

Senate Standing Committee on National Finance (NFFN)
Main Estimates for the fiscal year ending March 31, 2024
October 31, 2023

Undertakings for Correctional Service Canada (CSC)

Question One

(0900-20)

Senator Pate: [...]

How many community beds have been funded? How many Exchange of Service Agreement beds for mental health, whether under section 29 or alternatively through other transfers, have been created?

What is the number of people who are in other than Structured Intervention Units? Certainly, our visits to the institutions have shown there are temporary detention, medical observation, voluntary limited association ranges, stepdown units and the range of new language is quite diverse.

Then my final questions for this round, you mentioned in the 2024 Correctional Service of Canada Main Estimates a payment of \$900,000 in grants to the Indigenous Offender Reintegration Contribution Program. I note that the Correctional Investigator has commented that keeping folks in maximum security is costing approximately \$600,000 per year. I'm curious what that \$900,000 is funding. How many individuals, how many beds and how many communities are being supported? What are the plans in terms of the efforts to try and reduce the numbers?

As part of that, how many prisons disaggregated by gender and by race are at minimum, medium and maximum security, as well as receiving conditional release?

If you're not able to get to all of that, I'd be happy to have you submit that to the committee in writing.

Mr. Matson: Thank you for that. That's quite a comprehensive list. We will definitely endeavour to get you the information. I've taken note of that. We'll certainly get back to you as fast as possible.

Answer

As of November 2023, the budget allocated for this fiscal year is approximately 2,150 beds or 784,750 bed days. Psychiatric in-patient hospital care is provided to individuals who have serious mental health needs and require a hospital environment that provides 24-hour health care. Individuals must consent to being admitted unless certified under provincial legislation.

CSC currently has in-patient care beds available for federally incarcerated individuals. External, in-patient psychiatric hospital beds are also available at L'Institut Philippe-Pinel de Montréal (IPPM) (18 beds, including men and women). Admissions to IPPM are based on a standardised referral process, initiated by CSC, to address a patient's specific clinical needs. IPPM accepts

referrals, following a comprehensive evaluation at the CSC institution to determine treatment needs. Note that admissions to IPPM are voluntary and based on informed consent.

CSC continues to explore options for additional partnerships with provincial psychiatric facilities to provide beds to federal populations.

The \$900,000 funding from the Indigenous Offender Reintegration Contribution Program is allocated to support various initiatives facilitating the reintegration of Indigenous offenders. This includes specialized interventions for gang disaffiliation by STR8 UP, workforce entry and mentorship programs by Little Steps to Healing Inc., a pre-release program for male and female Indigenous offenders by Creating Hope Society of Alberta, and in-person transitional mentorship for those with possible or diagnosed Fetal Alcohol Spectrum Disorder (FASD) in the Alberta corridor by the Northwest Central Alberta FASD Services Network Society. Additionally, the Elizabeth Fry Society of Cape Breton focuses on providing support and services for incarcerated Indigenous women, addressing risk and protective factors. Lastly, Creating Links to Healthier Living aims to offer cultural support for incarcerated Indigenous individuals, aligning with release plans and referrals to various programs and reintegration services.

Below is the data as requested.

The following represents the count of in-custody population, at end of fiscal year 2022-2023, broken down by cell type.

Count of in-Custody Population, Fiscal Year End 2022-2023, Broken Down by Cell Type and Current Status			
Cell type	Incarcerated	Suspended Temporary Detention	Total
Hospital	51	5	56
Voluntary Limited Association	45	2	47
Medical	19	0	19
General Population	10,575	559	11,134
Undetermined*	485	71	556
Private Family Visit	29	2	31
Psychiatric	261	11	272
Regional Reception Centre	759	10	769
Restricted Movement	8	3	11
Structured Intervention Unit	142	17	159
Total	12,374	680	13,054

*The data presented in the table above is based on bed assignment data. "Undetermined" refers to offenders who did not have a bed assignment record at the time of data extraction. As the inmate population is constantly in flux, this data represents a snapshot in time.

The following represents the count of in-custody population, at end of fiscal year 2022-2023, broken down by sex, ethnic grouping and Offender security level (OSL).

