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To / À

Sous-commissaire régional, région de l'Atlantique, de l'Ontario, des Prairies et du Pacifique / Regional Deputy Commissioner, Atlantic, Ontario, Prairie and Pacific Regions

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Our File - Notre référence

From / De

Sous-commissaire régionale, région
Regional Deputy Commissioner, Qui

référence

Date

2011-06-09

No. - N° de tél.

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Subject / Sujet

Mandat de travail sur l'amélioration de la sécurité en CCC

Mandate Concerning CCC Security Upgrades

Lors de la réunion de l'Équipe de gestion du Commissaire (EGC) de novembre 2010, le Commissaire a demandé une analyse approfondie de la sécurité du personnel des Centres correctionnels communautaires (CCC).

At the Commissioner's Management Team (CMT) meeting in November 2010, the Commissioner asked to conduct a thorough analysis of staff safety at the Community Correctional Centres (CCCs).

Considérant les distinctions de nos modèles, le Sous-commissaire régional de l'Ontario et moi-même avons convenu que nos équipes collaboreraient à ce projet. En mars 2011, j'ai donc mandaté les deux directeurs de district du Québec à se joindre à leurs collègues de la région de l'Ontario afin d'examiner le modèle de dotation des CCC, notamment le volet sécuritaire, tout en conduisant une évaluation nationale des effets à long terme. Afin de permettre une approche intégrée de l'analyse des CCC et des Centres résidentiels communautaires (CRC), ils se sont aussi joints aux les membres de la Division de la réinsertion sociale de l'Administration centrale pour compléter ce mandat. Je tiens d'ailleurs à les remercier pour leur collaboration et contribution à ce dossier.

Given our distinct models, the Regional Deputy Commissioner from Ontario and me agreed that our respective teams would work together on this project. In March 2011, I instructed the two Quebec District Directors to collaborate with their colleagues from Ontario in order to review the CCC staffing model with particular attention to the safety component, while conducting a national assessment of the long-term impact. In a view to ensure an integrated approach to the CCC and Community Residential Facilities (CRF) review process, they also joined members of the Reintegration Division at National Headquarters to carry out their mandate. I would like to thank them all for their collaboration and involvement on this file.

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Je vous invite à prendre connaissance du rapport joint, produit par ce comité de travail et à en discuter avec les directeurs de district de vos régions respectives. Vos commentaires seraient appréciés d'ici le 17 juin prochain. Ils feront l'objet d'un consolidé et d'une discussion lors de la présentation des résultats à la réunion de l'ÉGC du 22 juin 2011.

Il est important de souligner que les recommandations présentées découlent de recherches de diverses sources effectuées par les membres du comité, des commentaires recueillis lors d'une conférence téléphonique, le 9 mai dernier, avec les directeurs de district concernés par les CCC et de discussions avec le groupe de travail sur le renouvellement des infrastructures. Enfin, ces recommandations s'insèrent dans le processus de révision nationale et aux travaux du groupe de travail sur la révision des CRC.

Je vous remercie de votre collaboration

Please read the attached report from the working committee and discuss it with the District Directors of your respective regions. Your comments would be appreciated by June 17, 2011. They will be consolidated and discussed when the results are presented at the CMT meeting on June 22, 2011.

Please note that the recommendations presented are based on research into various sources by the committee members, the comments gathered during a telephone conference on May 9, 2011 with the various District Directors concerned by the CCCs, and discussions with the working group on infrastructure renewal. Lastly, these recommendations are part of the national review process and contribute to the progress of the working group on the review of Community Residential Centres.

Thank you for your cooperation.

Johanne Vallée

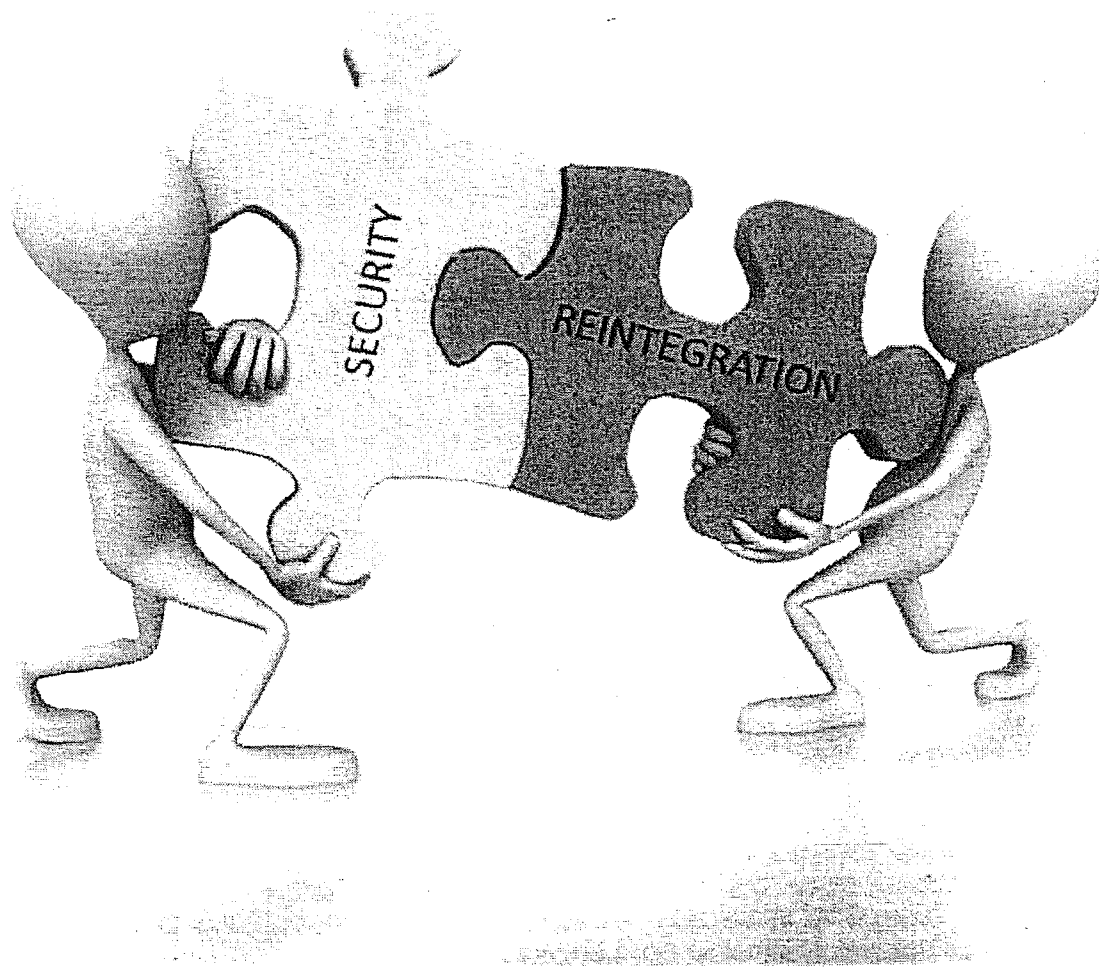
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The Way Forward: A Review of Community Correctional Centres



Community Reintegration Branch, Québec and Ontario Regions

2011-06-03

The Way Forward: A Review of Community Correctional Centres

The following Working Group members completed this review of Community Correctional Centres:

Jodi McDonough, Manager, Community Operations, National Headquarters
Erin Crawley, Project Officer, Community Operations, National Headquarters
Serge Trouillard, Area Director, CCC and Program Integrity, Montreal Metropolitan District
Danielle Brouard, Area Director, East-West Québec District
Kim Gillespie, Director, Hamilton CCC
Terri Austin, Area Director, Greater Ontario and Nunavut District
Jennifer Howie, Parole Officer Supervisor, Portsmouth CCC

The Working Group would like to thank all of those who contributed and collaborated from near and far to produce this report.

2011-06-03

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I. Executive Summary

At the November 2010 meeting of the Commissioner's Management Team (CMT), the Commissioner of the Correctional Service of Canada (CSC) asked the Deputy Commissioners of the Quebec and Ontario Regions to conduct a thorough analysis of staff safety at Community Correctional Centres (CCCs). In March 2011, the Deputy Commissioner, Quebec Region, asked the two District Directors to review the staffing model at CCCs, particularly with respect to safety, and conduct a national long-term impact assessment.¹ Given the mandate's national scope and the Commissioner's initial request, representatives from the Ontario and Quebec Regions and the Community Reintegration Branch at National Headquarters (NHQ) worked together as a Committee to conduct this analysis of CCCs.

The recommendations presented herein are based on research conducted by Committee members, consultations with District Directors, and the working group on infrastructure renewal.

This report, submitted to the Quebec RDC, will be presented to CMT in June 2011 and become part of the Community Accommodations and Community Corrections Strategy.

Historically, CCCs in Canada were created to maintain government involvement in every step of the correctional process for offenders. Until the early 1960s, community agencies supported offenders returning to the community, but the creation of CCCs brought about a change. Through their status as public agencies and because of their more structured supervision, CCCs gradually took over the community space by taking in offenders without access to other resources. However, the dual role as a correctional institution and community-based residential facility (CBRF) has continually posed a challenge for CSC, particularly in terms of the population and community resources. Key issues include the role of CCCs, their target clientele, applicable standards (including safety-related aspects), organizational structure, and the human and financial resources required to support their effective operation.

