institutions</i> - <i>Programs, services and accommodations better aligned with women offenders' distinct needs</i>
<p><i>REINTEGRATION</i></p> <ul style="list-style-type: none"> • <i>Safe, Timely and Effective Reintegration of Offenders</i> • <i>Reducing Over representation of Aboriginal People in Federal Custody</i> 	<ul style="list-style-type: none"> - <i>An increase in successful releases on or soon after first eligibility date</i> - <i>An increase in proportion of offenders released into the community</i> - <i>An increase in the number of offenders with distinct needs released into the community</i> - <i>A decrease in the number of revocations resulting in return to custody</i> - <i>A decrease in the proportion of Aboriginal offenders in federal institutions</i>
<p><i>CORPORATE SERVICES</i></p> <ul style="list-style-type: none"> • <i>Human Resources – Learning and Development</i> • <i>Maintaining a Physically and Psychologically Healthy Environment</i> • <i>Clear Policy and Accountability Frameworks</i> • <i>Partnerships, Participation and Consultations</i> • <i>Building Confidence and Support</i> 	<ul style="list-style-type: none"> - <i>A well-trained and competent workforce</i> - <i>Greater representation of employment equity target groups in management positions</i> - <i>A competent future management cadre</i> - <i>A clean environment achieved through sustainable development practices</i> - <i>A clear policy framework that supports Mission and operations</i> - <i>Improved performance measurement and reporting</i> - <i>Increase in number of partners actively engaged with CSC, including other federal departments, provincial governments, international organizations, and non-governmental organizations</i> - <i>An integrated justice information system</i> - <i>Increased staff awareness</i> - <i>Increased public confidence and support for reintegration efforts.</i>

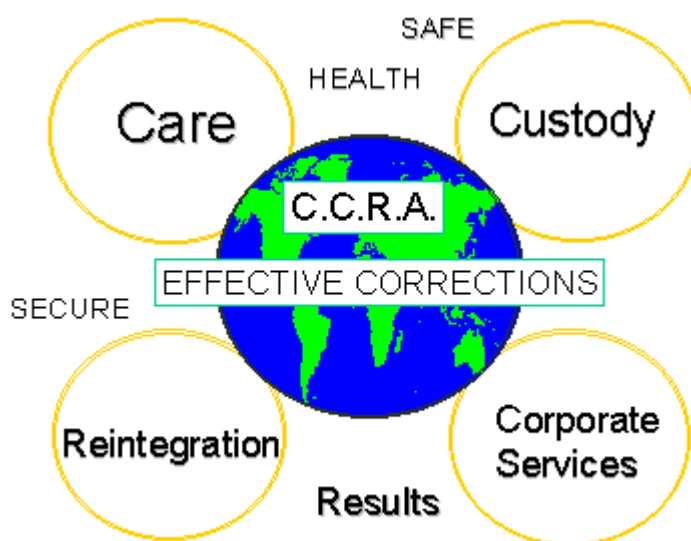
Departmental Organization

CSC is part of the Ministry of the Solicitor General. The Commissioner of Corrections is the Senior Executive Officer of CSC, accountable to the Solicitor General of Canada. The Commissioner is assisted by a Senior Deputy Commissioner, a Deputy Commissioner for Women, five Regional Deputy Commissioners, five Assistant Commissioners, a Corporate Secretary and a Senior Counsel. National Headquarters was strengthened and this is reflected in the revised organization structure with the addition of the creation of Assistant Commissioner Correctional Operations and Programs.

Correctional Service of Canada National Organization Reporting to the Commissioner



The Business Lines of the Correctional Service of Canada are:



Each Business Line has a number of Key Results against which the Performance Accomplishments are reported.

Comparison: OPF Planning Elements/PRAS Business Lines

The new Business Line structure was developed to provide a measurement strategy that reflects the Mission. For this fiscal year, the financial information will be reported by the old Operational Planning Framework (OPF) Business Lines to remain consistent with Public Accounts.

<u>OPF – Business Line/Sub-Business Line Structure</u>	<u>PRAS – Business Line/Service Line Structure</u>
1) Correctional Operations - Health Care - Offender Management	1) Care - Health Care - Offender Services
2) Correctional Programs - Educational & Personal Development - Occupational Development Programs & Employment - Spiritual, Social, Cultural and Special Needs Programs	2) Custody - Security - Offender Accommodation
3) Technical and Inmate Services - Materiel Management & Institutional Services - Engineering & Maintenance - Construction	3) Reintegration - Correctional Management - Programs - Reintegration Services - CORCAN
4) Management and Administration - Corporate Services - Management Services	4) Corporate Services (Also includes Materiel Management & Institutional Services; Engineering & Maintenance; Construction)

During fiscal year 1998/99 the Service will revise its financial structure to accurately

reflect the new Planning, Reporting and Accountability Structure (PRAS) Business Lines.

Measurement Strategy

Treasury Board has approved the PRAS which includes a measurement strategy to gather, collate, analyse and distribute current and/or historical data and trends on a regular or ad hoc basis. The measurement strategy for each Business Line identifies the specific methods by which Key Results will be monitored, measured and reported. The Accountability section of each Business Line has been modified to reflect changes to the internal management structure of the Service implemented since the PRAS was approved.

Section III: Departmental Performance

In 1998, the Minister and the Treasury Board Secretariat formally approved the PRAS and accompanying Measurement Strategy. In 1998/99 the Service will begin to revise Service Standards to reflect these.

To complement the PRAS document and respond to changes and environmental challenges, the following Corporate Objectives were established for 1997/98.

1. To improve CSC's ability to comply with the law and policy, by developing a clear policy framework and assisting staff to carry out their duties through on-going communications, training and development.
2. To be a key player in the development of criminal justice policy by improving horizontal consultation, coordination and partnerships at all levels of the Service.
3. To establish a management framework which is conducive to the delivery and measurement of results.
4. To improve the safe reintegration of offenders by streamlining and improving programs and case management processes and practices.
5. To establish a back-to-basics approach that eliminates elements that don't add value.
6. To improve the standing of CSC by improving internal and external communications and reporting/accountability mechanisms.
7. To develop a comprehensive strategy for Aboriginal offenders.
8. To implement management education and development in support of our Mission.

As part of our commitment to results-based management and the Government-wide initiative for Improved Reporting to Parliament (IPR), Corporate Objectives are reviewed annually and reported against in the accountability contracts by senior managers. Results are incorporated into the Departmental Performance Report by Business Line. Major achievements and events are presented by Key Result for each Business Line.

Financial Information

Correctional Service Canada – CSC (\$ dollars)

	Amounts
Planned Spending (1997-98)	1,153,018,000
Total Authorities (1997-98)	1,202,117,261
1997-98 Actuals	1,173,209,666

CARE*

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

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

PERFORMANCE ACCOMPLISHMENTS:

KEY RESULT #1: Detect and control infectious diseases

Significant strides were made in 1997/98 to address the issues surrounding infectious diseases, including HIV/AIDS, Hepatitis B, Hepatitis C and Tuberculosis.

A key development was the completion of a comprehensive program framework for the National HIV/AIDS Program. The program was announced by the Solicitor General in 1997. CSC received additional annual funding of \$600,000 for the program under the new "Canadian Strategy on HIV/AIDS" developed by Health Canada. This will complement the work already undertaken to promote a healthier environment inside our prisons.

Initiatives were pursued in the areas of education and training, testing, harm reduction, care, treatment and support, surveillance, coordination and collaboration. Key results include: a national conference on the Management of Infectious Diseases for health services staff; establishment of a Federal/Provincial/Territorial Working Group on HIV/AIDS; and, development of an inventory of HIV-related initiatives.

Health Services developed a Strategic Plan, which provides both short term and long term direction for the delivery of health services within CSC. The Vision is to be "the world leader in humane correctional services". A high priority is the development and implementation of an automated Offender Health Information System. Automation will provide information on the health status of the offender population. The distribution of resources will also be more efficient and rational as a result of access to accurate data on expenditures available through an automated system.

In 1997, there were 158 known cases of HIV and 20 cases of AIDS in our institutions. Although these numbers do not appear to be a cause for alarm, it is important to know that this represents an infection rate more than 10 times the rate in the Canadian population at large and that the number of infected inmates has been steadily increasing. As this number does not include those who are unaware of their infection or those who do not disclose it to CSC, the actual number of offenders infected may be greater.

Government Priority: To promote health in our institutions and ultimately our communities.

**The Business Line, Objective, Description and the Key Results are taken from the approved PRAS.*

Epidemiological Study of a Potential Outbreak

In 1997, an inmate, infected with Hepatitis B, Hepatitis C and AIDS, admitted sharing injection equipment with 20 other inmates during his current incarceration. In response to the potential outbreak, the CSC, in partnership with the Province of Nova Scotia and Health Canada agreed to undertake a study of the entire institution.

The study demonstrated that HIV and HCV are present and that drug injection behaviour does occur. This information serves to reinforce the need for appropriate prevention and care services to prevent the transmission of HIV and Hepatitis B and C in prisons and in the community at large. The study also revealed that inmates are supportive of more education, health programs and services, better hygiene, protective gloves, tattooing services, needle exchange programs and methadone maintenance treatment programs. The study's results were consistent with the findings presented in CSC's Inmate Survey (1995), the Report of the Expert Committee on AIDS in Prisons (1994) and the HIV/AIDS in Prison: Final Report (1996).

The final report of the outbreak investigation will be released in the fall. The report will present the investigation's findings and recommendations for the conduct of future outbreak investigations in CSC.

Key Review: Evaluation of CSC's Participation in the National Aids Strategy – Phase II

CSC is a participant in the National Aids Strategy – Phase II (NAS-II), directed at responding to the issues of HIV/AIDS in Canada. CSC is one of two departments, external to the lead department (Health Canada), allocated funds under NAS-II. The Service's involvement arises from the fact that inmates have been identified as a vulnerable population.

As an operational agency, responsible for the delivery of health services to federal inmates, CSC's activities under NAS-II were found to be consistent with the NAS-II's overall objective, and with CSC's legislative Mandate, Mission and Health Services Standards. The findings of the evaluation show that further work must be completed in order to ensure the successful implementation of HIV/AIDS initiatives currently underway.

Evaluation of HIV/AIDS Harm Reduction Measures

An evaluation of HIV/AIDS Harm Reduction Measures started in fiscal year 1997/98 and will continue into fiscal year 1998/99. This evaluation focuses on three identified groups of activities: assessing perceptual and behavioural barriers; examining the implementation and program delivery of harm reduction measures; and, determining the unintended outcome of these programs. Steps taken to protect against the spread of HIV ultimately contributes to the protection of society. The Commissioner's Directive "Management of Inmates with Human Immunodeficiency Virus (HIV) Infections" has been promulgated.

KEY RESULT #2: Identify and address the physical and mental health needs of offenders

The health care needs and, in particular, the mental health care needs of offenders have been the subject of review during the year. A review of medical temporary absences at the women's facilities was undertaken to determine if more effective means of providing health care should be implemented. There were also reviews conducted on the care provided in the Treatment Centre at Dorchester Institution and in the mental health unit at Archambault Institution.