Count of Offender in Custody, at the End of Fiscal Year 2022-2023. Broken down by Sex, Ethnic Grouping and Offender Security Level (OSL)						
Sex	Ethnic Grouping	Maximum	Medium	Minimum	To Be Determined	Total
Female	Asian	1	7	11	0	19
	Black	0	14	5	2	21
	Caucasian	15	145	60	46	266
	Hispanic	1	2	0	2	5
	Indigenous	33	176	54	46	309
	Multiracial/Bi-Racial	0	4	3	1	8
	Other/Unknown	2	8	2	5	17
Male	Asian	85	372	163	61	681
	Black	222	698	158	100	1,178
	Caucasian	574	3,558	1,242	592	5,966
	Hispanic	16	79	38	16	149
	Indigenous	603	2,450	572	289	3,914
	Multiracial/Bi-Racial	28	61	12	11	112
	Other/Unknown	45	179	65	118	407
Intersex	Caucasian	0	1	0	1	2
Total		1,625	7,754	2,385	1,290	13,054

The following represents a count of offenders in the community under supervision, at the end of fiscal year 2022-2023, broken down by sex, and supervision type.

Count of Actively Supervised Offender, at the End of Fiscal Year 2022-2023. Broken down by Sex, Ethnic Grouping and Supervision Type						
Sex	Ethnic Grouping	Day Parole	Full Parole	Long Term Supervisio n	Statutory Release	Total
Female	Asian	8	18	0	5	31
	Black	4	35	0	4	43
	Caucasian	95	173	3	42	313
	Hispanic	0	1	0	0	1
	Indigenous	69	85	4	87	245
	Multiracial/Bi-Racial	5	6	0	1	12
	Other/Unknown	0	11	0	3	14
Male	Asian	101	319	10	101	531
	Black	101	286	26	239	652
	Caucasian	724	2,458	272	1,101	4,555
	Hispanic	13	40	3	25	81
	Indigenous	328	519	136	669	1,652
	Multiracial/Bi-Racial	9	24	4	14	51
	Other/Unknown	48	56	12	33	149
Total		1,505	4,031	470	2,324	8,330

The report used to answer the question above is based on information entered in the Offender Management System and its accuracy depends upon the timeliness and accuracy of the data entered in the system. A fiscal year starts on April 1 and ends on March 31 of the following year. This information is based on a snapshot of the Offender population at fiscal year end 2022-2023 (April 09, 2023).

In-Custody includes all active offenders incarcerated in a CSC facility, offenders on temporary absence from a CSC facility, offenders who are temporarily detained in a CSC facility and offenders on remand in a CSC facility.

The offenders themselves identify to which *race* they belong.

Question Two

(0900-22)

Senator Marshall: Okay, so if we could get a copy of that report, that would be very helpful. Do I still have time? I'll get my question out. This is a follow-up to some of Senator Pate's questions.

The 2022 report of the Auditor General on systemic barriers to offenders, could you send something in as to how you're dealing with that report? I saw something there. I just wanted to get the quote out there, if I can.

It says: “. . . . Indigenous and Black offenders faced greater barriers to a safe and gradual reintegration into society than other incarcerated groups.”

I'm just wondering what the department has done to facilitate that implementation. If you could send us something in writing on that, that would be very helpful. Thank you.

Answer

We have attached the latest copy of CSC's Detailed Action Plan to address the recommendations made in the Auditor General's report. This document includes the progress of CSC's actions.

Question Three

(0900-24)

Senator Pate: This first question is for the Correctional Service Canada and then for Stats Canada.

One of the things the Correctional Investigator pointed out in his last report was that while Canada has one of the highest funding rates and highest staff-to-prisoner ratios in the world, the allocation of funding in a top-down corporate manner tends to mean that we aren't seeing the types of approaches that Senator Marshall just pointed out that the Auditor General and others are recommending. He recommended that \$500 million over 10 years be moved from Correctional Service Canada to community initiatives.

I'm curious as to whether any movement has been made on that recommendation. If not, what other measures are being looked at to buttress the question that Senator Marshall made? As I mentioned earlier, we know that successive recommendations have come to start particularly women prisoners all at low security and that several high-profile releases of individuals who had previously been characterized as maximum security and dangerous were, when released, in fact, belied that entire description. The cost savings of them being in the community versus the \$600,000 a year it was costing to keep them in maximum security, how much costing has been looked at and how has that impacted policy, if at all in practice, would be very helpful.