These minimum-security institutions in the community continue to face the same challenges today, exacerbated by the type of offender residing there. In fact, CCCs house the highest percentage of high-risk, high-need offenders. This makes it all the more important for the offenders to participate in correctional programs during their incarceration and while residing at a CCC. They should also receive training and support during their leisure time and be given the opportunity to integrate and apply the skills learned in the programs they participate in. Enhanced security and interventions in CCCs would increase our capacity to effectively address the risks and needs of offenders, in the interest of public safety.

Owing to their unique status and the resulting conditions and requirements, the newly defined role of CCCs can be summarized as follows:

For the purpose of maximizing CSC's contribution to public safety, CCCs provide offenders in the community with a structured environment that focuses on interventions. More specifically, CCCs must work with offenders who, based on their profile or circumstances related to higher levels of risk and need, are unable to obtain other appropriate accommodations to facilitate their safe reintegration.

To effectively support the role statement, Committee members identified a set of guiding principles and a series of recommendations, including proposed staffing models.

Historical Development of CCCs

¹ See Annex A for the complete Mandate.

Origins of concept

In order to address this component, there is a need to first examine the development of correctional practices in Canada, and the role that community organizations and Community Residential Facilities (CRFs) have played in this development.²

The first penitentiaries built in Canada in the late 19th century were part of a prison system aimed at punishing offenders and placing them in living conditions that would deter them from re-offending. This new penitentiary structure did not change the directions and goals that society had entrusted to the correctional facilities and prisons that were common in the provinces across the country. The lack of positive correctional results from this approach (which drew considerable criticism), and the humanistic movement underway early in the 20th century, prompted the federal government to launch an inquiry.

The Royal Commission to Investigate the Penal System of Canada, known as the Archambault Commission, opened the door to the first reforms that would progressively benefit the prison system to this day. One of the key components of this initial reform was reorienting the system toward inmate rehabilitation and providing financial support to organizations dedicated to assisting inmates during and after incarceration. The Commission's recommendations were issued in the late 1930s, yet they only began to see the light of day some 20 years later. A number of provinces had a probation system, and nationally some early releases were granted, but it was only in 1959 that the National Parole Board (NPB) was created.

This development was a determining factor in the release of inmates for reintegration, and the community organizations that played a major role in that regard received increased funding from the government.

Some of the services offered by these organizations included the CRFs that have played various roles over time: accommodating the homeless; housing and working with people dealing with addiction; housing inmates who have completed their sentences; and increasingly, housing, monitoring and working with inmates at the pre-release phase.

In fact, a progressive increase in the NPB's use of day parole was noted in the early 1970s, as was the subsequent expansion of CRFs across the country.

With the advent of the NPB, the penitentiaries' public administration gave increasing consideration to the responsibilities it should have in terms of supervising and monitoring inmates in the community to ensure the consistency of services. The first CCCs in the country were established in the 1960s, including the St-Hubert CCC in Montreal. However, these centres accommodated inmates at the end of their sentence, inmates on day parole, and inmates whose release had been suspended, without established selection criteria, unlike the CRFs.

The government's foray into a sector historically occupied by community organizations did not go unchallenged. In 1972, Mr. Outerbridge and his task force were commissioned by the Solicitor General of Canada to define the role that CRFs should play in Canada's justice system. Three of the 18 principles presented by this task force specifically recommended that: the federal government play an active role in

² Background information specific to the financial and human resources of CCCs in Quebec and Ontario is provided in Annex B.

the expansion and development of CRFs; recognize and accept the continuation of its role in this development; and turn to the non-governmental sector first to meet residential needs.³

This report compelled the Department to establish an interim policy on CRFs and prompted the expansion of CBRFs across Canada; between 1976 and 1981, the number of CRFs under contract grew from 69 to 125 and the number of CCCs rose from 13 to 18.

In 1981, the Solicitor General of Canada asked the Commissioner of CSC and the Chair of the NPB to report on the relative use of CRFs and CCCs in Canada after receiving information from community organizations that the CRFs were under-used and CCCs over-used. The report prepared in 1982 indicated that the use of CRFs and CCCs was relatively balanced, but that the NPB over-uses day parole for inmates who could benefit from full parole, which tends to create capacity pressures for CBRFs.

It also showed that the CCCs, required to accept all of the federal offenders on day parole, often had an advantage over CRFs which, because of their exclusion criteria, did not accept offenders who had committed violent crimes, such as sex offences. However, the CRFs often offered specialized intervention programs, thereby attracting residents that would benefit from specialized programming.

The comparison with the situation in 2011 is striking; CCCs accept the highest-risk offenders, such as SRR and LTSOR cases, including sex offenders—cases not accepted in the large majority of CRFs.

Between 1981 and 2011, capacity for accommodating offenders in the CCCs in Quebec grew from 138 places to 183, and in the CRFs, it rose from 135 places to nearly 350. Nationally, CCC housing capacity rose from 455 to 460 places, and CRF capacity soared from 561 to nearly 2,000 places.

Although the status of offenders admitted in the past 30 years—since the beginning of each of the CCCs—has changed completely from day parole, to full parole with accommodations, to statutory release with residency or long-term supervision with residency, the staffing model has only changed once.⁴

At the outset, each CCC had one manager (initially WP-04 and later WP-05), three Parole Officers (PO) (initially WP-03 and later WP-04), one Correctional Officer in the Quebec and Ontario CCCs (initially CX-LUF living unit officer, and later CX-02 Correctional Officer), and two clerical support staff. One security officer - a Commissionaire - provided a presence outside regular working hours. For more than ten years now, a Commissionaire is also on duty during regular hours, and Ontario CCCs now have three Correctional Officers.

One notable factor in the development of CCCs in Canada is without a doubt the application of the CCRA in 1992 and later amendments (residency condition for statutory releases, long-term supervision with residency condition) which progressively created two populations that have become nearly exclusive to the CRFs and CCCs. The former accommodate most day parole cases, including accelerated parole reviews, and the latter admit statutory release cases with residency conditions or long-term supervision orders with residency.

As noted in 1981 by the members of the working group on the comparative use of CCCs and CRFs, the division between these populations is linked to the CRFs' application of admission and exclusion criteria,

³ Report of the Task Force on Community-Based Residential Centres, W.R. Outerbridge; Information Canada, Ottawa, 1973; Catalogue no.: JS 22-2.

⁴ See Annex B for details.

II. Overview of CCCs

Location and capacity

CCCs represent one option within a comprehensive range of accommodations that make up the community continuum of care. With only 16 CCCs across Canada, the Service's capacity to accommodate offenders in CCCs is limited. However, these facilities continue to represent a unique residential option for a specific group of released offenders that facilitates and promotes a safe and gradual return to the community through the provision of a structured and intervention-centered living environment. The table below provides an overview of the location and capacity of each CCC.

Region	CCC		Capacity
	Name	Location	
ATLANTIC	Parrotown CCC	Saint John, NB	26
	Carlton CCC	Halifax, NS	18
	Carlton Centre Annex	Halifax, NS	18
	Newfoundland & Labrador CCC	St. John's, NL	22
		Total	84
QUEBEC	Hochelaga CCC	Montréal, QC	30
	Ogilvy CCC	Montréal, QC	26
	Sherbrooke CCC	Montréal, QC	31
	Martineau CCC	Montréal, QC	33
	Marcel Caron	Québec, QC	32
	Lafèrrière CCC	Ste-Jérôme, QC	31
		Total	183
ONTARIO	Keele CCC	Toronto, ON	40
	Hamilton CCC	Hamilton, ON	25
	Portsmouth CCC	Kingston, ON	37
		Total	102
PRAIRIE	Oskana CCC	Regina, SK	30
	Osborne CCC	Winnipeg, MB	40
		Total	70
PACIFIC	Chilliwack CCC	Chilliwack, BC	31
		Total	31
	NATIONAL TOTAL		470

and consequently, the refusal of many higher-risk cases. The CCCs receiving cases denied or excluded by the CRFs therefore require a staffing model conducive to the reintegration of these offenders, and appropriate security measures for staff, facilities, offenders and society.

Over the years, the CCCs have been progressively confronted with their dual status as minimum-security institutions and community residential-based facilities, and the diversity of programs and services they offer across the country driven by the needs and characteristics of the regions and districts. Moreover, their public sector status makes it difficult to install or move a CCC to adapt operations or meet organizational needs. This barrier affects the CCCs specifically, as they are not located in CSC-owned buildings.

Profile of Offenders Released to the Community

The differentiation in populations is apparent when reviewing the types of release and the levels of risk/need for offenders who reside in CCCs versus CRFs.⁵ Proportionally, offenders residing in CCCs are twice as likely to be on statutory release with residency (54%) and almost five times more likely to be on a long term supervision order with residency (19%). In comparison, CRF residents are recorded as having much lower mandatory residency rates (21% are on statutory release with residency and 4% are on long term supervision orders with residency), and are most likely to be on discretionary release to the community (57% on day parole).⁶

The levels of risk/need for offenders residing in the community overall is quite low, with two-thirds of offenders falling within the medium and low ratings for both risk and need.⁷ However, the risk/need profile for those offenders residing in CCCs is much higher and more concentrated than that found among the total offender population in the community, and among CRF residents. Proportionally, there are almost three times as many offenders in CCCs assessed as high risk/need (60%), than those residing in CRFs (22%).⁸ This trend is generally true when comparing regional data for CCCs and CRFs. There are, however, exceptions due to specific agreements between CCCs and the communities they are located in, where CCCs have agreed to limit their clientele to lower risk/need offenders.⁹

The demographic profile of offenders¹⁰ currently residing in community accommodations is proportionally consistent (within 6%), regardless of the specific type of accommodation they reside in (CRF or CCC).¹¹ The only variation is the higher proportion of Community Mental Health Initiative (CMHI) referrals that are recorded. Resident referrals for CCCs residents are recorded at 11% (47 offenders) versus 5% (85 offenders) of the CRF population.