Canadian Council on Health Services Accreditation

CCHSA conducted a detailed examination of care processes in the Regional Psychiatric Centres and, subsequently, granted a three-year accreditation status. Currently, Archambault Institution is negotiating for accreditation. In 1998-99, the Service will begin negotiating to develop an accreditation process for all CSC health units.

Mental Health Strategy for Women Offenders

The Strategy focuses on the use of different community resources such as health agencies, volunteer organizations and community health professionals. The principles of the strategy include:

- The primary responsibility for health lies with the woman offender herself;
- A regional Women Offender Institution (WOI) delivers essential health services which mirror community standards; and,
- Health promotion/prevention is best achieved through a holistic, woman-centered approach.

The strategy provides a framework for the development of all mental health services for women offenders whether in a regional facility, a maximum security unit or the community. It describes the full range of mental health issues and problems faced by women offenders and the intervention and programming required by legislation and policy to address these issues. The Strategy further describes a continuum of mental health care of all programs and services which support mental well-being of women offenders and address criminal recidivism.

The findings of an earlier survey (1990) and subsequent research support the provision of appropriate mental health services oriented to the needs of women offenders. Mental health problems experienced by women offenders are often linked to past experiences of sexual and physical abuse. Overall, women outnumber men in all major psychiatric diagnoses and women in prison have a significantly higher incidence of mental disorders including: schizophrenia, major depression, substance use disorders, psychosexual dysfunction, and antisocial personality disorder.

Through full implementation of the Strategy the Service will provide a comprehensive range of gender appropriate services. The challenge of meeting the needs of women offenders will require constant innovation and evaluation, contributing to CSC's knowledge of "what works" with women offenders, as well close collaboration with community partners.

Review of Medical Temporary Absences at FSW Facilities

The review was completed in October 1997 and had 4 key findings:

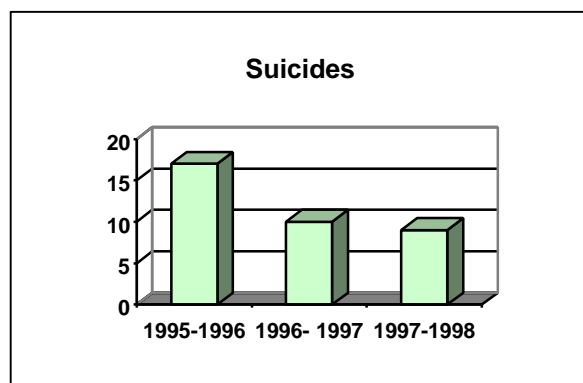
- 1) The model is most appropriate for low risk offenders. It did not anticipate the needs of medium security offenders, who require security escort for each absence.
- 2) The policy on health services provides specific instruction only on urgent and emergency care and has not been adapted to reflect the principles enunciated in the health strategies for women offenders.
- 3) Standards for women's health needs to be adopted. Health policy and standards should reflect gender sensitivity.
- 4) The model is seen as the ideal, however a balance must be found between this goal and the current level of health services provided.

Inmate Suicides in the Correctional Service of Canada

Self-inflicted death continues to occur but at a lower number than in previous years. Nine inmates committed suicide versus ten in 1996-97. CSC continues to plan interventions based on the assessment of risk, to improve the estimation of the risk of a suicide, to implement effective strategies, to refine policy, improve procedures, and educate staff.

Statistical data support the need for suicide risk assessments to be administered each time an inmate is newly admitted to an institution. A suicide risk assessment has been in use since 1994 as part of the initial screening of all inmates at admission into CSC. Plans are underway to administer the assessment each time an inmate is transferred.

CSC is also conscious of the continuous need to remain ever vigilant in its suicide training and prevention efforts.



Retrospective Report on Inmate Suicides

The fifth retrospective report presented an overview of all self-inflicted inmate deaths in federal custody and discussed trends since 1991/92. The report had three objectives: 1) to provide a description of the scope and nature of the problem; 2) to heighten awareness and learn from experience; and 3) to increase knowledge of inmate suicide.

The report cited a number of recommendations made by the various Boards of Investigations: a need to develop primary prevention strategies, particularly the design of prisons, staffing practices, policies and procedures; as well as secondary prevention strategies, particularly counselling, peer support groups and inmate observation aides, to help offenders who may be at a high risk to commit suicide.

Inmate Peer Support Program

CSC has begun to implement inmate peer support programs in all maximum and medium security institutions to reduce the incidence of suicide and self-harm, delivered by inmates trained in listening skills and suicide awareness. The program guidelines include: responsibilities of staff, selection criteria of participants, operating principles, and an evaluation framework.

One of the Peer Support Programs is the Samaritans program that relies on a community-based organization to provide suicide prevention training and support. This model is now being used at Drumheller Institution, Stony Mountain Institution and Saskatchewan Penitentiary. Another model is the VIVA program developed and currently implemented at Leclerc Institution with training planned for other Quebec institutions. Peer support is also being implemented in the women's facilities and an evaluation of the effectiveness of this women-centred model is being undertaken.

KEY RESULT #3: Promote the health and safety of offenders and staff

In 1997/98, the Service provided a range of services and programs, and conducted a number of reviews, aimed at promoting the health and safety of offenders and staff.

Composite Reports of Institutional Visits: Quebec and Prairie Regions

The Health Care Advisory Committee conducted two institutional visits in the Quebec and Prairie Regions to observe the health care delivery challenges facing institutional health care providers. The Composite Reports included recommendations presented to regional and institutional management.

Staff Injuries

Reviews indicate that the types of staff injuries have remained consistent, with an increase in post traumatic stress.

One of the challenges for CSC is the ability to accommodate staff with post traumatic stress disorder. In the majority of these cases, staff are unable to return to the 'corrections' environment and are not able to deal with inmates. The Return to Work Program attempts to provide alternatives for such employees and has been successful in accommodating staff with post traumatic stress disorders.

CSC is the only government department with a national Return to Work Program to assist injured and ill staff returning to the workplace. Health Canada has recently agreed to market the CSC program in other departments. Further resources have been allotted to continue this program in all Regions. The objective is that all staff suffering from injuries and illnesses will be able to return to work within CSC.

Prevention is a priority in being proactive in the area of safety and health. The occupational safety and health program is being strengthened, focusing on prevention first and return to work, if necessary, second. As most incidents are preventable, the focus will be placed on educating everyone in reducing hazards within the workplace.

Emphasis is also being placed on the overall wellness of our employees. A national wellness committee has been established to champion wellness initiatives across the Service. The goal is to increase the lifestyle and physical wellness of staff.

Anti-Harassment

A review of the number of formal complaints lodged during the past three fiscal years support the findings of the 1996 Staff Survey that employees are reluctant to report incidents of harassment in the workplace. During the past three fiscal years, there was an average of 80 complaints lodged, ranging from a low of 69 in 1995/96 to a high of 89 in 1996/97.

The Survey results indicate that most (85%) of staff are aware of CSC's harassment complaint process and more than three-quarters (77%) would agree to be a witness if an incident of harassment was observed. However, only 65% of respondents reported that if harassed, they would complain. This discrepancy is attributable to reluctance of staff to come forward.

Employee Assistance Program (EAP):

An evaluation of EAP is underway, which will assess the quality, timeliness, accessibility and delivery of services to staff and their families. A staff survey will also take place to determine the degree of satisfaction with the program. The following is a presentation of the main categories that employees request personal and confidential services.

Year	Work Related	Family Related	Substance Abuse	Mental/Physical Health	Finances and Legal	Information	Utilization Rate
1996/97	37%	22%	6%	20%	6%	9%	23.7%
1997/98	36%	20%	4%	24%	5%	11%	23.9%

The average 24% utilization rate suggests that the EAP is well known among employees. As well, it shows that EAP is used for both personal and work related reasons.

CUSTODY*

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

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

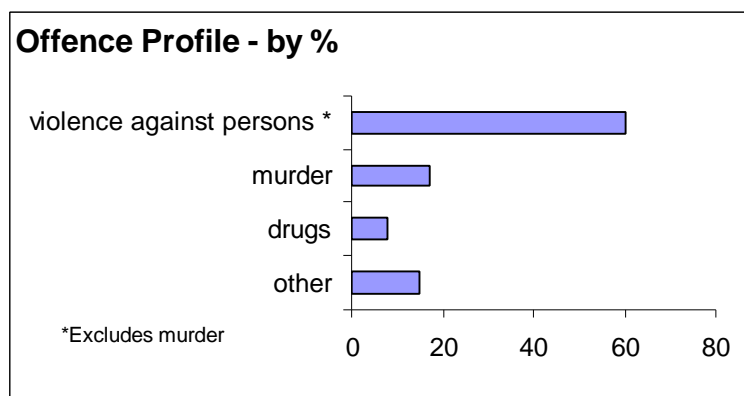
PERFORMANCE ACCOMPLISHMENTS:

KEY RESULT #1: Offenders are maintained in the appropriate level of security consistent with the least restrictive measures required for the protection of the public, staff members and offenders

One of the key challenges faced by CSC in recent years was growing offender population. In the last two years, however, the incarcerated population has been decreasing, attributable to fewer admissions and greater numbers of releases. In the last year, out of the total offender population, the proportion who are incarcerated has been reduced by 2%.

The profile of sentence lengths of the incarcerated population has remained stable in the last year. Approximately 30% of the population is serving a four year sentence or less. The offence profile remains largely unchanged as well.

Government Priority: To promote human rights and compliance with the law in our institutions and communities.



*The Business Line, Objective, Description and the Key Results are taken from the approved PRAS.

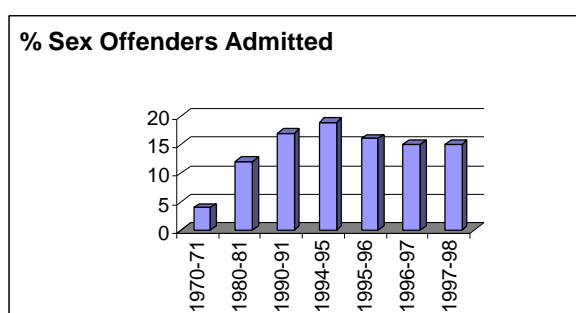
Almost 60% of the inmates have committed violent offences against persons and a further 17% of the inmates have been convicted of first or second degree murder. Eight per cent are serving sentences for serious drug offence.

	Men	Women	Total
Offender Population (31/03/98)			
Institutions	12,944	289	13,233
Community	7,010	360	7,370
Federal Inmates in Provincial Institutions	174	42	216
Provincial Inmates in Federal Institutions	46	4	50
Provincial Offenders under Federal Supervision	240	18	258
Total	20,414	713	21,077

The Aboriginal offender population continues to be over-represented in corrections. It is expected to increase, particularly in the Prairie region, due to higher incarceration rates coupled with a birth rate that is greater than the Canadian average.

Aboriginal and women offender populations increased in 1997/98 in both the institutions and the community. The proportion of Aboriginal offenders in both institutions and in the community rose by 1% (to 16% and 10%, respectively). Both groups have had increases in both admissions and releases. Sixty-eight per cent of incarcerated women are serving sentences for violence or murder, while 84% of Aboriginal offenders are convicted of these offences. Of the incarcerated women, 48% are serving sentences of four years or less and 24% are serving sentences of more than ten years or life. For Aboriginals, 38% are serving four years or less and 23% are serving more than ten years or life.