[...]

And I'm also curious whether you've addressed these issues identified in the Commissioner of Environment and Sustainable Development's report regarding moving forward as well.

I expect you're going to have to provide that to me in writing.

Mr. Matson: We can get back to you with more details, absolutely, but I do know that we make great efforts to fund our community population. Funding does flow with the movement of the population to the community. We have a number of initiatives geared towards doing that, and so we have a very sound rehabilitation program and offenders are evaluated appropriately to determine if and when they are eligible to move to the community, and funding does flow with that.

Answer

CSC is legally mandated by the *Corrections and Conditional Release Act* (1992) to address offenders' needs and assist in their successful reintegration. To this end, we provide a range of interventions across our institutions, as well as in the community to assist offenders in becoming law-abiding citizens. CSC prioritizes the use of correctional programs for the rehabilitation of offenders and provides follow-up services to offenders who complete institutional correctional programs as part of a consistent continuum of care throughout the correctional process. This aftercare often includes participation in institutional and/or community maintenance programs.

From 2018-19 to 2022-23, CSC's community expenditures increased by 12.6% from \$292.8M to \$329.8M in 2022-23.

CSC engages with a number of external partners and volunteers who support offender's successful reintegration into the community as law-abiding citizen. CSC has different contracts with various external community agencies providing services and assistance to all offenders.

To comprehensively address offender needs, different correctional programs are available for men, women, and Indigenous offenders at differing intensity levels. In line with evidence-based practices, offenders are referred to the correctional program at the intensity that is matched to their level of risk. Offenders who do not have an assessed need for a correctional program have access to other interventions and services that they may be referred to or participate in. This includes education programs, employment programs, social programs, as well as other support services.

CSC recognizes that women inmates require different levels of management and intervention as their risks and needs differ. In keeping with the principles of Creating Choices, medium and minimum-security women at all sites reside in stand-alone housing units, simulating a community environment. However, there are cases where the safety and security of the public, the institution and the other offenders dictate that some women be assessed as maximum security and therefore be housed in the Secure Unit (SU).

Nonetheless, CSC makes every effort to ensure that women offenders are housed at the lowest possible security level that responds to the risk they present and is committed to providing support and interventions to women to assist in their transition to lower security level and their eventual return to society in a timely manner.

Women living in the minimum-security units (MSUs) have access to interventions, services and activities offered within the main compound of the institution, in addition to the interventions, services and activities that are available within the MSUs. In addition, MSUs are designed to provide offenders with better access to the community through temporary absences, work releases and other opportunities facilitated through partner organizations and volunteers.

Finally, as CSC is committed to meet the needs of women offenders and ensure a continuum of services, Women Supervision Units (WSU) were established in the community across the country. These specialized units focus on the supervision of women offenders, centralization of resources, and concentration of knowledge and expertise related to the specific needs of women offenders, which result in a more gender-responsive approach to their supervision.

Question Four (Added by CSC)**Senator Pate:** [...]

“I’m curious as to where the Service is on the recommendations that have been made repeatedly going back to 1990 on the development of an alternate classification system to recognize the race, gender and ability bias that has been pointed out by the Task Force on Federally Sentenced Women, the Canadian Human Rights Commission, Dr. Moira Law when she was hired by CSC to develop a new strategy and repeatedly by the Correctional Investigator. As part of that description, that would be extremely helpful. How many Indigenous communities have been contracted to support the release of how many Indigenous people pursuant to sections 81 and 84?”

Answer

With the publication of the Auditor General of Canada’s 2022 Report 4 *Systemic Barriers*, the Correctional Service of Canada committed to undertaking a validation exercise of the Custody Rating Scale for Black men offenders and a revalidation for women and Indigenous offenders in collaboration with external experts.

We have attached the latest copy of CSC’s Detailed Action Plan to address the recommendations made in the Auditor General’s report. This document includes the progress of CSC’s actions.

CSC continues to work with communities to create section 81 agreements, or community-run healing lodges, to ensure that Indigenous offenders have access to culturally relevant programming and supports for their safe return to the community. We have introduced policy changes to reduce barriers, optimize and expand the agreements. In fiscal year 2022-2023, there was a 144% increase in the number of Indigenous offenders transferred to a healing lodge over the previous fiscal year. There was also a 63% increase in the number of successful transfers to lower security for Indigenous offenders, from 384 in 2021-2022 to 433 in 2022-2023.