When compared to CRFs, overall, CCCs have a much higher concentration of higher risk/need offenders with a residency condition, who more often require CMHI services.

Current Staffing Model

A survey was conducted in which all CCCs were asked to define their current employee compliment, any contracted services provided and services that are shared with surrounding institutions and/or parole offices. The survey revealed that the number and profile of residents, and the location of CCCs, resulted in unique regional and local distinctions. Some of the unique employee or contracted services in place in CCCs include Aboriginal Program Officers, Chaplains, Food Service Officers, Maintenance Officers, Nurses (various specialties), and Psychiatrists. This list is greatly expanded when shared services are included as well.

The commonalities of the various staffing models were reviewed and used to define a base staffing model (see below) that accounts for regional variances, particularly in the areas of Correctional Officers and

⁵ For the purpose of these statistics, CRFs include all types of residential options, other than CCCs.

⁶ See Annex C Table 2 for a detailed breakdown of the release types by accommodation.

⁷ See Annex C Table 3 for a national overview of the risk/need for offenders residing in the community.

⁸ See Annex C Tables 4 and 5 for a national overview of the risk/need for offenders residing in CRFs and CCCs.

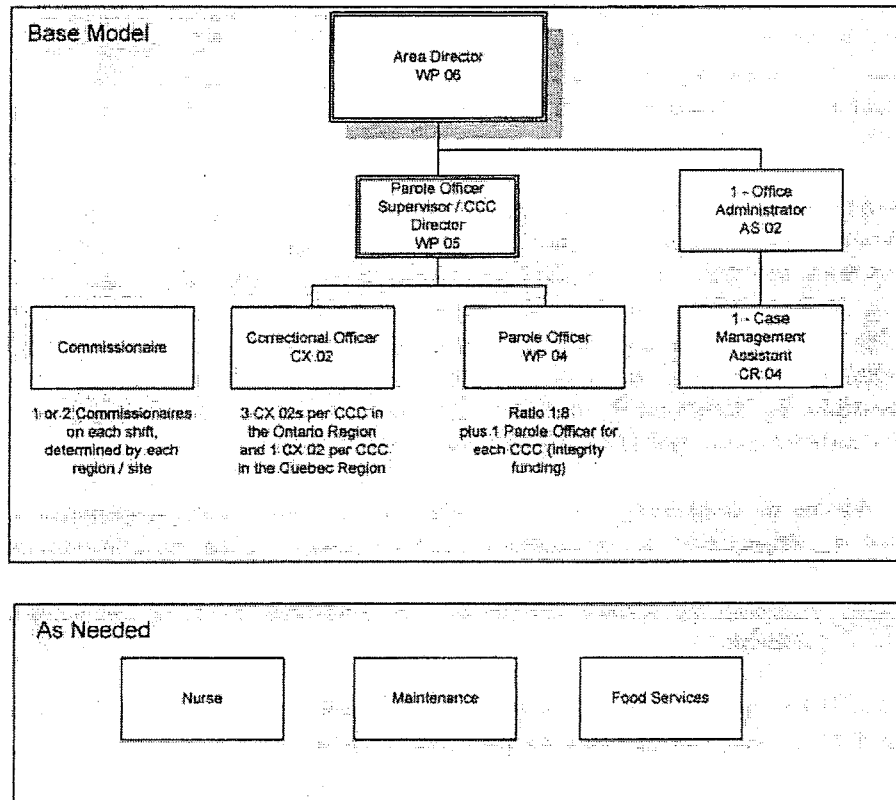
⁹ See Annex C Tables 6-15 for regional overviews for the risk/need for offenders residing in CRFs and CCCs.

¹⁰ Demographic profile comparison includes offenders over age 50, serving 3 years or less, identifying as aboriginal, serving indeterminate sentences, and with gang affiliations.

¹¹ See Annex C Table 1 for a more detailed breakdown of statistical information.

Commissionaires. To capture the various other positions not included in the base model, a section titled 'As Needed' was included to reflect the site specific requirements of CCCs.

Current Staffing Model¹²



Current Funding Model

The variations in staffing models and capacity are evident when reviewing the total expenditures for each CCC.¹³ Also impacting costs are the CCCs that specialize in offenders with mental health needs or palliative care needs, which increase both salary and O&M requirements.

For comparison purposes the base model was defined to allow for analysis amongst the different variations of the model. The Ontario regional model - which includes three CX 02s and at times two Commissionaires - was the most expensive at \$1,157,680 for less than 32 offenders and \$1,245,760 for more than 32 offenders.¹⁴ The Quebec regional model - which includes one CX 02 and at all times one Commissionaire - is the moderate model at \$902,380 for less than 32 offenders and \$990,460 for more than 32 offenders.¹⁵ The least expensive model is the one adopted by the rest of the country at \$818,200 for less than 32 offenders and \$906,200 for more than 32 offenders, which does not include any Correctional Officers, and only one Commissionaire at all times.¹⁶

¹² See Annex D Tables 2, 3, and 4 for the detailed costing of the Current Staffing Models.

¹³ See Annex D Table 1 for Total Expenditures for each CCC for Fiscal Year 2009-10.

¹⁴ See Annex D Table 2 for more details concerning the current Ontario Staffing Base Model.

¹⁵ See Annex D Table 3 for more details concerning the current Quebec Staffing Base Model.

¹⁶ See Annex D Table 4 for more details concerning the current Atlantic, Prairies, and Pacific model.

<p>Some CCCs have one or more officers (CX-02s), whose actual job descriptions are very broad, ranging from receiving new offenders and recording the personal belongings of offenders whose release has been suspended, to supervising housekeeping chores.</p>	<p>A number of CCCs have no Officers (CX-02s), which means that POs must perform security-related tasks. Further, a single Officer cannot perform all of the tasks they are assigned, in particular security tasks.</p> <p>In addition, the lack of a standardized work description for this Officer role renders their jobs more difficult.</p>
<p>Canadian Corps of Commissionaires provide staffing flexibility to cover scheduled/unanticipated leave and training requirements. They are able to provide additional personnel on short notice due to a pool of part-time Commissionaires.</p>	<p>Canadian Corps. Of Commissionaires do not have the extensive training in security and case management issues that CSC employees acquire.</p>
<p>An additional PO (integrity funding) results in a more reasonable distribution of the workload, closer monitoring of offenders through frequent community visits, and the ability to more effectively meet staff safety needs.</p>	<p>As the current ratio in CCCs is based on occupancy, financial resources for POs are uncertain within the current staffing model. Moreover, the nature of CCC clientele means a high offender turnover, which requires staff to work with both offenders who are on site and those who are under suspension. Furthermore, the current staffing model for POs does not take into account the complexity of the CCC clientele or POs' responsibility for community supervision in order to better ensure public safety.</p>
<p>Some CCCs have one or more additional staff members (Correctional Officers).</p>	<p>These additional resources do not exist in a number of CCCs. For other CCCs, the presence of a single extra resource allows little or no time for the work involved in reintegrating offenders, such as community support and counselling. As well, offenders are often left to themselves, especially in the evenings and on weekends.</p>
<p>Static security systems are installed in CCCs. These include personal and fixed point alarm systems, camera surveillance, entrance/exit monitoring, fire protection, safeguarding of records and protection in case of a power outage.</p>	<p>There is no national consistency in static security standards for CCCs.</p>
<p>TECHNICAL</p>	
<p>Small jobs and the repair/maintenance of technical systems (fire alarms and detectors, doors, video surveillance, etc.) are coordinated by staff, who call on specialists in the community. The staff may also call on nearby institutions for assistance.</p>	<p>The CCCs are neglected in terms of technical support, even though they are considered institutions (lack of technical support services for expertise and work, fire services, alarms, cameras, etc.).</p>

Strengths and Weaknesses of Current Staffing Model

STRENGTHS	WEAKNESSES
ORGANIZATIONAL	
Uniformity in the management of CCCs in so far as they are under the responsibility of an Area Director.	Lack of a uniform organizational structure of CCCs from region to region.
CCC teams are managed by Parole Officer Supervisors (POSSs) (WP-05), who can take full or partial responsibility for staff supervision.	These supervisors' responsibilities are not the same in every CCC throughout CSC.
CCC managers, working under Area Directors, are not responsible for administrative tasks.	Given their varied responsibilities, having a standard classification for this position is questionable.
The presence of two support staff ensures a constant presence at CCCs. They also perform case management functions, which are numerous and often urgent in CCCs.	In remote units, the absence of administrative support creates operational difficulties.
The community mental health unit (CCC Martineau), which is under the immediate supervision of a Director (WP-06 ¹⁷), has one part-time and six full-time nurses. It also has one part-time Social Worker and two Behavioural Technologists.	CCCs that are not mental health units cannot rely on nursing support or the presence of nurses, even though a number of the offenders who are admitted urgently need medication and have mental health problems.
SECURITY / REINTEGRATION	
Canadian Corps of Commissionaires personnel serve as 24-hour security officers, providing quality services at a reasonable cost.	Weekend and statutory holiday shifts are not covered by CSC personnel.
One or two commissionaires are on duty per shift. Among other duties, they monitor staff/offender comings and goings, conduct security rounds, take head counts, help a staff member collect the personal belongings of offenders suspended on release, and can collect urine for analysis.	Several CCCs have only one commissionaire on duty during each shift, which means having a single officer at the CCC during evening and night shifts, on weekends and on statutory holidays. Having a single commissionaire per shift poses security risks, given the nature of CCC clientele. Commissionaires have to take head counts and conduct security rounds during each shift, thereby leaving the entrance/exit area unsupervised. They are required to intervene with offenders and make decisions that may trigger negative responses from offenders.