There were 4,591 sex offenders under federal jurisdiction (Dec. 97). There were 3,250 in federal institutions (71%) with the remaining (29%) under Community supervision. The incarcerated sex offender population encompasses approximately 20% of the total population, and increased by approximately 2% from 1995/96 to 1996/97. Although there were fewer sex offenders admitted, the size of the sex offender population under Canadian federal jurisdiction continues to rise. This implies sex offenders are being released at a slower rate than other offenders.



Inmate Classification

When comparing the individual inmate security classification with the institutional security level, improvement was made over the year. At the beginning of the year, 12% of maximum security inmates, 9% of medium security inmates, and 24% of minimum security inmates were housed in institutions other than those indicated by the security assessments. At the end of the year, the percentages had changed to 9% of maximum security inmates, 9% of medium security inmates, and 22% of minimum security inmates. There should be further improvement noted in the next year, as an objective instrument for re-assessing an inmate's individual security classification is implemented.

Custody Rating Scale

In order to assess the offenders risk and assign the proper security classification, the Service uses the Custody Rating Scale (CRS). The 11th Report of Public Accounts Committee on Custody of Inmates recommended that CSC adheres to its schedule for adjustment to the CRS. A recent analysis of the CRS concluded that the scale cut-off values were based on an unrealistic population distribution: 15% in minimum-security institutions, 73% in medium-security institutions and 12% in maximum-security institutions. The Service amended the cut-off values of the tool in June 1998, to result in a more realistic distribution to different security levels: 34% in minimum-security institutions, 61% in medium-security institutions, and 5% in maximum-security institutions. Improved adherence to the CRS should result in the placement of offenders at the least restrictive level of confinement and, in doing so, maximize the offenders' potential for safe release.

A review of the Custody Rating Scale (CRS) in the Ontario Region demonstrated the scale's ability to accurately assign offenders to security risk categories that were predictive of escape, institutional adjustment, discretionary release and conditional release adjustment potential.

Capacity

The rated capacity is the approved number of beds. With the exception of relatively minor expansion in maximum and minimum security level facilities, no major change to the rated capacity is noted from the previous year. It is important to note the rated capacity is as of March 31, 1998. The subsequent opening of new institutions in 1998-99 is adding beds on an on-going basis and the capacity to house offenders will increase in the coming year.

Capacity	National	Maximum	Medium	Minimum	Mental Health	Reception
Men	13,063	2,033	7,463	2,311	653	603
Women	387	60	289		32	6

KEY RESULT #2: Control of offenders is consistent with the risk they present to themselves, other offenders, staff and the public

Administrative Segregation

During 1997/98, the number of placements was 15% lower than the previous fiscal year. CSC is creating a senior position in each of its regions to monitor the administrative segregation review process. This will ensure compliance with the law, a well-trained staff and the reintegration of segregated inmates at the earliest, appropriate opportunity into a less restrictive institutional population.

CSC's policy directs that shared occupancy of inmates in segregation status be minimized with the ultimate goal of eliminating it. At the end of the fiscal year, 17% of the offenders in segregation status were in double occupancy, a decrease from 19% earlier in the year.

Key Review: Administrative Segregation – Random Audits

Follow up, random audits were conducted in each region. All federally sentenced women's institutions were audited as was a maximum and medium security institution in each region. In total, 16 institutions were audited. All federally sentenced women facilities were found to be in full compliance with the law. Of the male institutions, 9 were found in compliance and two were not. Corrective action plans were developed and audits are planned for completion in 1998/99.

Use of Force

The aim of the Service's policy on the Use of Force is to assist and encourage offenders to the extent that is possible and to control only to the extent that is necessary. Staff is to employ only as much force as is necessary to gain control of the offender(s). Every reasonable step must be taken to explore and assess alternatives to a use or an escalation in the use of force. It must always be proportional to the risks and circumstances.

Report on the Use of Force in CSC

The principal focus of this review was to address four questions: the extent to which CSC staff are trained in accordance with CSC policy; the extent to which their actions involving force are in compliance with policy and the law; the timeliness, accuracy, quality and consistency of reports; and, the nature of institutional investigations into incidents involving force. Seven major findings were reported, covering staff training, monitoring and reporting, and investigation of incidents.

Special Handling Unit

The purpose of the Special Handling Unit (SHU) is to create an environment in which dangerous offenders are motivated and assisted to behave in a responsible manner to facilitate their integration in a maximum security institution. A dangerous offender is one whose behaviour causes serious harm or death or seriously jeopardizes the safety of others. This determination can be based on a single significant behaviour or on a series of violent behaviours.

Report on the Audit of the Special Handling Unit

The audit reported that improvements have been made to the timeliness of decision-making and the sharing of information with inmates. Interviews are now being conducted with inmates who request to meet with the National Review Committee. Concerns were expressed with respect to the documentation of decisions and meetings with inmates. Some of the proposed changes will clarify issues such as: criteria for admission to the SHU; transfers to the SHU; and timeframes for completion of Correctional Plans. In response to the audit, the policy on Special Handling Units is currently under review.

Gangs and Organized Crime

An environment free of fear, intimidation, coercion and negative influences is a fundamental condition for the success of reintegration of offenders into society as law-abiding citizens. Gang members within our institutions and under supervision in the community have the potential to greatly influence that environment. Consequently, gangs and organized crime are issues of concern to CSC.

Approximately 5% of CSC's offenders are seriously involved in gangs. Some of these gangs were established in the community, but have a presence within our institutions. Others were formed within our institutions.

Despite the relatively low percentage of offenders who are seriously involved in gangs, these offenders pose a number of significant problems for CSC including: intimidation, extortion and violence, drug distribution and intimidation of staff.

Gangs pose a serious threat to the safe, secure, orderly and efficient management of our institutional and community operations. CSC has committed itself to:

- preventing gangs and organized crime members and associates from exercising influence and power in correctional facilities;
- encouraging members of gangs and organized crime to break their ties with those organizations and to assist in their efforts if they chose to do so; and,
- assisting staff in incidents of intimidation, coercion and threats.

During this coming year, to address the problem of gangs in our institutions and on conditional release, CSC will be developing intervention strategies aimed at monitoring risk and, in some cases, helping offenders break away from criminalized groups. These strategies will be based on research presently underway.

KEY RESULT #3: Accommodation of offenders is reasonable, safe, secure and humane

Security Incidents

Significant trends during 1997/98 include: a decrease in the number of inmate murders; an increase in the number of hostage takings; a lower than average number of inmate assaults; and, an increase in the number of major disturbances. There was one escape from a multi-security institution.

There were fewer serious incidents in the community in 1997/98 than in the previous year. There were fewer sexual assaults and robberies but more major assaults.

NATIONAL TOTALS – 1995-96 TO 1997/98

MAJOR SECURITY INCIDENTS	1995-1996	1996-1997	1997-1998
MURDERS – STAFF	0	0	0
MURDERS – INMATES	2	5	2
HOSTAGE TAKINGS	3	1	4
MAJOR ASSAULTS – STAFF	4	1	5
MAJOR ASSAULTS ON INMATES	54	45	45
MAJOR INMATE FIGHTS	4	4	5
MAJOR – DISTURBANCES	1	10	12
ESCAPES – MAX/MULTI (MALE)	1	0	0
ESCAPES – MAX/MULTI (FEMALE)	-	5	1
ESCAPES – MEDIUM SECURITY	5	2	3
ESCAPES FROM ESCORT – MAX. SEC.	0	0	2
MAJOR SECURITY INCIDENTS – TOTAL (Excludes suicides)	74	73	79

Investigations

There were 19 national investigations convened to examine serious incidents in the institutions and in the community. In the institutions, investigators examined two murders, three hostage takings, one forcible confinement and sexual assault, one major disturbance, one SHU transfer, and one escape resulting in a death.

The community incidents investigated included eight murders, one robbery sexual assault, and one sexual assault. While it was found that staff responded to incidents with professionalism and that supervision of inmates and conditionally released offenders was adequate, the issue of identifying and sharing critical information was a common finding. Among compliance issues, there were findings that have emerged in previous investigations, such as personal portable alarms not being worn, decontamination procedures inappropriately carried out, and the frequency of contact with offenders not in accordance with standards. A relatively new issue has also been identified; not all victim notifications are being handled properly. Lessons are learned from the investigations and results are widely distributed so that all operations are more effective.

There were 140 incidents that prompted regional investigations in both the institutions and in the community. In the institutions, 121 investigations were completed, including: nine suicides and 11 attempted suicides; 23 deaths by natural causes; six major disturbances; four incidents involving the use of force; 46 major assaults on offenders; and eight major assaults on staff.

In the community, 19 investigations were completed, including three suicides; six deaths by natural causes; and two major assaults.

Complaints

The major types of complaints by inmates remained consistent. The number of inmate complaints and grievance increased slightly (from 23,196 to 23,513). The average response times have all improved. The percentage of grievances addressed within the 25 day timeframe was maintained at 89%.

Subject	% Upheld
Staff Performance	14%
Case/Preparation	19%
Pay	20%
Health Care	18%
Personal Effects	20%

Accommodation:

The accommodation of offenders has been of particular concern over the last ten years or more, during which time inmates have been required to share cells. During the last year, the percentage of inmates required to share cell space has been reduced by 5% to 25.7%.

Government Priority: To develop alternatives to the traditional form of incarceration and better prepare for inmates their release into the community.

Double Occupancy*	
Incarcerated Offenders**	13,283
Double Occupancy	3,410
Percentage	25.7%

*Includes both men and women in double bunking (cells designed for one inmate but housing two inmates) and shared accommodation (cells designed for two inmates and housing two inmates) as of March 31, 1998.

**Includes provincial inmates in federal institutions

As part on the long range accommodation plan, the following institutions were opened.

Opening of Pê Sâkâstêw Centre

The first-ever Aboriginal minimum security institution for men was opened on August 8, 1998, at Hobbema, Alberta. It will accommodate 40 minimum security beds and 20 community centre beds. The Samson Cree Nation held a special ceremony to honour Commissioner Ole Ingstrup for his help in establishing the centre. He was given the title of “Honorary Chief, Spotted Eagle”, and was presented with a ceremonial headdress, the highest honour bestowed on an individual. The receipt of an official title pays tribute to a correctional system that reflects an evolving and respectful relationship with Aboriginal offenders.



Opening of Fenbrook Institution

In the spring, the Solicitor General announced the official opening of Fenbrook Institution in the Ontario region. This medium security facility is to apply the best practices and philosophies of CSC, with programs emphasizing adult basic education and where employability skills for offenders are a priority. As of August 31, 1998, Fenbrook Institution started to receive inmates and will accommodate up to 400 inmates.

Opening of Grierson Centre

The Centre is CSC's first experience with an urban minimum and, so far, it is progressing well. Located in the heart of Edmonton, Alberta this 30 bed minimum security facility is unique to CSC. The idea is to provide short term accommodation for offenders eligible for accelerated day parole, or offenders who will soon be receiving some form of conditional release.