CSC continues to work with internal and external stakeholders to increase access to Indigenous interventions and support services, including increased utilization of Section 81 Healing Lodges as well as the effective preparation of Indigenous offenders for release through Section 84 release planning process.

In addition, CSC offers financial contributions as well as contracts to support Indigenous community engagement. Contracts and contributions continue to be awarded to Indigenous partners and eligible recipients to support the reintegration of Indigenous offenders; this includes support in transitioning to the community from CSC’s Indigenous Intervention Centres as well as expanding community capacity for Section 84 release planning. In 2023-2024, CSC is providing contributions to eligible recipients in the amount of \$900K, representing CSC’s full allocation for this fiscal year. CSC is also providing a value of \$1.8M in contracts with Indigenous communities and organizations to provide support for Section 84 release planning to Indigenous communities.

Question Five (Added by CSC)**Senator Degenais:** [...]

We heard in news in the detention center there we seizures in Collinsville institution. Are your measures sufficient to be able to counter arms trafficking and drug trafficking? Drones are delivering into the institutions, and we know officers are not satisfied with the security provided for them.

Answer:

CSC recognizes the importance of keeping contraband out of our institutions. As part of this we rely on staff professionalism and attentiveness, in combination with detection equipment, search practices and a variety of approved techniques to prevent the entry of drugs and contraband.

A number of tools and strategies are used to prevent contraband from entering our institutions. These include dynamic security practices, intelligence gathering and analysis, searches of offenders, staff, visitors, cells, vehicles and other areas, utilizing tools such as metal detectors, x-ray machines, ferromagnetic detectors, ion scanners and detector dogs.

In recent years, a number of new measures have been adopted to keep up with the evolving threat of contraband introduction, including a pilot of body scanner technology at two institutions, with an eventual broader rollout, introducing several drone detection technologies, completing infrastructure enhancements, increasing collaboration with police, training detector dogs to detect electronic devices (i.e. cell phones), etc. Additionally, CSC is involved in several projects that target contraband through the Innovation Solutions Canada, challenge stream.

CSC will continue to explore new, innovative means of preventing and seizing contraband and continue to collaborate and consult with a variety of stakeholders, including other government departments and agencies, law enforcement and provincial governments, international partners and industry stakeholders to keep our institutions and communities safe.

Question Six (Added by CSC)**Senator Degenais:** [...]

Senator Dagenais: To come back to drones a journalist was saying in Collinsville's there are more landings of drones then at the Montreal airport. The increase in their budget it is less then 1% that is less than other government departments, does that have to do with less of a population in prisons? Is this due to a reduction of the inmate population? If this is the case, is this due to more releases? At the same time, can you provide us with the annual cost for one inmate in a federal prison in 2023?

(Answer provided at Committee) Mr. Matson: Our funding is a combination of fixed and variable funding, and so we have a large component of our funding that is fixed in nature, but there's a significant amount that changes based on the number of offenders in population, and it also changes with inflationary pressures.

Our counts are going up right now, but the recent decline has resulted in some reductions in the variable component of our funding. Thankfully, that model that we have is allowing us to deal with significant inflationary pressures because costs are going up, regardless of whether or not our offender numbers are going up and down.

I don't know if that answers your question, but I do want you to know that if the number of offenders in our organization goes down, our funding, a portion of it, is adjusted appropriately. Likewise if it goes up, we do get additional funding.

(...)

Mr. Matson: That's a very complex question. It depends on the type of inmate. High security, maximum security versus minimum versus medium, the cost is different for each. We do that costing every year to make sure that our funding models are aligned appropriately, but it is different for every level of inmate, and in the community as well. The costs are much different than they are for somebody in maximum security, for example.

Answer

The Correctional Service of Canada (CSC) calculates the annual costs associated with maintaining a federal offender both in an institution and in the community. This is obtained by dividing CSC's overall operating expenses by the annual average number of offenders.

From 2019-2020 to 2021-22, the average daily inmate cost increased from \$345 to \$436. In 2021-2022, it cost an average of approximately \$159,000 to maintain an offender in a CSC institution and \$42,000 to maintain an offender in the community. During that period, both institutional and community population decreased by 511 offenders and 561 offenders, respectively.