¹⁷ The classification of this Director position represents an exception.

Legal Considerations- The Ability of CCCs to Comply with the Relevant Legislation¹⁸

Following a thorough review of the *Corrections and Conditional Release Act (CCRA)* and the *Corrections and Conditional Release Regulations (CCRR)*, we believe that the Community Correctional Centres (CCCs) will basically be able to fulfil their mandate in accordance with the obligations and discretionary powers set out in the legislation. CCCs are nonetheless currently hindered by legal and operational shortcomings.

In executing its mandate, the Committee was guided by the legislative principle "that the Service use the least restrictive measures consistent with the protection of the public, staff members and offenders."

The main concerns from a strictly legal perspective (CCRA, CCRR) are related to the limitation of certain actions by "staff members" or "employees" that cannot legally be devolved to a contractor (such as a Corps of Commissionaires officer) as well as to the minimum number of persons required to perform certain tasks and/or all the tasks required in CCCs by the CCRA, the CCRR, and the many Commissioner's Directives (CDs).

This currently results in, or may result in, certain compliance problems in CCCs connected with searches (cells, visitors and vehicles, as well as inspection of packages, interception/prevention of communications, etc.), with visitors (supervision/suspension of visits, detention of a child, etc.), with other "staff members" (suspicions, etc.), as well as for certain activities that require at least two persons or employees (searches, counting and security patrols, securing personal effects, need to communicate with another "employee" on-site in an emergency during a security patrol). However, operations for certain searches are rare or not applied in CCCs (e.g., vehicle searches).

The CCRA and the CCRR specify the concept of "staff members" or "employees" for carrying out certain duties, such as cell searches. In some cases, the CCRA and the CCRR are silent in this regard, with CDs allowing contractors to perform certain actions in statements that are sometimes contradictory and/or redundant and that must sometimes be interpreted, sorted out, and questioned. Occasionally a CD contradicts the CCRA or another CD. In most cases, particularly for searches and personal property, CCCs do not have the requisite number of staff members.

Furthermore, under the current staffing model, with its limitations in terms of technical competencies associated with all the legislative provisions of Part I of the CCRA and the CCRR and with its capability to execute all of the legislative obligations incumbent upon the penitentiaries diminished as a result of staff shortages, the requisite degree of compliance cannot be achieved, and nor can the ensuing risks in the CCCs be managed. The staffing model must take certain imperatives into account in order for the CCCs to be able to fulfil their mandate. This has been a concern for several years now among CCC officials and their managers across Canada.

More specifically, the CCRA and CCRR govern the custody and supervision functions, thus giving legal powers to CCCs as institutions.

¹⁸ Given the time allotted and the breadth and complexity of the documentation, the Committee could not review all of the Commissioner's Directives (CDs), Guidelines, etc., and cannot provide a complete summary of them. Therefore only the essentials are addressed in the following analysis. Legal References are provided in Annex D.

	CCC Staff are therefore responsible for ensuring that maintenance and repair services for the various CCC systems are provided, often without the time or expertise required.
Housekeeping chores are carried out by offenders under the supervision of a staff member.	The varying quality of work results in a lack of consistency and staff safety issues in administrative areas.
	CCCs are using their operating budgets to provide the necessary supplies to house offenders and to ship offenders' personal effects to other institutions. The cost of these supplies should be included in the bundled procurement process by the institutions, and the shipping of offenders' personal effects between institutions should be covered by the Materiel Management Branch, as is the case with other institutions.
Large jobs are handled by CORCAN or other companies, with the authorization of Regional Technical Services.	With the exception of larger jobs, the day-to-day maintenance needs of CCCs are generally neglected, even though they are considered institutions; moreover, most CCCs are located in CSC-owned buildings.
PROGRAMS	
Offenders in CCCs take part in programs offered by Correctional Program Officers (CPOs) assigned to the Districts (no CPOs are assigned exclusively to CCCs). Offenders in CCCs are quickly assigned to programs, given their considerable needs (high risk).	Due to a lack of resources, CCCs are limited in their capacity to effectively supervise and support residents' daily activities, encourage the application of skills acquired in correctional programs, and continue to implement dynamic security measures.
CCCs can rely on the services provided through parole offices and/or institutions. Although these services vary among CCCs/districts/institutions, they typically include psychologists, community chaplains, Elders/Aboriginal community liaison officers, Community Corrections Liaison Officers and Security Intelligence Officers.	Despite the nature of the clientele in these centres, timely access to these services for both offenders and staff at CCCs cannot always be guaranteed.

However, the Committee is of the view that the inclusion of CCCs in the category of "minimum-security institutions" under CD 706 gives rise to a number of issues in terms of understanding, interpretation and enforcement of the Act under several other CDs and Guidelines, and potential non-compliance in certain cases.

- **Definition/comprehension:** Several CDs do not specify roles or requirements specifically for CCCs, instead setting a general direction for penitentiaries and minimum-security institutions.
- **Interpretation:** Certain requirements that are ill suited to CCCs monopolize the time of the few staff available, result in lost time and cause much dissatisfaction among staff.
- **Enforcement:** Some CDs and/or elements thereof do not always have to systematically apply to CCCs, given that the CCRA and CCRR allow for such leeway, that risks and needs are different in the community and that the least restrictive measures possible are to be used.

Consequently, in view of the not insignificant risks in terms of compliance with legislation and requirements and the fact that use of the term "institutions" in referring to CCCs leads to a misunderstanding in communications with the community, CD 706 should be amended so that CCCs constitute a separate category of institutions, that is, Community Correctional Centres. The Committee also recommends that a more thorough exercise be conducted to simplify the CDs applicable to the CCCs and that a review be conducted respecting their relevance and the limitations imposed, but not required, by the CCRA and the CCRR. CD 714, Community Correctional Centre Standards (2010-06-25), could contain all standards governing CCC operation including, in particular, searches, inspections and counts. Several legislative aspects associated with CCC operations (such as searches, counts, control of movements, urinalysis, active security, management of personal effects, etc.) and obligations in terms of staff safety are such that a minimum of two persons must be present at all times in the CCCs.

Moreover, the CCRA and the CCRR sometimes impose actions upon "staff members" and "employees," which therefore cannot be devolved to "contractors," who in fact are generally alone on evenings, weekends and legal holidays. Although rare in CCCs, certain emergencies may result in problems with compliance, particularly concerning "cell" searches. In this regard, legally, a room in a CCC constitutes a cell and entails the legal obligations associated with searches, which must be conducted by at least two CSC "employees". Because the Act or Regulations require that a staff member carry out the search, other than those that can be carried out by a person who is not an employee, this search cannot be performed.

The component of personal property that can be legally inspected by two officers or "contractors" when entering or leaving a CCC does not appear to be clearly defined within the meaning of the Act with respect to the possibility that a contractor can be authorized to pack, store or secure personal property, whereas certain situations occur when only one or more contractors are on site.

Staff observations and recent consultations with offenders and their families have confirmed that distance from resources, isolation, idleness and non-productive occupations contribute to loss of motivation and the ability to cope, breaches of conditions, episodes of being unlawfully at large and possibly also recidivism. Community reintegration assistance for offenders in CCCs, as provided for in CD 714, in conjunction with the legal obligation to promote offenders' safe reintegration into the community, is also a major factor in reducing rates of recidivism, suspension and revocation. This aspect seems to be a shortcoming in intervention under the current staffing model, with all other legal obligations, duties and standards, particularly regarding control, taking priority as a result of a shortage of time and resources. The current staffing model is very inadequate in terms of helping offenders take responsibility for themselves in the

community and stepping up engagement in the community while facilitating safe reintegration and, incidentally, significantly lower costs than those incurred when offenders are reincarcerated.

Recurrent problems in managing available spaces are also a major concern from the dual standpoints of the law and community reintegration. Legally, it is necessary to take into account release after such period as is necessary to implement the decision.¹⁹ A shortage of spaces available in CBRFs can result in the detention of offenders who were granted discretionary release, the only status allowed in such facilities until a place becomes available. Consequently, instead of being in the community, low-risk cases are kept temporarily in the institutions, with all the attendant costs, whereas other, high-risk cases are directed at the last minute to CBRFs that are not compatible with the community strategy. The effort expended to motivate offenders in such a context is not always successful in reducing the ensuing loss of control and suspensions, generating new failures and significant costs associated with reincarceration. In its strategies, CSC must therefore manage available spaces for releases that cannot lawfully be delayed and facilitate safe community reintegration. This means that CBRF bottlenecks must be relieved by developing alternative measures that could mitigate this risk.