The complex is also the home for the 75 bed Stan Daniels Community Correctional Centre. This Centre is also a unique facility, owned by CSC but operated under contract with Native Counseling Services of Alberta. As a complex, the facility offers a wide range of offender services and programs, from minimum security accommodation to residency beds for conditional release, and community supervision.

First Agreement under Section 81 of the CCRA

The Aboriginal Men's Healing Lodge in Saskatchewan is the result of the first agreement reached under Section 81 of the CCRA. The facility will be operated by the Prince Albert Grand Council and located on the Wahpeton Reserve, on spiritual ground. This shared facility houses 25 provincial offenders and 5 federal offenders.

Opening of Drumheller Annex

This minimum security accommodation opened on October 29, 1997. The 56 bed annex is located just outside the perimeter fence which surrounds the main medium security facility, Drumheller Institution. The Annex was built to address a lack of minimum security beds in the Prairie Region. One unique aspect about the Annex is that CORCAN was the main contractor for the project. Most of the labour was provided by inmates.

Pre-Opening Audit: Grierson Centre Minimum Security Institution

Keeping the protection of society at the forefront, a pre-opening audit of Grierson Centre was conducted to evaluate the operational readiness of the facility to receive inmates. The opening pre-audit noted that all mandatory requirements were met, and that the Centre had established the necessary systems and controls. The audit contained 21 recommendations, all of which were rectified. Most of the issues raised by the review team took the form of suggestions, in an effort to enhance the centre's operations.

Key Review: Report on the Review of the Implementation of CSC's Accommodation Policy

The review team examined inmate shared accommodations, in particular, the bed assignment process and utilization rates. Eight significant findings emerged from the review, describing the impact on operations, including cell assignment and cell effects.

The review team did not find evidence of double bunking in segregation in 12 out of 17 institutions visited. Of five institutions visited with special treatment facilities, only one employed double bunking in those areas. In addition, there was no double bunking in the Health Care Centres at any of the sites. Generally, it was found that increasing inmate populations affect all aspects of an institution and have the potential of producing inequities.

Key Review: of Residential Accommodation at William Head Institution

A review was completed of the new housing design at William Head Institution, the first major correctional facility to use the philosophical roots of the Mission document. The focus is the reintegration of the offender into the community and the encouragement offered through positive interaction. The objective was to assess the extent to which the original design concepts had been realized. Overall, the review was very favourable and cited only three recommendations which are currently in process of implementation.

REINTEGRATION*

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

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

PERFORMANCE ACCOMPLISHMENTS:

KEY RESULT #1: Key criminogenic factors and intervention strategies are identified in intake assessments

Since the completion of the *National Intake Assessment Unit Review*, all Regions continue to work with partners in the justice system to enhance the information collection process. Although CSC receives quality information on offenders, the timeliness of this information has been problematic. As indicated in the following, timeliness continues to improve.

Government Priority: To ensure information on offenders is shared with our criminal justice partners to enable Canadians to feel secure in their homes.

Timeliness	Police Reports		Judge's Reasons		Community Assessment	
	1997	1998	1997	1998	1997	1998
Received within timeframes (%)	56%	77%	58%	76%	36%	67%
Average # of days to receive documents	32 days	20 days	31 days	20 days	41 days	26 days

*The Business Line, Objective, Description and the Key Results are taken from the approved PRAS

National Review of Intake Assessment Units

The review was conducted to create a baseline measurement of timeliness and quality related to information collection assessments and the reports. It made many recommendations to improve both the timeliness and quality of analysis and reporting, and collected a set of best practices to improve performance. The most significant outcome of this review will be the development of a standardized intake assessment process, a national training manual and a resource formula that will allow all units to conduct consistent high quality assessments. This, in turn, will allow the Intake Assessments units to adjust to the additional responsibilities of developing the offender's initial Correctional Plan, a recent change.

KEY RESULT #2: Correctional interventions address key criminogenic factors

Correctional Programs:

The Correctional Strategy assists offenders to address factors relating to their criminal behaviour and to reduce the chances of re-offending upon release, thereby contributing to public safety. Every offender has a correctional plan that defines individual programming needs and therapeutic interventions. The plan and the progress of the offender are reviewed regularly, to determine whether goals and objectives are being met and to identify the level of risk the offender poses. The importance of continuity between institutional programming, and services offered as follow-up in the community once the an offender is released, is also stressed.

Several core institutional and community programs have been developed, because the majority of offenders have needs in one or more of these areas.

Living Skills Programming consists of a series of six programs directed towards meeting the needs of offenders throughout their sentences and preparing them for reintegration into the community. These programs are: cognitive skills training; living without violence; parenting skills training; anger and emotion management; leisure education; and, community integration.

Substance Abuse Intervention consists of a range of nationally managed alcohol and drug programs. The Offender Substance Abuse Pre-Release Program (OSAPP), or ALTO in Quebec, teaches skills to help reduce the likelihood of an offender abusing drugs or alcohol after leaving a federal institution. "Choices" is offered in the community, to provide support and expand on lessons learning during OSAPP. For Aboriginal offenders, the Aboriginal Abuse Program is now well established as a core program.

Sex Offender Treatment Programs focus on identifying the nature and pattern of the offender's behaviour and provide self-management and control skills that may reduce the risk of recidivism. CSC has improved its specialized sex offender assessment at the intake stage, as well as the range of treatment services provided in institutions and communities. This allows for the appropriate matching of treatment to factors such as risk, need, responsivity and motivation. Institutional programs are high, moderate, low intensity or maintenance, while community programs are either structured (for higher risk individuals) or maintenance/relapse prevention. Program placement must be based on the offender's risk to re-offend, treatment needs, motivation to participate in treatment and the ability of the program to meet these targets.

Family Violence Programs target previous abusers and those at risk of becoming abusive. These programs provide information and teach specific skills in keeping with the CSC's mandate of reducing the incidence of family violence among the offender population. This involves the development of educational and intervention programming in institutions and the community.

Aboriginal Programs focus on parenting, substance abuse, cognitive skills training, spiritual services and liaison, and on the Balanced Lifestyles and Way of Life programs.

Women Offenders Programs include: living skills; substance abuse; survivors of abuse/trauma; and, literacy and continuous learning programs.

Ethnocultural Programs focus on promoting the meaningful participation of ethnocultural offenders in CSC's core programs, so that cultural or ethnic values, beliefs, learning styles and communications methods are respected and understood.

Education Programs include: adult basic education and secondary, vocational and post-secondary education.

Industrial and Agribusiness Program (CORCAN) provides offenders with work experiences and training designed to closely replicate sector work environments. Participants manufacture and produce a wide range of industrial and agribusiness commodities, which are marketed to federal, provincial and municipal governments, and non-profit organizations. CORCAN programs, which also include community-based short term employment and job placement initiatives, employ about 1,800 offenders in 32 institutions across Canada.

Aboriginal Strategy

CSC's Aboriginal Strategy includes the following components:

- Strengthening Aboriginal Programming, through the establishment of national, core programs, including addictions, violence, parenting, and living skills.
- Enhancing the role of Aboriginal communities, through the increased use of Sections 81 and 84 of the CCRA.
- Developing Inter-sectorial partnerships, through joint initiatives with other federal departments and provincial corrections.
- Increased Aboriginal employment, by developing employment strategies for Aboriginal peoples, including recruitment, development, promotion and retention.

Framework for the Enhanced Role of Aboriginal Communities

To meet the needs of the Aboriginal communities for effective correctional services, the CSC has begun to establish a framework for its enhanced role. The objective is to fully implement the expectations of the CCRA, Sections 81 and 84. These envision a greater spectrum of correctional services for Aboriginal offenders, administered under the responsibilities of the Aboriginal community, including care, custody and community services.

International Accreditation

During 1997/98, the Commissioner announced an important initiative to accredit the correctional programs. For more than a decade, CSC has been developing research-based programs designed to reduce the likelihood of offenders committing new offences following release. These programs are key in CSC's goal to "actively encourage and assist offenders to become law-abiding citizens". Institutions and Parole Offices across Canada now offer these programs to offenders. Research supports the conviction that these programs are achieving their intended goals with many offenders.

It is important to ensure that the programs are of the highest quality. The Auditor General, the Correctional Investigator, and CSC's Task Force on Offender Reintegration raised concerns with respect to programming. In order to fulfill our mandate of protection of the public and reintegration of offenders, CSC must ensure that the interventions it uses are effective. As well, CSC must be able to demonstrate to the public and its partners that the programs are "state of the art".

An important benefit of the Accreditation Process is that it reinforces CSC's growing global partnerships with other correctional jurisdictions and professionals. Such partnerships not only support CSC's Mission, they provide an important source of external validation for our correctional approaches. In the area of Program Accreditation, CSC has built upon a firm foundation established by Her Majesty's Prison Service, of the United Kingdom, and the further thinking of the Scottish Prison Service. The eventual goal is to develop a common set of criteria that will permit comparisons between jurisdictions and encourage a shared body of knowledge.

The Program Accreditation process will, through the use of independent, internationally recognized experts in correctional programming, allow CSC to demonstrate the high quality of those programs that are accredited.

The Site Accreditation process, using standards endorsed by the International Expert Panels, will ensure that programs are delivered in an acceptable manner. When an operational unit receives accreditation recognition, it should help standardize program delivery across sites and regions. If the process identifies deficiencies at an operational unit, managers will have clear direction as to what remedial steps are required. This process should bring reassurance to offenders and partners, such as the National Parole Board, that effective programs are being delivered at all locations within CSC.

The initial International Expert Panels will review specific program areas. Following the review, they will study newly developed CSC programs on a continuing basis. The Panels will also serve as a useful sounding board for CSC program research and program development planning purposes.

In early 1998, the Accreditation Panel conducted a review of the Cognitive Living Skills and Substance Abuse Programs. Later in the year, the Accreditation Panels will review the Sex Offender, Violence and Family Violence Programs, examine other potential program areas, such as Aboriginal and Women Offender Programs, and conduct site accreditation reviews.

Program Enrolment

Approximately 38% of the yearly enrolments relate to Education Programs. The national number of enrolments is expected to increase in 1997/98 by 16%. In 1996/97, increases in enrolments occurred in all program areas except Family Violence (-9.6%) and Personal Development Programs (-3.8%). Approximately 2% of yearly enrolments are for Sex Offender Programs (1,658 in 1996/97). In 1996/97, Living Skills enrolments increased by approximately 9% .

Enrolment	Actual Enrolments			Planned Enrolments
	1994/95	1995/96	1996/97	1997/98
Substance Abuse	13,972	13,099	14,673	14,782
Sex Offender	1,331	1,016	1,658	2,354
Aboriginal	4,792	5,475	5,848	6,799
Family Violence	1,629	1,705	1,542	1,926
Living Skills	5,983	4,942	5,410	7,173
Education	22,120	20,732	22,179	20,317
Personal Development	8,769	7,223	6,946	7,865
Total	58,596	54,192	58,256	61,216

Note: Actual number of enrolments will be reported in the Correctional Programs Annual Report.