This combination of higher costs with less offenders to allocate theses costs to lead to an increase in the annual cost per offender.

The cost of maintaining a federal offender (COMO) is as follows:

Cost of Maintaining an Offender			
	2019-2020	2020-2021	2021-2022
Maximum Security (men only)	\$174,939	\$204,048	\$221,993
Medium Security (men only)	\$111,243	\$131,533	\$135,676
Minimum Security (men only)	\$92,877	\$121,898	\$128,889
Women's Facilities	\$222,942	\$259,654	\$284,157
Exchange of Service Agreements (both)	\$131,322	\$130,729	\$174,218
Total Incarcerated Average	\$126,253	\$150,505	\$159,115
Offenders in the Community	\$34,214	\$38,418	\$41,519
Total Incarcerated and Community	\$104,963	\$119,735	\$128,478

Question Seven (Added by CSC)

Senator Pate: [...]

“In addition, when I was looking at the budgetary allocations, and during your presentation, you mentioned that from Budget 2017 onward, allocations were made as a result of Bill C-83. I’m curious, of all the allocations, have all been spent? If not, what hasn’t been spent and what’s the rationale? What have the results been of those expenditures? What are the security levels of each individual who previously would have been kept in a form of segregation? How many releases have happened from every security level? Certainly, the last few times I’ve been in prisons, a number of people were being released directly from maximum security to the street. That’s cause for concern.”

Answer

As part of Budget 2017, investments have been made to support the transition and offenders’ transfers to Structured Interventions Unit (Bill C-83), and all budgets received are spent.

The following presents a count of the total active offenders, at the End of Fiscal Year 2022-2023, broken down by sex, offender security level and if a Segregation ID was created during the current sentence. The *offender Security Level* (OSL) represents the last OSL-Decision recorded prior to the extraction date, as a same offender could have multiple OSL and Multiple Segregation placement on a same period.

All information in this document was limited to data related to administrative segregation. Only those segregation placement records with a statutory reference for justification of CCRA 31(3-A), CCRA 31(3-B) or CCRA 31(3-C) were considered.

Please note that majority of the current sentence, at fiscal year-end 2022-2023, started after the administrative segregation was abolished in November 2019, therefore most of active offenders will not have a segregation period on their current sentence.

Count of Offender under CSC Jurisdiction at the End of Fiscal Year 2022-2023. Broken down by Sex, Offender Security Level and Segregation Period				
Sex	Offender Security Level	Segregation Period on Current Sentence		Total
		No	Yes	
Female	Maximum	47	14	61
	Medium	491	52	543
	Minimum	498	69	567
	To Be Determined	131	2	133
Male	Maximum	1,185	622	1,807
	Medium	7,595	2,389	9,984
	Minimum	5,002	1,474	6,476
	To Be Determined	1,727	84	1,811
Intersex	Medium	1	0	1
	To Be Determined	1	0	1
Total		16,678	4,706	21,384

The following represents a count of releases from the institution, where the release date was between April 1, 2018, and March 31, 2023, broken down by fiscal year, release type and offender security level (OSL)

The data includes all releases from federal institution or Healing Lodge in a given fiscal years. Limited to the release type Day Parole, Full Parole, Long Term Supervision, Statutory Release and Warrant Expiry. An offender may be released more than once a year in cases where a previous release was subject to revocation, suspension, temporary detention or interruption.

The *Offender Security Level* (OSL) represents the last OSL-Decision recorded prior to the release date.

**Count of Release from Institution, of the Last 5 Fiscal Year, Broken Down by Fiscal Year,
Release Type and Offender Security Level (OSL)**