In addition, some offenders may have to be referred to CCCs instead of CRFs after being turned down at CRFs due to a shortage of space, in order to safeguard victims, or, in some cases, to maximize community reintegration in accordance with the principle of least restrictive measures (CCRA, ss. 4 and 8) to ensure the inmate receives the most effective programs at the appropriate time in his or her sentence (CCRR, s. 102.(1)), to foster the most effective community strategy established by the case management teams in the institutions and in the community.

Given the obligations stemming from the Act and the many directives, procedures and responsibilities of all kinds (such as health and safety, fire safety, searches, personal effects, allowances, medical services, escort, WHMIS, CPR, facility maintenance, vehicle fleet), the current staffing model is neither uniform nor adequate to meet and comply with all of the obligations and responsibilities associated with security, maintenance and facilitation in the CCC system or with all other related duties, which constitute an ever greater share of the workload of CCC "reintegration workers."

As set out in the CCRR, to ensure a safe and healthful penitentiary environment, the Service shall ensure that all applicable federal health, safety, sanitation and fire laws are complied with in each penitentiary and that every penitentiary is inspected regularly by the persons responsible for enforcing those laws. CD 320 sets out the legal parameters for the maintenance of real property, facilities and equipment in accordance with applicable federal, provincial and municipal regulations and standards. It also provides for the participation of inmates where appropriate and practical, promoting the development of requisite skills through training and the use of inmate labour. The CCRR (ss. 121 and 122) also addresses compensation for death or disability that may be payable to offenders involved in work in CCCs.

Although CCCs are subject to these obligations, they do not have the resources they need in terms of expertise, competencies and appropriate number of staff to perform these duties fully and adequately. The staff cannot train inmates, other than using their potential workforce on an as-required basis, given their unstable nature and the need to ensure CCC staff safety. A number of staff members and Commissionaires are currently being tapped in an effort to identify and solve various problems, even though these duties fall outside their areas of expertise and their work descriptions. There is a risk of injury to staff. Intervention and health and safety parameters are poorly defined. The CCCs need an employee,

¹⁹ (CCRA, s. 124. (2)); for non-discretionary cases, a fixed release date; and, for the numerous LTSO cases, the likelihood of returning to a CBRF within 30, 60 or 90 days (maximum period), or on the next SRD if recommitted (CCRA, s. 135.1).

or the assistance of an expert from a nearby institution or a contractor able to assess, diagnose and maintain the facilities on a permanent basis in accordance with current standards, including the Building Code.

The same holds true in terms of requirements for personnel for general facilities maintenance, i.e., small jobs and housekeeping. Even though inmates are assigned some of these tasks, they often cannot be relied upon to perform all of them. The consequences are such that the CCCs are often poorly maintained, and staff work in unsanitary and unhealthy conditions. There is also the issue of staff complaints.

For its part, the Community Parole Officer (CPO) continues to be the cornerstone of the case management team, coordinating the ever-increasing workload of the multidisciplinary staff while making sure to comply with all of the requisite standards and procedures and shouldering greater responsibility, especially in the CCCs. The advent of residency requirements and LTSOs, the conditions set by PBC, and CSC instructions sometimes mean that the offender has little or no access to the community without escort at all times. Increasingly, CSC is managing these residency cases as detention cases. This type of case monopolizes significant resources at CCCs and CSC should assess this issue, which may grow over time.

The CCRA gives numerous powers to the institutional head. Even though the legal definition and accountability are initially incumbent on the District Director and then the Area Director, despite the fact that CCCs are considered separate institutions, in reality these functions are assigned locally to the person in charge of the CCC, with more duties and accountability than is assumed by POS in parole offices. The duties and classification of CCC directors or managers, whose job title and duties are also not standardized, should be reviewed.

The profile of CCC residents in terms of ageing, illness and health problems considerably increases obligations in terms of services that need to be coordinated with the community, particularly hospitalization procedures, care, trustee, and medical appointments. This is very difficult to manage in CCCs without staff, medical assistance or expertise. Medication management is a complex and very demanding task for CCCs when inmates are about to be released and will have to manage their medication by themselves. Greater flexibility in CDs in that regard and regional support are vital in order to fulfill obligations and contracts and for invoicing, which is becoming increasingly complex for the office administrators.

Based on our observations, many at-risk offenders have not completed national institution-based programs at the time they are discharged to CCCs. We believe it is imperative to review strategies in this regard. Where necessary, the support of a psychologist or other contractor should be available to quickly meet the needs that cannot be addressed by a program at the time of release.

In some cases, legal obligations necessitate the use of interpreters and/or Elders or other ethno-cultural individuals, and these services should be funded according to need.

CD 715, Community Supervision Framework, does not provide for the safety of contractors who go out into the community, e.g., for urinalysis. We wonder about CSC's accountability in that regard.

Thus, the current staffing model makes it very difficult for CSC to meet not only its legal and safety obligations, but also its obligations in terms of engagement in the community while promoting safe community reintegration.

III. Environmental Analysis

Current Political and Operational Context

The current political and operational environment poses many unique challenges for the organization. In the absence of a clearly defined role and target population for CCCs, this environment risks creating additional pressures and challenges for the Service. Relevant considerations within the current operating environment include the following:

- ✓ Imminent increase in the offender population as a result of legislative changes;
- ✓ Operational inconsistencies across and within Regions;
- ✓ Changes in the offender profile, including a decrease in the average sentence length, an increase in the number of violent offenders, offenders with gang affiliations, elderly offenders, etc.;
- ✓ Recent and growing trends in Parole Board of Canada (PBC) decision-making, such as a decrease in positive discretionary releases decisions, an increase in Statutory Release with Residency (SRR) and Long Term Supervision Orders with Residency (LTSOR), more releases from maximum-security environments, etc.;
- ✓ Increased media focus on recidivism and sensational community incidents;
- ✓ Increase in the profile of victims' voices and victims' services; and
- ✓ Changes in staff demographics, e.g. younger staff, less correctional experience, etc.

Perhaps more important that the considerations noted above are the challenges and/or implications that arise from these considerations - for staff, offenders, and the public at large. The table below illustrates the potential impact of relevant political and/or operational considerations.

Political and/or Operational Considerations	Associated Challenges and/or Implications
Increase in the offender population	Increased human, financial, and infrastructure pressures
Operational inconsistencies across and within Regions	Potential increase in staff grievances and larger union issues; Inconsistencies could also be raised in Board of Investigation (BOI) findings, should incidents occur
Decrease in average sentence length	Less time to complete required correctional interventions and comprehensive reintegration plans prior to release
Increased diversity in offender demographics, e.g. violent offenders, gang affiliations, elderly offenders, offenders with mental and physical health needs, Aboriginal offenders, ethno-cultural offenders, etc.	Increased pressure to respond to unique accommodation needs

In addition to Case Management Teams seeking alternatives to residency (e.g., creation of reporting centres), the Service must also encourage the development of other housing options, such as supervised apartments, hostels, specialized accommodations tailored to clients' needs, etc. CSC must also maximize the involvement of volunteer resources, who can provide support to residents, assist with housing searches, promote involvement with pro-social activities, service to the community, maximize community involvement, etc.

3) The unique nature of CCCs is not recognized in the organization's communications, directives, processes, etc.

- As noted in the preceding chapter (III), several CDs and processes applicable to institutions do not apply to CCCs, but are imposed anyways; as a result, compliance issues arise, and staff must constantly justify why particular CDs are not relevant to the community.

4) Retention of CCC staff

- Accountability for at-risk clientele and the relative weight of duties and responsibilities in the CCCs can lead to staff stability and/or retention issues;
- Hiring of younger and inexperienced staff increases the risks associated with CCCs' ability to comply with relevant legislation;
- CCC-based POs have the added responsibility for searches; and
- POSs in CCCs have the added responsibility of managing a 24/7 residence; managing a multi-disciplinary team; and managing and being in constant contact with a clientele that is typically higher risk than their peers.

5) Infrastructure

- A number of facilities are known to be in poor condition and in need of major renovations over the short and medium term. This need could result in a temporary decrease of community intake capacity, an increase in the transfer of offenders to other CBRFs, and an increased potential for adverse community response.