Urinalysis Program

Many of the offenders are regular users of drugs and alcohol. To control the use of intoxicants and minimize risk, CSC uses random urinalysis tests in the institutions and scheduled urinalysis testing of offenders with abstinence conditions in the community.

Urinalysis Program Objectives are: 1) to contribute to institutional and public security and safety, by detecting the use of intoxicants and by deterring usage and trafficking of intoxicants by offenders; 2) to assist offenders in becoming law-abiding citizens, by supporting and monitoring them in their discontinuance of substance abuse behaviour. Any drug use by offenders results in sanctions, and may result in the termination of the offender's release.

An interim evaluation of the program was completed in 1994. A final review will be conducted during fiscal year 1998/99, to ensure the current urinalysis program is compliant to the CCRA, Regulations and CSC policies.

Life Line

The number of offenders serving long term sentences (10 years or more) has significantly increased in the last decade. A variety of initiatives were developed over the years to respond to the needs of this increasing population. The most recent initiative is "Implementing the Life Line Concept: Report on the Task Force on Long Term Offenders".

The overall objective of the Life Line concept is to contribute to public safety by motivating long term offenders to achieve successful, supervised and gradual reintegration into the community.

The Service has approved the Task Force Report Initiatives and they are being implemented.

Adult Basic Education:

Among new offenders in correctional institutions, 63 per cent tested at, or below, a grade eight level in mathematics and language. As a result, Adult Basic Education to the grade 10 level is the primary focus of CSC's education program. Vocational and trades training is also provided in many institutions. Inmates who meet the basic secondary school requirements may also apply for college and university programs, but these are taken through correspondence. Fees for post-secondary courses are normally paid for by the offenders themselves. Many of the offenders entering federal institutions lack the basic skills necessary to obtain and hold a job in the community; therefore, CSC also provides opportunities for vocational training and work experience.

A Two-Year Follow-Up of the Adult Basic Education (ABE) Program

The three areas measured by this study all supported a similar conclusion – ABE participation provides significant benefits for offenders and contributes to their safe reintegration into the community.

1. The majority of inmates surveyed reported positive experiences with the ABE program and nearly 80% rated it good or excellent. Comparatively, the ABE program was rated above average among CSC's core programs.
2. Literacy gains were also significant. The findings suggested that the ABE program is generally targeted at higher need offenders. Inmates who completed their program gained, on average, nearly 3 grade levels. In addition, there was a modest and statistically significant reduction (overall, about 5%) in release re-admissions associated with grade-level gains.
3. ABE participants showed measurable reintegration gains from participating in educational programs. Overall, the study sample was a higher than average risk group, being somewhat younger, and more likely first term with a violent conviction. For those who completed their program, improvements in rate of their re-admission ranges from 5-30%, which are modest but significant.

KEY RESULT #3: Offender case preparation for community release addresses public safety and the least restrictive option

Audits of the primary case management functions were completed at all institutions, parole offices and Intake Unit sites. The audit measured compliance with legislation and regulations, timeliness of work and quality of work preparation. Results revealed higher performance on technical and timeliness measures and weaker performance, generally, on quality measures. Action plans at the national, regional and local levels were developed and implemented. Regions will be self-auditing the implementation in 1998/99, and a national audit will be conducted in 1999/2000 to include changes being implemented under a streamlining exercise known as "Operation Bypass".

Key Review: National Review of Case Management

This baseline review of institutional case management focused on the expected performance standards, particularly, quality, technical aspects, compliance and timeliness. The general findings of the review cited: a need to remove ambiguities between policies, guidelines and standards; need for timely feedback on the performance expected from staff; and, the need to conduct regular audits or reviews to sustain a higher level of performance.

Key Review: National Community Case Management Review

The review focused on the supervision aspect of the case management function and was based on the internal policy and procedural requirements established in the Case Management Manual and the conditional release supervision standards. Overall, the review cited positive results and areas for improvement, in particular, compliance with the law, quality of case management reports and supervision, and meeting completion deadlines.

KEY RESULT #4: The offender's safe reintegration occurs at the most timely moment of his sentence

Correctional interventions must support the timely preparation of each offender for safe release to the community, as was pointed out by the Auditor General. Research has shown that gradual and structured release is the safest strategy to contribute to the protection of society. The 1998 consolidated report of the CCRA Working Group ("Towards a Just, Peaceful and Safe Society – The CCRA Five Years Later") found considerable evidence that this premise is accurate. In particular, the process of selection for parole (discretionary release) based on case specific risk assessment and decision-making is effective in identifying offenders who will successfully reintegrate in the community before and after warrant expiry. Recent research studies show that more than 90% of offenders complete their parole supervision without re-offending. No evidence of a more successful strategy was found.

There are about 13,000 male offenders who are incarcerated and, of those, more than half are past their full parole eligibility date. An analysis of the individual assessments of this group of offenders shows that:

- about 1,000 have a high potential for reintegration; and
- about 1,500 will demonstrate a high potential reintegration after they complete their correctional plan.

For those incarcerated past full parole eligibility, the proportion has decreased slightly from 64% to 61%. The proportion of the population incarcerated past day parole eligibility has decreased from 89% to 77%.

Fiscal Year:	Day Parole Release	Full Parole Release	Statutory Release
1995/96	2,107	927	4,467
1996/97	1,761	839	4,789
1997/98	2,663	571	4,877

The total number of releases into the community increased in the last year, with the largest increase in the number of day parole releases. This was largely due to the change in the legislation relating to accelerated parole review cases. The number of statutory releases increased slightly and the number of full parole releases dropped by almost one third. However, since many of the releases on day parole are changed in the community to full parole, the full parole population remained stable throughout the year. Overall, the percentage of the offender population in the community increased, with a simultaneous reduction in re-offending.

The 1997 Task Force Report on Reintegration

Eleven of the 46 recommendations have been fully implemented. This includes all interim or short term recommendations to improve case preparation in institutions and relations between CSC and NPB. Community corrections was addressed by retaining and strengthening the Community Corrections Council, and by revising a community assessment tool to reflect the level of intervention required to deal with offenders on conditional release. In keeping with the overall theme of the report, the attention of managers at all levels of CSC has been focussed on reintegration efforts through constant monitoring of performance, and the adoption of a corporate objective, to achieve a better balance between the proportion of offenders incarcerated and in the community, by the end of 1999. The major work that remains is the completion of the case management re-engineering exercise known as "Operation Bypass". Considerable development and consultation on changes to the case management process were completed in the spring of 1998. CSC approved 25 recommendations in June 1998. Work is well underway to implement them in the following months. A community corrections strategy was developed and has been sent for consultation to the Regions.

KEY RESULT #5: Offenders released into the community are supported and supervised in accordance with their potential for safe reintegration

CSC continues to search for methods to maintain offenders safely in the community.

The number of offenders reaching warrant expiry during the last two years was essentially the same. The number of offenders reaching warrant expiry while on full parole was 1,140. Those reaching warrant expiry while on statutory release was 2, 819, for a total of 3,959.

Currently, there are about 700 suspended offenders on any given day. However, the majority of them have not re-offended.

Revocations

The number of revocations of conditional release remained virtually unchanged between 1996/97 and 1997/98. There were fewer revocations with a new offence in the last year. The number of revocations without offences increased slightly.

Revocations with New Offence	% of Revocations with New Offence	Revocations without New Offence	% of Revocations without New Offence
967	29	2,361	70

As evidenced, the vast majority of offenders revoked in the community are returned to the penitentiary because they violated the conditions of their release, not because they committed a new offence. As a proportion of all crimes reported (1996), federal offenders admitted for revocation with offence were responsible for: 15 of every 10,000 violent offences; 6/10,000 sexual offences; 8/10,000 drug offences; and, 8/10,000 property and other offences. These crimes represent a very small proportion of all crimes known to the police.

Evaluation of the Organizational Structure of Community Corrections – Atlantic Region.

The evaluation was conducted to find ways of improving the effectiveness of the region's community correction services. Because of the region's complex organizational structure, covering four provinces, the review recommended that the region re-examines its current organization. This examination should cover the following: ensure that responsibilities for management of unit operations, quality control and accountability are clearly assigned and defined; review variation in practices; examine the dual role of parole officers in case management and program delivery; review variation between offices in the caseload assigned to each parole officer; and, examine some of the duplication of work.

CORPORATE SERVICES*

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

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

PERFORMANCE ACCOMPLISHMENTS:

KEY RESULT #1: Relationships and partnerships are expanded and strengthened to contribute to public safety

During the year, CSC continued to expand its international network. Major accomplishments include: the International Symposium “Beyond Prisons”, and the signing of two Memoranda of Understanding with the United Kingdom, and Lithuania. Similar agreements with other jurisdictions are under consideration.

Memorandum of Understanding (MOU) with Her Majesty’s Prison Service and the Republic of Lithuania

The MOUs aim at increased cooperation between Canada, the United Kingdom and Lithuania in the area of corrections. The three Services will develop and carry out a joint program of cooperation and work in the pursuit of improved corrections. These may include: joint projects, initiatives and research; exchanges of staff and knowledge; bilateral seminars. There will be annual plans, clearly specifying the nature and objectives of these initiatives. These MOUs complements the agreements already in place with the United States and the Netherlands.

**The Business Line, Objective, Description and the Key Results are taken from the approved PRAS.*

Major International Initiatives:

“Beyond Prisons” Symposium – Representatives from almost 40 countries attended to share knowledge, experience and professional insights about reducing the use of incarceration while building safer communities and developing new approaches for moving beyond prisons to resolve problems of public safety. The Service is taking a leadership role in the newly agreed-upon resolution to create the International Association for Correctional Progress.

International Round Table (IRT) –The IRT for correctional excellence is made up of 10 countries including Canada. They share a commitment to correctional professionalism and have a collective will to make a positive difference in the field of corrections at the international level. A series of working groups have been established to discuss a broad range of criminal justice issues to deal with topics such as professionalism, young offenders, and communications.

Aboriginal Approaches to Corrections – Over 75 countries have significant Aboriginal populations. Often, these populations are over-represented in prison systems. The Service wants to exchange ideas and move forward on a number of MOUs with several other countries.

Heads of Corrections

The federal and provincial Heads of Corrections met twice during fiscal year 1997/98. During these meetings, a number of working groups were established to review issues of common interest. In addition, the Heads of Corrections prepared, in collaboration with Deputy Ministers Responsible for Justice, the Corrections Population Growth First Progress Report for Ministers Responsible for Justice. The forum also reviewed and revised the Role Statement of Heads of Corrections.

During the next fiscal year, the forum will continue to explore and develop solutions to mutual challenges, particularly with regards to population growth and the safe reintegration of offenders, young offenders, women and Aboriginal offenders. As always, the forum will continue to contribute to the sharing of knowledge, ideas and experience, as well as the establishment of coordinated approaches to critical correctional issues.

Commissioner’s Forum

In order to have a continuing debate about the most appropriate public policy on crime, the Commissioner has created a forum of prominent Canadians, to discuss issues relevant to corrections. The objectives are to provide an opportunity to discuss a wide range of issues related to the management of federal corrections, and to acquire a broader understanding of corrections issues. Forum members will be recruited from a wide range of organizations and perspectives.