Fiscal Year	Release Type	Maximum	Medium	Minimum	To be Determined	Total
2018-2019	Day Parole	4	740	1,938	1	2,683
	Full Parole	0	28	180	0	208
	Long Term Supervision	4	20	0	4	28
	Statutory Release	704	2,944	523	2	4,173
	Warrant Expiry	35	41	0	0	76
	2018-2019 Total		747	3,773	2,641	7
2019-2020	Day Parole	2	741	1,797	1	2,541
	Full Parole	0	22	142	0	164
	Long Term Supervision	3	14	0	4	21
	Statutory Release	705	3,159	491	1	4,356
	Warrant Expiry	32	37	0	0	69
	2019-2020 Total		742	3,973	2,430	6
2020-2021	Day Parole	2	697	1,579	35	2,313
	Full Parole	0	25	77	1	103
	Long Term Super	3	23	0	0	26
	Stat Release	700	2,931	484	6	4,121
	Warrant Expiry	21	34	0	0	55
	2020-2021 Total		726	3,710	2,140	42
2021-2022	Day Parole	1	643	1,290	27	1,961
	Full Parole	0	21	39	2	62
	Long Term Supervision	4	15	0	3	22
	Statutory Release	692	3,220	452	12	4,376
	Warrant Expiry	26	40	2	0	68
	2021-2022 Total		723	3,939	1,783	44
2022-2023	Day Parole	0	643	1,489	23	2,155
	Full Parole	0	13	44	2	59
	Long Term Supervision	4	8	0	2	14
	Statutory Release	678	2,959	402	7	4,046
	Warrant Expiry	25	40	0	0	65

Count of Release from Institution, of the Last 5 Fiscal Year, Broken Down by Fiscal Year, Release Type and Offender Security Level (OSL)

Fiscal Year	Release Type	Maximum	Medium	Minimum	To be Determined	Total
2022-2023		707	3,663	1,935	34	6,339
Total		3,645	19,058	10,929	133	33,765

The report used to answer the question above is based on information entered in the Offender Management System and its accuracy depends upon the timeliness and accuracy of the data entered in the system.

CSC Facilities include all federal institutions and federally funded healing lodges.

In-Custody includes all active offenders incarcerated in a CSC facility, offenders on temporary absence from a CSC facility, offenders who are temporarily detained in a CSC facility and offenders on remand in a CSC facility.

A fiscal year starts on April 1 and ends on March 31 of the following year. This information is based on a snapshot of the Offender population at fiscal year end 2022-2023 (April 09, 2023).

Question Eight (Added by CSC)

Senator Dagenais [...]

In your budgets you have amounts for programs for reintegration of Indigenous offenders – there were BC Indigenous groups saying you are using those funds for other purposes – even saying 1 billion should be taken out of your budget and should be invested into halfway houses into their communities. Can you give us a few examples of programs that have been set up that can give us comparisons with respect to the efficiency for this group of offenders versus the prison population in general. Does it work well? Or does your budget limit its capacity for action and are there any reasons to criticize your process?

Answer

The Community Reintegration Fund, initiated by the Government of Canada in Budget 2017, is divided into three main funding streams for the reintegration of Indigenous Offenders. These components aim to address the over-representation of Indigenous offenders and facilitate their successful reintegration into society. The first stream of funding, earmarked at an estimated \$1,609,575.07 for 2023/24, concentrates on supporting Indigenous offenders in transitioning from correctional facilities to urban communities. This involves bolstering the Correctional Service Canada's (CSC) capacity to engage contractors in the release planning process. Agreements include those which work to deliver trauma counseling and life skills to Indigenous offenders in the Prairie Region

Conversely, the second stream of funding, allocated a total of \$1,188,158.00 for 2023/24, is designed to facilitate the return of Indigenous offenders to their home communities, particularly focusing on Section 84 release plans. These funds contribute to CSC's ability to involve communities in the reintegration process. Examples of contracts include those with First Light RHQ in the Atlantic Region, Meadow Lake Tribal Council in the Prairie Region, and Tl'etinqox First Nation and Squamish First Nation in the Pacific Region.

The Indigenous Offender Reintegration Contribution Program (IORCP) is the third stream of funding and plays a crucial role in allocating funds to Indigenous organizations dedicated to enhancing correctional outcomes for Indigenous offenders. As of September 2023, Indigenous Initiatives Sector has approved six Contribution Agreements, totaling \$898,389.00. These agreements include partnerships with organizations such as STR8 UP, the Northwest Central Alberta FASD Services Network Society, BUILD Inc., and the Elizabeth Fry Society of Cape Breton. These collaborations aim to provide specialized support and services, such as gang disaffiliation and culturally appropriate interventions, effective support for Fetal Alcohol Spectrum Disorder (FASD) amongst Indigenous federal offenders in the Alberta corridor, reintegrative support for entering the workforce, and culturally appropriate services for Indigenous women reintegrating into the community.