Recent and growing trends in PBC decision-making, e.g. decrease in day parole, increase in SRR, LTSOR, releases from maximum-security, etc.	Increase in community accommodation requirements and pressures; increase in the risk to personal safety of staff, offenders and the public
Increased media focus on recidivism and sensational community incidents; decreased tolerance for general and violent re-offending	Increased scrutiny from media outlets; decrease in citizen support for offender reintegration
CRF capacity to adapt to the changing profile of the population.	Increased pressure to accommodate higher risk/need offenders in CSC-operated facilities; increased strain on partnerships with community agencies
Increase in the profile of victims' voices, victims' services, and associated information sharing requirements	Potential increase in release planning requirements, i.e. increased attention to offenders' release destination and related victim sensitivities
Changes in staff demographics, i.e. younger staff, less correctional experience, etc.	Potential increase in community incidents due to lack of correctional experience and expertise

Additional Challenges

1) Serious and recurrent capacity issues in CCCs/CRFs in recent years

- Significant increase in residency cases and their length of stay in CBRFs, particularly LTSO cases / high-risk sex offenders with lengthy periods of supervision extended by new convictions;
- Recurrent delays in PBC decisions, especially for residency cases. As a result, this situation jeopardises the offender's release plans and increases the stress factors in relation with the release. Potential impact on motivation, number of offenders unlawfully at large/suspended/revoked, higher incarceration costs, increased risk of recidivism, greater public dissatisfaction, and risk to the organization;
- Heavier workload for institutional and community POs, and POSs, e.g. management of waiting lists, need for immediate bed space, intake of difficult offenders, management of a number of suspended cases, searches for offenders unlawfully at large, etc;
- Difficulty complying with certain CDs, e.g. case conferences and knowledge of cases prior to release, management of supports, follow-up in UAL cases;
- Need to set aside spaces for last-minute decisions and/or for impending return to community of LTSO cases; and
- Sometimes results in day parole cases waiting in the institution.

2) Seriousness of Risk: Residency Cases

- Limitations in terms of support, supervision and intervention for very high-risk LTSO cases;
- Continuous management of virtual caseload, consisting of suspensions, UAL, LTSO, etc.

IV. Moving Forward: A New Vision for CCCs

To continue to enhance public safety, CSC has defined six corporate priorities that guide the Service as it encourages and assists offenders to become law-abiding citizens. CSC's first priority focuses on the safe transition of eligible offenders to the community. This process is initiated at the beginning of an offender's sentence, with the creation of an individualized correctional plan. This plan guides offenders throughout their rehabilitation with the goal of preparing them for safe and successful reintegration.

The importance of community corrections is again echoed in CSC's Transformation Agenda, which aims to strengthen community corrections capacity. A major part of this effort includes clarifying the role of CRFs and CCCs, in order to enhance the efficiency and effectiveness of the options available within the community correctional continuum. Much work has been done in this regard and CSC is now well positioned to consider the new vision and direction for CCCs proposed in this report.

Specifically, the Working Group believes that CCCs can enhance their role in the gradual, structured, and timely reintegration of offenders, thereby increasing public safety. By adopting a clearly defined role statement and an enhanced staffing model that addresses static and dynamic security needs while increasing capacity to respond to the reintegration needs of offenders, CCCs can increase their contributions to the safe transition of higher risk, higher needs offenders into the community. It is believed that this approach will help ensure that offenders are less likely to violently re-offend, while simultaneously enhancing community partnerships, increasing the safety and security of staff and offenders in the community, and increasing public confidence in CSC.

Role Statement

To maximize the Service's contributions to public safety, Community Correctional Centres (CCC) provide a structured and intervention-centered living environment for offenders on release to the community. More specifically, CCCs accommodate offenders who, by virtue of their profile or circumstances related to higher levels of risk or need, are unable to secure other appropriate accommodations to facilitate a safe, gradual and structured return to the community.

This population typically includes offenders:

- On legislated release where residency has been imposed by the Parole Board of Canada (PBC);
- Whose physical or mental health needs present a unique transition challenge; and
- Whose crime or case specifics preclude their integration into an alternate community

Guiding Principles

The CCC Review Working Group has identified six primary guiding principles that it believes will encourage the development of an environment that is conducive to meeting the needs of CSC staff, CCC residents, and Canadian communities. Reflecting the key assumptions that shall serve to guide the daily operations of CCCs, all actions and decisions should consider these principles, as they are deemed to be essential in fulfilling the CCC Role Statement over the long-term.

Principle #1:

- Enhance our capacity to effectively address the static and dynamic needs of CCC residents on a 24/7 basis, while simultaneously enhancing the social reintegration function of CCCs, in order to effectively transition some of CSC's highest risk, highest need offenders, and ensure public safety.
 - ✓ CCCs are legally defined as a penitentiary, and as such, are responsible for providing offenders with accommodations and reintegration interventions in a secure environment that operates on a 24/7 basis.
 - ✓ CCCs must provide an environment that responds to both the security requirements and reintegration needs of residents.

Principle #2:

- Continue to provide adaptable and flexible accommodation capacity in keeping with the diversity of the current offender profile, while retaining a focus on higher risk, higher need offenders.
 - ✓ CCCs should be able to accommodate offenders with both general and specialized needs, while increasing capacity to effectively respond to the diverse and complex needs of the target group.
 - ✓ While CCCs shall remain non-exclusive in their admission criteria, efforts should be geared towards ensuring that the vast majority of CCCs beds are reserved for higher risk offenders who meet established criteria, rather than offenders on conditional release.
 - ✓ Offenders who obtain positive discretionary release decisions should be directed towards less structured accommodation options when and where available, including CRFs, Private Home Placements, Alternative Community Beds, and supervised apartments.

Principle #3:

- Enhance the availability of correctional programs and other reintegration interventions provided to offenders in CCCs, in order to actively decrease their risk and enhance public safety results.
 - ✓ Residency in a CCC shall provide offenders with an opportunity to actively decrease their risk level through timely participation in correctional programs that have proven to reduce recidivism by upwards of 63%.
 - ✓ Through the introduction of Reintegration Workers, CCCs shall also enhance their capacity to effectively monitor, supervise and support residents in their day-to-day activities, and continue to apply dynamic security measures.
 - ✓ Increasing interventions capacity in CCCs simultaneously increases the potential for offenders to undergo a gradual and structured transition to the community that includes other accommodations options.

Principle #4:

- Increase communication and collaboration with internal and external partners in the correctional continuum, to ensure that CCCs operate in a highly integrated manner, and successfully perform a transitional function.
 - ✓ CCCs to liaise with releasing institutions on a consistent basis, in order to: develop a greater understanding of residents' risks and needs; corroborate behavioural indicators and staff observations; assess progress; make informed recommendations; and facilitate informed case management decision-making.
 - ✓ To facilitate a transition to CRFs that can better address an offender's specific needs, CCCs shall liaise with CRFs as needed to keep them abreast of progress achieved against correctional

plans. This communication will help ensure that CRFs are prepared to re-review cases for potential acceptance, thereby increasing the flow-through capacity of CCCs while facilitating a gradual, structured and supervised transition into the community.

- ✓ CCCs to make greater use of reintegration resources available within the District, including Community Corrections Liaison Officers (CCLOs); Aboriginal Community Liaison Officers, and Community Security Intelligence Officers (SIO). The development of guidelines, committing a certain proportion of FTEs to CCCs where feasible, would ensure that resources are re-aligned in a way that reflects organizational need, as CCC offenders typically represent those with the highest risk and needs in the community.

Principle #5:

- Increase opportunities for citizen engagement - in the form of volunteers, CACs, NGOs, non-traditional partners and the community at large - in order to ensure the effective operation of CCCs and increase public support for the correctional process.
 - ✓ Capitalize on existing District resources, such as Volunteer Coordinators, Elders, Employment Coordinators, etc.
 - ✓ Establish a wide network of community resources to facilitate the reintegration process, e.g. community counselling and support groups, community skills-based workshops, etc.
 - ✓ Engage the broader community by hosting community events
 - ✓ Give back to communities by having offenders performing volunteer work .
 - ✓ This engagement serves a dual purpose by providing a socialization function for offenders, while increasing community acceptance of and engagement in the reintegration process.

Principle #6:

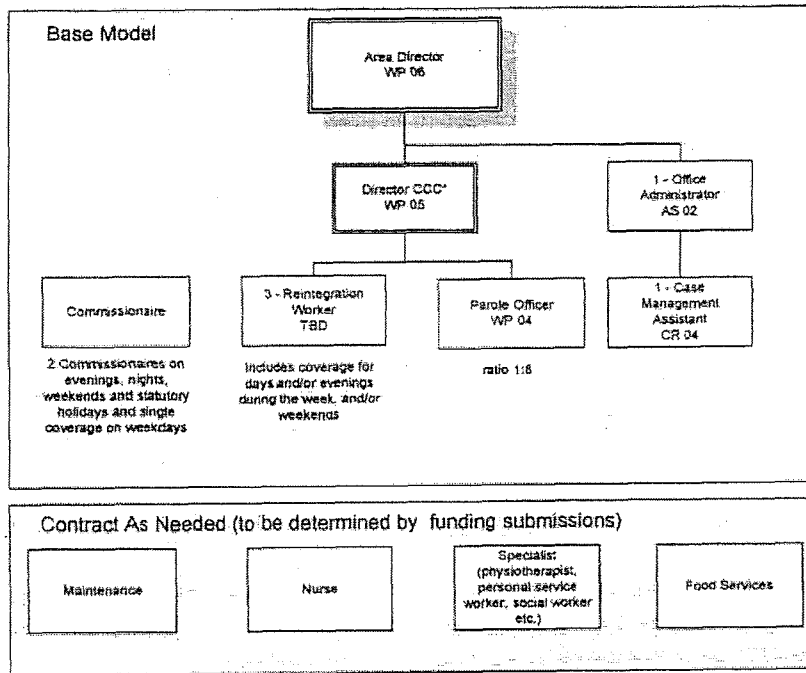
- Continue to provide a work environment with a high level of employee retention, ensuring consistency and continuity in service provision.
 - ✓ Increase efforts to retain a qualified employee base to ensure the operations of CCCs continue to benefit from staff experience and expertise over the long-term.
 - ✓ Ensure that CCC staff feel valued by the organization, and that the challenges of working in this unique correctional environment are recognized.
 - ✓ Work collaboratively with union partners to ensure employee concerns are addressed in a fair and timely manner.
 - ✓ Enhance efforts to increase staff retention, in order to promote effective relationship and rapport-building with residents and enhance dynamic security.
 - ✓ Specialised training related to the on-site offender's specific needs