Office of the Correctional Investigator (OCI):

During the past year, the CSC and the OCI have been working together on the development of a Memorandum of Understanding. The MOU describes the framework, protocol and nature of the working relationship between the OCI and the Service. It provides a structure for the interaction that occurs between the two organizations during the course of investigating issues of concern to offenders. It reflects a shared understanding of, and commitment to, establishing a working relationship which may facilitate the timely resolution of offender concerns.

During the past 18 months progress has been made to respond to issues and recommendations that have been raised by the Correctional Investigator (CI), in a meaningful and timely fashion. The 1995/96 Annual Report of the CI raised a total of 41 issues under 16 main headings. For the fiscal year 1996/97, the CI raised 30 issues under 12 headings.

The Service has addressed the core of all of the issues raised in the 1996/97 Annual Report, through actions including policy development and amendments, program reviews, and the implementation of various monitoring systems. Of the 12 main issues raised, the following have been addressed: Programming and Employment Opportunities in the Special Handling Units; Inmate Grievance Procedure; Temporary Absences; Mental Incompetence; and, Disciplinary Court. The areas remaining are: Inmate Pay and Offender Pay Policy for unemployed inmates; Case Preparation and Access to Programming; Double-Bunking; Transfers; Issues Arising out of the Saskatchewan Penitentiary Hostage-taking; Use of Force; Investigations; and, Inmate Injuries. In these remaining areas, agreed upon action is underway to address the concerns.

KEY RESULT #2: Policy, performance, accountability, staff training and reporting frameworks exist to support correctional learning and corporate development, including public awareness and consultation and community involvement

Task Force on Policy Review

CSC determined that a comprehensive review and revision of policy was required to ensure clear, concise and consistent direction to personnel founded on respect for the rule of law. As a result, it launched the Task Force on Policy Review which presented its report in November 1996. The Task Force recommended a significant reduction of policy instruments overall. Implementation of the Task Force recommendations is on-going.

To date, each region has reviewed its Regional Instructions against national policy. Without exception, all regions have consistently applied the principles enunciated by the Task Force. A set of Regional Instructions was presented to the Executive Committee for approval in May 1998. The combined effect of the review of Regional Instructions and Standing Orders has been to focus attention on national documents, which are consistent with the law.

CSC has established a dynamic and forward-looking strategic planning process. This involves an active and continuous scanning effort, the analysis of CSC performance, and determining the plans, priorities and organizational focus. Once the strategic direction has been established, a detailed, integrated accommodation plan, including capital and

operating requirements, is prepared and approved. Increasingly, CSC, as part of the Solicitor General's Department, is working in "portfolio management" with a specific focus on shared environmental scanning, communications and strategic planning. Horizontal relationships with other key government departments are being expanded and an increasing number of collaborative efforts are underway.

Report on Plans and Priorities (RPP)

CSC was not one of the departments that participated in the pilot project introduced by the Government in 1997/98. The Service prepared its first Report on Plans and Priorities for 1998/99. The RPP was approved by the Minister and Treasury Board. The Initial indications reveal that this format provides a better integration of departmental priorities with planned activities. It provides CSC with an opportunity to introduce the recently established Business Lines of Care, Custody, Reintegration and Corporate Services as part of the Government-wide PRAS.

National Capital, Accommodation and Operation Plan (NCAOP)

Updated annually, the NCAOP addresses CSC's requirements in the areas of offender accommodation, support space, infrastructure, human resource needs, operating and maintenance requirements, community corrections, programming, capital and information technology for the next eight years.

The Service reviewed its current inmate accommodation policy with a view of reducing its reliance on double occupancy as a permanent measure, while supporting principles of effective and efficient resource management and government-wide fiscal objectives. In 1994, the Auditor General indicated that the Service should initiate a review of its accommodation practices. An accommodation strategy and policy on population management was developed. As agreed with Treasury Board, CSC proposed a minimum cell size standard for double bunking in a previous NCAOP. After this standard was developed, a plan was approved to eliminate, over a ten-year period, double bunking in cells less than this standard. CSC is now in the third year of that plan. However, CSC entered into discussions to accelerate the implementation of this plan and to develop a revised policy, planning assumptions and resourcing standards. A national review of double occupancy has taken place and the results of this review will be reflected in the upcoming 1999-2000 NCAOP. This will provide information on the proposed application of the revised policy and will identify alternative strategies to reduce CSC's reliance on double occupancy as a permanent accommodation measure and the intention to move towards single occupancy. In addition, the 1998/99 NACOP is to present an integrated approach on accommodation for both male and women offenders.

The Corporate Objectives have been established focusing on the themes of safe, secure environment, effective reintegration, and supportive infrastructures and activities. As well, CSC has declared that it will strive to be the “best we can be” by the millennium. The corporate objectives continue to support the organizational thrust established as a result of the reintegration task force.

Accountability Contracts and Workplans are established on an annual basis. The accountability contract, established between the Commissioner and each senior executive, describes what the manager will do to contribute to the pursuit of the Service’s Mission and the achievement of its corporate objectives. Workplans are the action plans of the accountability contracts to monitor progress. Consolidated accountability contracts /workplans are monitored on a continuous basis. The key results and outcomes are reported in the Departmental Performance Report.

Ministry Communications Strategy

As a member of an interdepartmental task force headed by the Department of the Solicitor General, CSC provides communications expertise on the development, implementation and evaluation of a Ministry Communications Strategy. It also ensures the full participation of the Service in meeting the objectives set out in the strategy by planning and implementing special events and multimedia projects, and by working in partnership with the other agencies to co-ordinate communications activities.

Internal Review, Evaluations and Audit Plans

CSC’s performance is evaluated on an on-going basis by internal review and audit plans. The findings and recommendations that stem from the reviews and audits result in changes to the workplans or changes to CSC policy.

Key Review: Audit Report on the Management of Workforce Adjustment (WFA)

The audit addressed the administrative and monitoring frameworks required for the Workforce Adjustment program. In general, the audit cited a need to improve financial accountability, policy compliance, program reporting and monitoring.

Reviews of Financial Operations and Management Services (Drummond and Donnacona Institutions)

The goal of the financial review was to evaluate the two institutions with regard to reliability of financial sector activities, particularly adequacy of controls in place, and compliance with requirements of the *Financial Administration Act* (FAA), and other relevant policy.

Concerning the review of the management services, there were three main sections: Administration and Materiel Management; Food Services; and, Technical Services. The purpose of the review was to determine whether the basic controls in place were working in accordance with their intended purposes, and whether they complied with policy. The reviews identified no major weaknesses and the results were, generally, satisfactory.

KEY RESULT #3: Partnership and active participation in the delivery of public services

CSC has been working closely on several fronts. These include: crime prevention; Aboriginal justice; and, new, innovative federal/provincial/territorial initiatives in support of modern government and new partnerships. The following is a summary of CSC's response to a number of issues that cross departmental and horizontal boundaries.

Government-Wide Horizontal Management Themes

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

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

Program Review Implementation - CSC has identified two areas from which the \$15M reduction will be taken and is developing strategies to manage the reduced budgetary level. (Minor construction (\$10M) and general O&M (\$5M))

Information Technology - CSC has established a working group to assess the impact of Year 2000 on information technology. This group includes representation from the National Parole Board, since we share a common offender database. Current activities include: the identification and prioritization of critical systems that will be affected; collection of information on hardware and software vendors; verification of compliance on shared systems with central agencies and other departments; and, identification of the scope of the problem and the related financial implications.

Human Resource Planning - Like most government departments, CSC has an increasing proportion of employees nearing retirement. Of particular concern is the number of senior managers nearing retirement and the low inventory of employees prepared to assume their positions. Further, women and members of visible minorities are currently under-represented in both the executive ranks and amongst all employees, except the Case Management group. Within the context of *La Relève*, CSC will expand its inventory of qualified candidates through a national competitive process. It will also provide additional training, development and assistance to employees who demonstrate potential and aspire to managerial and leadership positions.

The proportion of CSC employees that is 45 years or older has increased from 30% to 38% between March 1987 and February 1997.

Financial Information Strategy – CSC is currently using the Common Departmental Financial System (CDFS), but has decided to use the Oracle integrated financial and materiel management system. CSC will implement the Oracle system in fiscal year 1999/2000 in the pre-Financial Information Strategy (FIS) mode. Phase 1 of the Public Works and Government Services (PWGSC) implementation plan includes only the twelve CDFS client departments, Revenue Canada (SAP), and the House of Commons (PeopleSoft). Departments using other systems will have to be FIS-compliant by fiscal year 2001/2002. CSC plans to be FIS-compliant for fiscal year 2000/2001. The Service plans to implement the capitalization and depreciation of assets policies first, and then the other accrual accounting policies.

Environmental Initiatives - The Minister of each federal government department is required to table a Sustainable Development Strategy (SDS) to the House of Commons by December 31, 1997, and every three years thereafter. CSC received a very positive assessment from the Commissioner of the Environment and Sustainable Development. Our SDS scored 20/21, with special mention of our approach to the setting of objectives and measurable targets. CSC is in the process of revising its framework for planning and managing the Service's environmental agenda, known as the Environmental Management System. CSC is committed to ensuring that major environmental risks and liabilities are properly identified, minimized and managed.

Official Languages

During the past year, the performance of the Official Languages Program within CSC has remained good. The Quebec region received an honourable mention certificate for providing quality service in each language. The number of official languages complaints, lodged with the Commissioner of Official Languages, by the general public and offenders, has remained stable. Work on the revised Commissioner's Directive and Standard Operating Practices on Official Languages is nearing completion. The Service has, in line with a recent Treasury Board decision to revitalize the Program, appointed a new Official Languages Champion who will be supported by an overseeing Committee of senior managers. The commitment shown by senior management, in light of this new direction, responds to the Government's initiative.

The challenge ahead remains in ensuring that the Official Languages Program continues to be a priority for each and every manager. Improvements in our capacity to create a working environment that is conducive to the use and respect of both official languages must be pursued. As for the management of the program, an improved data capture mechanism will continue to be a priority, to provide an up-to-date indicator of our performance.

Employment Equity

The aim is to recruit, promote and retain qualified employees on the basis of merit, by removing barriers in employment practices and by implementing policies and programs. CSC's representation figures reflect the success to date. Currently, 5.3% of our operational staff are Aboriginal. This total is 1.3% above the 1991 Census Labour Market Availability figure. CSC has also achieved full representation of women, Aboriginals and persons with disabilities in the EX cadre. While all four groups are represented at this level, some improvement is still needed in the representation of visible minorities. The major initiatives for this coming year will re-focus the employment equity program, to comply with the provisions of the *Employment Equity Act* and the findings of the ongoing Canadian Human Rights Commission Employment Equity Audit.

Section IV: Financial Performance

Financial Performance Overview

In 1997/1998, the budget of the Correctional Services was \$1,153,018,000 as approved by Parliament in the Main Estimates. This budget was comprised of the following main elements (which excludes CORCAN):

	\$M	%
Salaries	531	46
Employee Benefit Plan (EBP)	90	8
Operating	347	30
Capital	<u>185</u>	<u>16</u>
	1,153	100%

With regards to the distribution of the budget by planning elements, the resources were broken down as follows:

	\$K	%
Correctional Operations	535	46
Correctional Programs	119	10
Technical and Inmate Services	387	34
Management and Administration	<u>112</u>	<u>10</u>
	1,153	100%

During the fiscal year, the operating and capital budgets were adjusted to reflect senior management decisions with regards to reintegration and the application of the operating budget regimes for the carry forward. Consequently, in its Supplementary Estimates, CSC requested that its base be adjusted for the following:

- Application of the carry forward provision as prescribed in the Operating Budget Regime guidelines for the amount of \$15,673,000;
- New costing of the operations of the five Women Offenders institutions including the transitional costs associated to the Prison for Women in Kingston for the amount of \$14,583,000; and
- Vote transfer totalling \$20,000,000 from the Capital to the Operating to sustain CSC's efforts in improving its reintegration processes and methods by an increase of the ratio "inmate/parole officers", the creation of dedicated reintegration function in each site and other initiatives.

At the end of the fiscal year, the Services final expenditures showed an under utilization of \$15 million in salary & operating (excluding EBP) and \$2 million in capital. It represents respectively 1.6% of the total operating budget and 1.2% of the capital budget. When the surplus is redistributed to the number of budget managers (more than a thousand), the surplus becomes relatively minor given the very decentralized organization.

The surplus is mostly attributable to the level of population that did not rise to the level which had been used to derive the budget. Considering that CSC is resourced-based on formulas (some being subject to the variation of the population), a decrease in the population has generated a surplus of funds on expenditures such as clothing, ration, some specific services (education, training, etc.) and supplies. In addition, resources identified for federal offenders under the Exchange of Services Agreement were not required due to the lower population covered under those accords.

Financial Table 1

Summary of Voted Appropriations

Authorities for 1997/98 - Part II of the Estimates

Financial Requirements by Authority (\$ millions)

Vote	(thousands of dollars)	1997/98	1997/98	1997/98
		Planned Spending	Total Authorities ¹	Actual
15	Program	876.8	927.2	912.7
20	Capital	185.4	165.4	163.2
	Pensions and other employee benefits	0.2	0	0
	Contributions to employee benefit plans	90.2	90.2	90.2
	CORCAN Revolving Fund	0.4	18.6	6.5
	Spending of proceeds from disposal of Crown Assets		0.5	0.4
	Forgiveness of loans		0	0
	Court awards		0.2	0.2
	Refunds of previous year's revenues		0	0
Total Department		1,153.0	1,202.1	1,173.2

1. Main Estimates plus Supplementary Estimates and other authorities

Financial Table 2

Comparison of Total Planned Spending to Actual Expenditures, 1997-98 by Business Line

(\$ millions)

Business Line	FTE's	Operating	Capital	Voted Grants and Contributions	Subtotal: Gross Voted Expenditures	Statutory Grants and Contributions	Total Gross Expenditures	Less: Revenue Credited to the Vote	Total Net Expenditures
Correctional Operations	7,890	534		1	535		535		535
	<i>7,890</i>	<i>551</i>		-	<i>551</i>		<i>551</i>		<i>551</i>
	7,956	548		-	548		548		548
Correctional Programs	741	119		-	119		119		119
	<i>741</i>	<i>125</i>		<i>1</i>	<i>126</i>		<i>126</i>		<i>126</i>
	864	124		1	125		125		125
Technical and Inmate Services	1,389	201	185	-	386		386		386
	<i>1,389</i>	<i>212</i>	<i>165</i>	-	<i>377</i>		<i>377</i>		<i>377</i>
	1,590	210	163	-	373		373		373
Management and Administration	1,571	112		-	112		112		112
	<i>1,571</i>	<i>129</i>		<i>1</i>	<i>130</i>		<i>130</i>		<i>130</i>
	1,578	119		1	120		120		120
CORCAN	321	60	1	-	61		61	60	1
	<i>321</i>	<i>76</i>	<i>3</i>	-	<i>79</i>		<i>79</i>	<i>61</i>	<i>18</i>
	342	77	3	-	80		80	73	7
Totals	11,912	1,026	186	1	1,213		1,213	60	1,153
	<i>11,912</i>	<i>1,093</i>	<i>168</i>	<i>2</i>	<i>1,263</i>		<i>1,263</i>	<i>61</i>	<i>1,202</i>
	12,330	1,078	166	2	1,246		1,246	73	1,173

Revenue credited to the Consolidated Revenue Fund	(14)
	<i>(14)</i>
	(14)
Cost of services provided by other departments	48
	<i>48</i>
	48
Net Cost of the Program	<hr/> 1,187
	<i>1,236</i>
	1,207

Note:

1. Numbers in italics denote Total Authorities for 1997-98 (Main plus Supplementary Estimates and other authorities).
2. **Bolded numbers** denote actual expenditures/revenues in 1997-98.
3. Operating includes Contributions to Employee Benefit Plans and Ministers' allowances.
4. The cost of services provided by other departments represents an estimated cost of accommodation from Public Works and Government Services Canada (PWGSC), cheque issue services from PWGSC, employer's share of employee benefits from Treasury Board Secretariat (TBS) and other services from Human Resource & Development (HRD) and Justice. The actual cost of those services is not available. Therefore, an amount corresponding to the estimated cost has been used as actual.

Financial Table 3

Historical Comparison of Total Planned to Actual Spending by Business Line

(\$ millions) Business Lines	Actual 1995/96	Actual 1996/97	Planned Spending 1997/98	Total Authorities 1997/98	Actual 1997/98
Correctional Operations	528	525	535	551	548
Correctional Programs	108	119	119	126	125
Technical and Inmate Services	309	305	386	377	373
Management and Administration	155	158	112	130	120
CORCAN	(1)	0	1	18	7
Total	1,099	1,107	1,153	1,202	1,173

Financial Table 4 Crosswalk between Old Structure and New Structure – See Section II Page 21

For this fiscal year, the financial information will be reported by the old OPF Business Lines to remain consistent with Public Accounts. During fiscal year 98/99 the Service will revise its financial structure to accurately reflect the new Planning, Reporting and Accountability Structure (PRAS) Business Lines.

Financial Table 5

Resource Requirements by Organization and Business Line

Comparison of Total Planned Spending to Actual Expenditures, 1997/98, by Organization and Business Line

Organization	Business Lines					TOTAL
	Correctional Operations	Correctional Programs	Technical and Inmate Services	Management and Admin.	Corcan	
Correctional Service	535	119	386	112	1	1,153
Canada (CSC)	<i>551</i>	<i>126</i>	<i>377</i>	<i>130</i>	<i>18</i>	<i>1,202</i>
	548	125	373	120	7	1,173
TOTAL CSC	535	119	386	112	1	1,153
	<i>551</i>	<i>126</i>	<i>377</i>	<i>130</i>	<i>18</i>	<i>1,202</i>
	548	125	373	120	7	1,173
% of TOTAL	46.7%	10.7%	31.8%	10.2%	0.6%	100.0 %

Note: Numbers in italics denote Total Authorities for 1997/98 (Main Estimates plus Supplementary Estimates and other authorities).

Bolded numbers denote actual expenditures/revenues in 1997/98.

Explanations of changes between the Main Estimates and the actual expenditures for 1997/98:

For fiscal year 1997/98, the Service has spent the amount of \$1,173,210 K or \$20,192 K in excess of the amount approved in the Part II of the Estimates; i.e. \$1,153,018 K. In order to analyse the financial results of the Service, additional resources provided via Supplementary Estimates should be taken into consideration. The following reconciliation is provided:

	\$000
Main Estimates	1,153,018
Plus:	
Carry-Forward	15,673
Female Offenders	14,583
Other Statutory Items	515
Total available for Use	1,183,789
Less: Actual	1,173,210
Variance	10,579

As indicated above, the Service under-utilised the resources provided via the Main Estimates plus Supplementary Estimates by \$10,579 K or 0.89% of the total resources available. However, the lapse for CSC should be \$17,084 K, due to CORCAN's deficit of \$6,505 K, which was charged to the Revolving Fund's drawdown. The major reasons for the lapse of \$17.1 M are:

- the population of offenders did not increase as projected and, consequently, expenditures were lower in the areas of ESA's and other direct expenses related to the management of inmates. This accounts for \$14.9 M of the total lapse.
- delays in Capital Construction projects were experienced due to various reasons (e.g. weather). This accounts for the remaining \$2.2 M.

Please note that an internal transfer of \$20 M from Capital to Operating was approved in order to finance reintegration efforts and, on an interim basis, the re-costing of Women Corrections initiatives and operations.

Financial Table 6

Revenues Credited to the Vote by Business Line

(\$ millions)

Business Lines	Actual 1995-96	Actual 1996-97	Planned Spending 1997/98	Total Authorities ¹ 1997/98	Actual 1997/98
Correctional Operations	-	-	-	-	-
Correctional Programs	-	-	-	-	-
Technical and Inmate Services	-	-	-	-	-
Management and Administration	-	-	-	-	-
CORCAN	56	67	61	61	73
Total Revenues Credited to the Vote	56	67	61	61	73

1. Main Estimates plus Supplementary Estimates and other authorities

Financial Table 7

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

(\$ millions)

Business Lines	Actual 1995-96	Actual 1996-97	Planned Spending 1997/98	Total Authorities ¹ 1997/98	Actual 1997/98
Correctional Operations	1	2	1	1	1
Correctional Programs	-	-	-	-	-
Technical and Inmate Services	10	10	11	11	10
Management and Administration	7	3	2	2	3
CORCAN	-	-	-	-	-
Total Revenues Credited to the CRF	18	15	14	14	14

1. Main Estimates plus Supplementary Estimates and other authorities

Financial Table 8

Statutory Payments – N/A

Financial Table 9

Transfer Payments by Business Line

(\$ millions)

Business Lines	Actual 1995-96	Actual 1996-97	Planned Spending 1997/98	Total Authorities ¹ 1997/98	Actual 1997/98
GRANTS					
Correctional Operations	-	-	-	-	-
Correctional Programs	-	-	-	-	-
Technical and Inmate Services	-	-	-	-	-
Management and Administration	-	-	-	-	-
CORCAN	-	-	-	-	-
Total Grants	-	-	-	-	-
CONTRIBUTIONS					
Correctional Operations	1	1	1	-	-
Correctional Programs	-	1	-	1	1
Technical and Inmate Services	-	1	-	-	-
Management and Administration	-	-	-	1	1
CORCAN	-	-	-	-	-
Total Contributions	1	3	1	2	2
Total Transfer Payments	1	3	1	2	2

1. Main Estimates plus Supplementary Estimates and other authorities

Financial Table 10
Capital Spending by Business Line
(\$ millions)

Business Lines	Actual 1995-96	Actual 1996-97	Planned Spending 1997/98	Total Authorities¹ 1997/98	Actual 1997/98
Correctional Operations	1	-	-	-	-
Correctional Programs	1	-	-	-	-
Technical and Inmate Services	153	144	185	165	163
Management and Administration	21	16	-	-	-
CORCAN	1	2	1	3	3
Total Capital Spending	177	162	186	168	166