Proposed Staffing Models

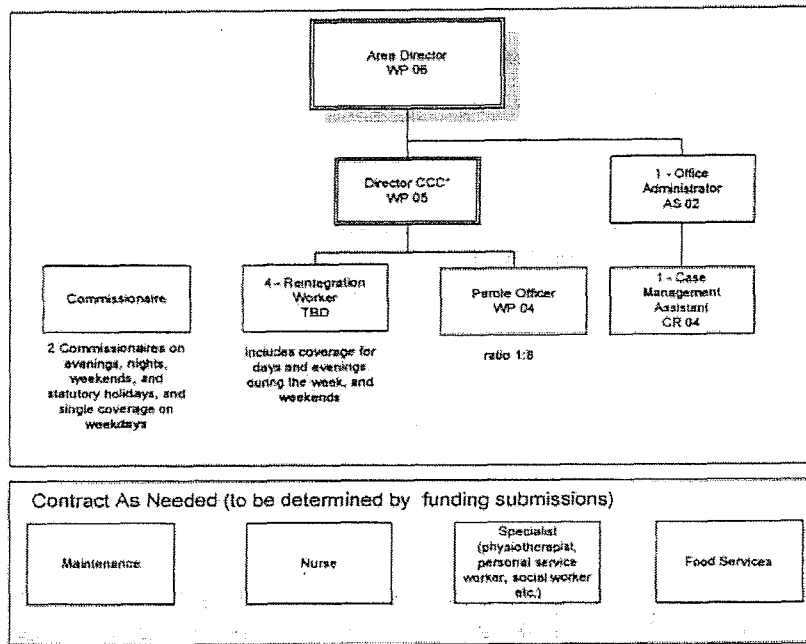
In order to address the weaknesses of the current staffing models, two proposed models have been developed (see Model 1 and 2 below). Both of these models propose the introduction of the Reintegration Worker and an increase in resources, in order to more effectively support the operations of CCCs and enhance the Service's capacity to respond to the needs of higher risk/need offenders.

The current staffing model (Model 3) is also being presented for consideration.

Model 1²⁰



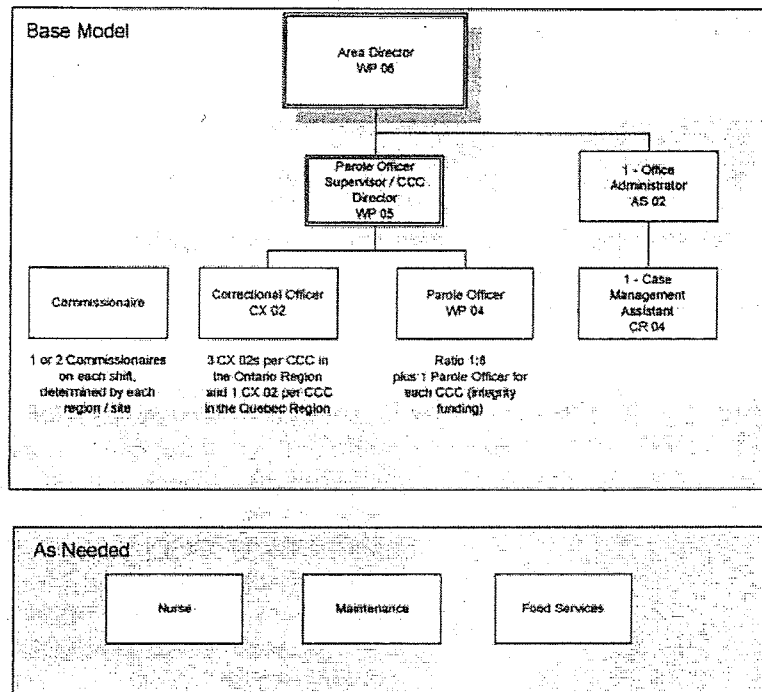
Model 2²¹



²⁰ See recommendation *Enhancing Capacity to Respond to Regional Distinctions and Site-Specific Needs* for further information on the Contract as Needed (to be determined by funding submissions).

²¹ See recommendation *Enhancing Capacity to Respond to Regional Distinctions and Site-Specific Needs* for further information on the Contract as Needed (to be determined by funding submissions).

Model 3



Total Costs for Staffing Models

	Less than 32 Residents	32 Residents and more
Model 1 ²²	1,232,680	1,320,760
Model 2 ²³	1,316,800	1,404,880
Model 3 a) ²⁴ (Ontario Model)	1,157,680	1,245,760
Model 3 b) ²⁵ (Quebec Model)	902,380	990,460
Model 3 c) ²⁶ (Atlantic, Prairies and Pacific Model)	818,200	906,280

²² See Annex D Table 5 for a detailed breakdown of costs.

²³ See Annex D Table 6 for a detailed breakdown of costs.

²⁴ See Annex D Table 2 for a detailed breakdown of costs.

²⁵ See Annex D Table 3 for a detailed breakdown of costs.

²⁶ See Annex D Table 4 for a detailed breakdown of costs.

Strengths and Weaknesses of Proposed Models

Model 1: includes three Reintegration Worker positions, in line with the CCC role statement, the Transformation Agenda and the Report on Key Elements of the Correctional Continuum, including the transformation of community correctional services.

STRENGTHS	STRATEGIC CONSIDERATIONS
ORGANIZATIONAL <i>Strengthening the community corrections infrastructure</i>	
<p>A staffing model which is fully funded and nationally consistent, that ultimately reports to an Area Director.</p>	
<p>CCC teams are managed by WP-05s, who supervise front-line staff. These CCC managers can focus solely on the operations of the CCC, rather than administrative tasks.</p>	<p>Despite the standardization of roles under this model, this position's classification could be reassessed with respect to level of effort, skill, responsibility and working conditions, in the context of the CCC clientele, the risk management this clientele requires, and the situation of urban/rural CCCs. The addition of new staff under this position's responsibility should also be considered.</p>
<p>The presence of two support staff ensures a constant presence at CCCs. They also perform case management functions, which are numerous and often urgent in the CCCs. Partnerships with other CCCs or with parole offices are necessary to provide interim clerical support in the absence of on-site staff.</p>	<p>Retaining support staff in CCCs is problematic due to the unique working conditions and the nature of the clientele.</p>
SECURITY / REINTEGRATION <i>Increasing security of community staff members; strengthening the community corrections infrastructure; enhancing community interventions; housing</i>	
<p>Canadian Corps of Commissionaires personnel serve as 24/7 security officers, which provides quality services at a reasonable cost.</p>	<p>Work performance may fluctuate based on the experience and abilities of the commissionaires who are assigned.</p>
<p>Two commissionaires are on duty per shift, with the exception of day shifts during the CCC's normal hours of operation. Therefore, at least two staff members are at the CCC at all times to perform security tasks, including monitoring staff/offender comings and goings, conducting security rounds, taking head counts and collecting the personal effects of offenders suspended on release. These tasks can be performed simultaneously, without leaving any workstation vacant. It seems to be necessary to have at least</p>	<p>The cost of Canadian Corps of Commissionaires services doubles in most CCCs, from around \$200,000 to around \$400,000 per year.</p>

<p>two staff members at CCCs at all times, given the security responsibilities assigned to commissionaires, the degree of risk posed by offenders in CCCs and the intervention/reaction capacity that on-site staff must have in emergency situations to ensure public safety.</p>	
<p>A set number of Reintegration Workers (3) in CCCs allows for a stable, flexible work schedule and for day and evening shifts during the week and, exceptionally, on weekends to be covered. The proposed work description and staffing model allow Reintegration Workers to be highly involved in the guidance, counselling, support, assistance and adaptation of offenders, and to contribute to developing and maintaining volunteers and volunteer organizations. In this way, and by regularly attending case conferences with POs, they can make a greater contribution to risk management, during two weekly shifts.</p> <p>Their presence also ensures that offenders at CCCs make more productive use of their time by participating in activities and meetings with the Reintegration Worker. Their presence during shifts will increase dynamic security, the presence of commissionaires on duty will increase static security, and both will enhance the overall security of CCCs.</p>	<p>This model entails higher operating costs in all of CSC's CCCs, three additional FTEs in each CCC across the country (\$4,040,640).²⁷</p> <p>Weekend and statutory holiday shifts are not regularly covered by CSC staff, which means that the intervention and follow-up required in CCCs are not done during those times.</p> <p>The work description proposed for this position will need to be validated and classified.</p> <p>This represents additional staff under the supervision of the CCC manager.</p>
<p>The proposed ratio for PO positions will enable the team to handle the increased number of LTSO cases in CCCs and to supervise all residency cases, which make up most if not all of the workload in most CCCs and involve frequent community supervision in order to ensure public safety. This ratio will also allow POs to better manage both on-site cases and those under suspension and will mean a more reasonable distribution of the workload, closer monitoring of offenders, the ability to meet staff safety needs more effectively and more regular collaboration with CCLOs and SIOs. The model proposes a ratio of 1 PO per 8 offenders. It must be based on each CCC's capacity and must allow for the addition of another PO as soon as this ratio is exceeded (e.g. 4 POs for a CCC with 25 spaces).</p>	<p>This model entails increased operating costs in most of the CSC's CCCs.</p> <p>CCCs requiring 3 POs: 3 CCCs requiring 4 POs: 10 CCCs requiring 5 POs: 3</p>
<p>The security systems installed in CCCs must be standardized and include, in particular, a means</p>	<p>Each CCC's needs will have to be assessed; the necessary adjustments and installations will mean</p>

²⁷ Costs include the 20% in benefits and are based on the CX-02 classification.