1. Main Estimates plus Supplementary Estimates and other authorities

Financial Table 11

Capital Projects by Business Line

(\$ millions)

Business Lines	Currently Estimated Total Cost	Previous Years Expenditures	Planned Spending 1997/98	Total Authorities ¹ 1997/98	Actual 1997/98	Future Years Expenditures
Correctional Operations		-	-	-	-	
Correctional Programs		-	-	-	-	
Technical and Inmate Services						
A: New Accommodation Projects						
Drummond Institution (400 Beds)	25	1	5	1	1	23
Medium Institution (400 beds) Ontario	69	27	27	33	33	9
Expansion (440 beds)- RHC Pacific, B.C.	71	1	13	1	1	69
Other Accommodation Projects			37	31	30	
B: Major Asset Preservation Projects:						
Kingston Penitentiary Restoration, Ontario	43	38	2	4	4	1
Redevelop Mountain Institution, B.C.	45	3	11	10	10	32
Miscellaneous Other Major Projects			33	26	25	
C: Regionally Managed Projects			30	33	33	
D: Equipment Portfolios			27	24	24	
Management and Administration			-	-	-	
CORCAN			1	3	3	
Total Capital Spending			186	168	166	

1. Main Estimates plus Supplementary Estimates and other authorities

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

Financial Table 12

Status of Major Crown Projects – N/A

Financial Table 13

Loans, Investments and Advances – N/A

Financial Table 14

Revolving Fund Financial Summaries

CORCAN (\$ millions)

	Actual 1995-96	Actual 1996-97	Planned Spending 1997/98	Forecast 1997/98	Actual 1997/98
Expenditures	58	67	61	69	79
Revenues	56	67	61	70	76
Profit or (Loss)	(2)	0	0	1	(3)
Changes in working capital	10	2	4	6	3
Capital requirements	(1)	2	1	3	2
Less depreciation and other changes	3	3	3	3	1
Cash Requirements	4	(3)	0	1	(3)
Authority Balance	15	12	12	13	9

Financial Table 15

Contingent Liabilities

Contingent Liabilities (\$ millions)

List of Contingent Liabilities	1995-96	1996-97	Current Amount of Contingent Liability 1997/98
Claims related to physical or mental injury	2	2	1
Other Claims	1	-	-
Total Claims	3	2	1

Section V: Consolidating Reporting

Sustainable Development Strategy (SDS)

Given the wide spectrum of environmental aspects that are part of CSC's operation, the preparation of a SDS was a major undertaking. Preliminary analytical work began during the previous fiscal year. A working group was constituted in March 1997, to prepare a SDS that would fulfill the expectations of the Government, as laid out in the 1995 policy document: "Greening Government Operations".

There are three broad objectives:

1. to capitalize on our past successes of Green Plan;
2. to move to an Environment Management System, fully integrated into management and accountability structure;
3. to design and incorporate effective performance measurements into the strategy.

CSC received a very positive assessment from the Office of the Commissioner of the Environment and Sustainable Development in his second Annual Report. Our SDS was scored 20/21 (approximately 95%), with a special mention on the adequacy of our approach to the setting of objectives and measurable targets.

Since the promulgation of the SDS in December 1997, the following implementation actions have been undertaken.

- Sustainable development was incorporated into one of CSC's 1998-99 Corporate Objectives, a full year ahead of the SDS commitment;
- Interim funding has been approved for 1998-99;
- Personnel resourcing requirements have been approved, classified and are currently being staffed;
- Communication plans and activities are in place, and documentation for operational planning and implementation has been prepared;
- An approach has been designed to support the development of production-based targets for offender employment;
- CORCAN workplans have been designed to address, as a priority, the requirements to introduce measurements for energy and solid waste management;
- A number of studies are also underway to address other SDS targets such as nitrogen oxide emissions, Environmental Management System (EMS) documentation requirements, contaminated sites assessments, and petroleum storage tanks upgrading.

Year 2000 Readiness

The aim of this initiative is to ensure that key systems continue to deliver essential services beyond the year 2000. CSC's Year 2000 problems are, for the most part, located within the technical infrastructure (computers, networks) and embedded systems (for example the electronic security systems guarding our prisons). However, there is a general threat with the year 2000 that extends beyond informatics (e.g. energy supplies). CSC is interdependent on these external systems.

Because of the nature of the business of corrections, where sentences extend well into the new millennium, custom applications have always been designed to handle dates into the next century. There are a number of commercial packages which will also need to be checked and upgraded as necessary. Plans to certify each of the hardware and software components will be completed by the end of 1998. Implementation of required changes will be completed by mid-1999. As directed by Treasury Board, CSC is currently conducting an assessment of the major risks to the organization if key business functions are not ready by January 2000. If warranted by this review, contingency plans will be developed to ensure that we will be able to carry out our responsibilities.

The cost of the project is currently projected to be \$12 million. At this time, \$6 million is committed and it is expected that the remainder will be spent by the end of this fiscal year.

Regulatory Initiatives

Key Review: *The Corrections and Conditional Release Act*

The CCRA Review is a mandated review by legislation. It requires that five years after the coming into force, a comprehensive review of the provision and operation of this Act must be undertaken. It involved the Correctional Service, the Ministry Secretariat, the National Parole Board, and the Correctional Investigator. The Act is the foundation of the Correctional Service. There have been significant amendments introduced since its implementation in 1992. In general, the review found that the provisions of the Act have been implemented and are operating as envisioned. The findings clearly show that the system works, but that there may be opportunity for improvement through changes to practices, policy, regulations, and on-going training. There is also room for management, process and technical improvements.

To foster openness and frank discussion, the Minister publicly released a Consultation Paper and the Consolidated Report, in March 1998, along with 24 background research/evaluation reports.

Section VI Other Information

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Legislation Administered by Correctional Service Canada

The Minister has sole responsibility to Parliament for the following Act:

- *Corrections and Conditional Release Act and supporting regulations*

The Minister shares responsibility to Parliament for the following Acts:

- *Access to Information Act*
- *Bankruptcy and Insolvency Act*
- *Bills of Exchange Act*
- *Canadian Charter of Rights and Freedoms*
- *Canadian Environmental Assessment Act*
- *Canadian Environment Protection Act*
- *Canadian Human Rights Act*
- *Conflict of Interest and Post-Employment Code for the Public Services*
- *Competition Act*
- *Criminal Code of Canada*
- *Criminal Records Act*
- *Department of Justice Act*
- *Department of Supply and Services Act*
- *Fair Wages and Hours of Labour Act*
- *Federal Real Property Act*

- *Financial Administration Act*
- *Food and Drugs Act*
- *Narcotic Control Act*
- *General Agreement on Tariffs and Trade (GATT)*
- *Government Employees Compensation Act*
- *Inquiries Act*
- *Interpretation Act*
- *Mutual Legal Assistance in Criminal Matters Act*
- *North American Free Trade Agreement (NAFTA)*
- *Official Languages Act*
- *Protection of Privacy Act*
- *Public Service Employment Act*
- *Public Service Staff Relations Act*
- *Public Works Act*
- *Surplus Crown Assets Act*
- *Transfer of Offenders Act*
- *Young Offenders Act*

Annex

Security Classification of the Service's Institutions

<p><u>Atlantic Region:</u></p> <p>Atlantic Institution (Maximum)</p> <p>Dorchester Penitentiary (Medium)</p> <p>Nova Institution for Women (Multi-Level)</p> <p>Springhill Institution (Medium)</p> <p>Westmorland Institution (Minimum)</p> <p>Parrtown CCC (Minimum)</p> <p>Newfoundland CCC (Minimum)</p> <p>Carlton CCC (Minimum)</p> <p>Carlton Centre Annex (Minimum)</p> <p><u>Pacific Region:</u></p> <p>Elbow Lake Institution (Minimum)</p> <p>Matsqui Institution (Medium)</p> <p>Regional Health Centre (Multi-Level)</p> <p>Ferndale Institution (Minimum)</p> <p>Mission Institution (Medium)</p> <p>William Head Institution (Medium)</p> <p>Kent Institution (Maximum)</p> <p>Mountain Institution (Medium)</p> <p>Sumas CCC (Minimum)</p>	<p><u>Quebec Region:</u></p> <p>Archambault Institution (Medium)</p> <p>Drummond Institution (Medium)</p> <p>La Macaza Institution (Medium)</p> <p>Cowansville Institution (Medium)</p> <p>Federal Training Centre (Minimum)</p> <p>Leclerc Institution (Medium)</p> <p>Donnacona Institution (Maximum)</p> <p>Joliette Institution for Women (Multi-Level)</p> <p>Montée Saint-François Institution (Minimum)</p> <p>Port-Cartier Institution (Maximum)</p> <p>Regional Reception Centre (Maximum)</p> <p>Sainte-Anne-des-Plaines Institution (Minimum)</p> <p>Laferrière CCC (Minimum)</p> <p>Marcel Caron CCC (Minimum)</p> <p>Hochelaga CCC (Minimum)</p> <p>Martineau CCC (Minimum)</p> <p>Sherbrooke CCC (Minimum)</p> <p>Ogilvy CCC (Minimum)</p>
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<p><u>Ontario Region:</u></p> <p>Bath Institution (Medium)</p> <p>The Grand Valley Institution for Women (Multi-Level)</p> <p>Kingston Penitentiary (Maximum)</p> <p>Beaver Creek Institution (Minimum)</p> <p>Frontenac Institution (Minimum)</p> <p>Millhaven Institution (Maximum)</p> <p>Collins Bay Institution (Medium)</p> <p>Joyceville Institution (Medium)</p> <p>Pittsburgh Institution (Minimum)</p> <p>Prison for Women (Multi-Level)</p> <p>Regional Treatment Centre (Multi-Level)</p> <p>Warkworth Institution (Medium)</p> <p>Isabel McNeill (Minimum)</p> <p>Fenbrook Institution (Medium)</p> <p>Portsmouth CCC (Minimum)</p> <p>Keele CCC (Minimum)</p> <p>Hamilton CCC (Minimum)</p>	<p><u>Prairie Region:</u></p> <p>Bowden Institution (Medium)</p> <p>Bowden Annex (Minimum)</p> <p>Rockwood Institution (Minimum)</p> <p>Stony Mountain Institution (Medium)</p> <p>Drumheller Institution (Medium)</p> <p>Drumheller Annex (Minimum)</p> <p>Regional Psychiatric Centre (Multi-Level)</p> <p>Edmonton Institution for Women (Multi-Level)</p> <p>Edmonton Institution (Maximum)</p> <p>Riverbend Institution (Minimum)</p> <p>Grande Cache Institution (Medium)</p> <p>Saskatchewan Penitentiary (Medium)</p> <p>Okimaw Ohci Healing Lodge (Multi-Level)</p> <p>Pê Sâkâstêw Centre (Minimum)</p> <p>Pê Sâkâstêw CCC (Minimum)</p> <p>Grierson Centre (Minimum)</p> <p>Oskana CCC (Minimum)</p> <p>Stan Daniels Centre (Minimum)</p> <p>Stan Daniels Centre CCC (Minimum)</p> <p>Osborne CCC (Minimum)</p>
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