<p>of identifying visitors, the monitoring of entrances and exits, personal portable and fixed point alarms, anti-contraband and anti-vandalism windows, video surveillance/recording of common areas for offenders and administrative areas, the safeguarding of records, fire and power outage protection.</p>	<p>an additional cost.</p>
<p>TECHNICAL <i>Strengthening the community corrections infrastructure</i></p>	
<p>Small jobs and general maintenance are coordinated by the Reintegration Worker. Other types of work will be carried out under a service contract with a contractor/specialist. Support may be provided by nearby institutions. Large jobs can be performed by CORCAN or other companies, with the authorization of Regional Technical Services.</p>	<p>This will require a sufficient operating budget. This budget will need to be determined for each unit according to need, which will mean increased operating costs for each CCC.</p> <p>It will be necessary to determine, clarify, systematize and formalize exchanges of services between institutions, Regional Technical Services and the CCCs in question. Even with the current status of CCCs as minimum-security institutions, these exchanges seem to be rare.</p>
<p>Housekeeping chores required to be performed by offenders will decrease, as housekeeping chores for administrative areas will now be undertaken under a service contract with a specialist.</p> <p>More staff available to supervise offenders performing housekeeping chores; ensures more consistency.</p>	<p>This will require a sufficient operating budget. This budget will need to be determined for each unit according to need, which will mean increased operating costs for each CCC.</p>
<p>In CCCs, the necessary supplies to house offenders, and the transportation of offenders' personal effects to other institutions, must be included in the bundled procurement process by the institutions and the Physical Assets Branch (PAB). This will mean substantial savings for CCCs.</p>	<p>It will be necessary to determine, clarify, systematize and formalize, in each Region, how CCCs are to be integrated into the procurement process for institutional supplies from CORCAN and the use of the PAB budget; the CCC status as institutions may resolve this aspect of implementation.</p>
<p>Nurses or support services are available to provide health care, given the increasing health care and medication needs of the target population. CCCs may call on a nursing agency, a nearby institution or form a team of casual staff.</p>	<p>This will require a sufficient operating budget. This budget will need to be determined for each unit according to need, which will mean increased operating costs for each CCC.</p> <p>It will be necessary to determine, clarify, systematize and formalize exchanges of services between institutions and the CCCs in question.</p>
<p>PROGRAMS <i>Enhancing community interventions</i></p>	
<p>Offenders in CCCs take part in programs offered by correctional programs officers (CPOs)</p>	<p>However, it is vital that offenders have access to appropriate correctional programming while they</p>

<p>assigned to the districts (no CPOs are assigned exclusively to CCCs). Offenders in CCCs are quickly assigned to programs, given their considerable needs (high risk).</p> <p>This staffing model will support the correctional continuum between institutions and the community, as well as resource sharing and cooperation between units and partners in each District.</p>	<p>are in the institution.</p> <p>Increasing CRF bed space and/or reducing residency cases would support release planning, as directed in policy.</p>
<p>CCCs can rely on the services provided through parole offices and/or institutions. Although these services vary among CCCs/districts/institutions, they typically include psychologists, community chaplains, Elders/Aboriginal community liaison officers, Community Corrections Liaison Officers and Security Intelligence Officers.</p>	<p>Despite the nature of the clientele in these centres, timely access to these services for both offenders and staff at CCCs cannot always be guaranteed.</p>
<p>CCCs will have additional resources to contract specialists to ensure that each CCC has the capacity to respond quickly to the specific needs of their residents.</p>	<p>Additional resources for the operating budget will vary from one CCC to another.</p>

Model 2: includes four Reintegration Workers, in line with the CCC role statement, the Transformation Agenda and the Report on the Key Elements of the Correctional Continuum, including the transformation of community correctional services.

The other items in Model 1 remain the same.

STRENGTHS	STRATEGIC CONSIDERATIONS
<p>SECURITY/REINTEGRATION <i>Increasing security of community staff members; strengthening the community corrections infrastructure; enhancing community interventions; housing</i></p>	

<p>A set number of Reintegration Workers (4) in CCCs allows for a stable, flexible work schedule and for day and evening shifts during the week to be covered, as well as a shift on weekends and certain statutory holidays. The proposed work description and staffing model allow for Reintegration Workers to be highly involved in the guidance, counselling, support, assistance and adaptation of offenders, and to contribute to developing and maintaining volunteers and volunteer organizations. In this way, and by regularly attending case conferences with POs, they can make a greater contribution to risk management, during two weekly shifts and one shift on weekends and on some statutory holidays. Their presence also ensures that offenders at CCCs make more productive use of their time by participating in activities and meetings with the Reintegration Worker. Their presence during several shifts, and the presence of the commissionaires on duty, will also increase security at CCCs.</p>	<p>This model entails higher operating costs in all of CSC's CCCs, four additional FTEs in each CCC across the country (\$5,387,520).²⁸</p> <p>Overtime for work on statutory holidays could be paid out in compensatory leave or in cash, depending on the collective agreement that applies to the position.</p> <p>The work description proposed for this position will need to be validated by the CSC and the classification will need to be determined.</p> <p>This represents additional staff under the supervision of the CCC manager.</p>
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Model 3 is status quo. CCCs would continue to operate as is, with the strengths and weaknesses already identified above; however a review of relevant policy would occur to clarify the role and operations of CCCs; a review of the current staffing model would also be conducted to better align CCCs with current resourcing levels and introduce some national consistency.

Recommendations

In addition to the enhanced staffing models proposed by the Working Group, a series of recommendations is also being put forth for consideration and approval. These recommendations, once implemented, would help ensure the effective and consistent operations of CCCs, as there are specific gaps and issues beyond those that can be addressed through an enhanced staffing model. These recommendations have been grouped into nine themes, and are described below.

Policy Amendments

- That CD 706 be amended so as to redefine "Community Correctional Centre" as a security classification in and of itself, i.e. while CCCs would remain penitentiaries, they would no longer be classified as minimum-security institutions.

That a comprehensive review of all current CDs be undertaken to ascertain which ones contain implications for CCCs, in order to integrate the majority of relevant information into one or two CDs that are specific to the operations of CCCs, where reasonable and feasible.

²⁸ Costs include the 20% in benefits and are based on the CX-02 classification.

Security Enhancements

- That personal and community security in CCCs be enhanced by requiring that a minimum of two employees and/or contract workers be present on all shifts.
- That the Request for Proposal - and resultant National Master Standing Offer - for Commissionaires be enhanced to ensure national consistency in the duties required to be performed.
- That a national review and analysis of static security requirements in CCCs be conducted, in order to propose a minimum national standard, as well as acquire the requisite equipment²⁹ to assist CCCs in complying with the identified standard. To this end, the Working Group is recommending that the following elements be reviewed and considered, at minimum:
 - Need for fixed alarms in offices where offender interactions may occur, including routing of fixed alarms;
 - Need for portable, self-testing alarms that have the capacity to identify an individual's physical location within the CCC;
 - Camera, screen, and motion detector requirements, including physical placement of equipment, e.g. entry and exit points, sign-in areas, sides of facility, etc.
 - Fire alarm requirements;
 - Value of implementing an electronic swipe card system as a long-term cost-saving measure, given the costs associated with re-keying facilities when keys are lost or misplaced;
 - Standards for key control;
 - Need for cell phone jammers and radius capabilities/options
 - Need for standardized house rules, e.g. authorized visiting areas
 - Training requirements to increase familiarity with purpose and functioning of security equipment
 - Legal requirements associated with the need to advise that the facility is under surveillance

Enhancing Shared Services

- That when CCCs are located within (or close to) the penitentiary reserve, shared services be arranged to ensure proper maintenance and upkeep, and the effective provision of health services, among other potential areas.
- That when CCCs are not located within (or close to) the penitentiary reserve, adequate resources be provided to ensure the effective provision of required services through contractual agreements, such as health services, building maintenance, and upkeep.
- That CCCs be provided the same access as institutions to the National Master Standing Offer(s) for the provision of accommodation necessities, e.g. towels, sheets, etc.
- That the costs of transporting the personal effects of offenders to institutions from CCCs be covered by the budget of the Directorate of Material Resources, as is the case among institutions.

Human Resource Requirements

- That the proposed work description for the position of Reintegration Worker be reviewed by Human Resource Management Sector, and classified in terms of group and level.

²⁹ Security Branch has agreed to absorb costs for security-related devices to increase consistency across the country.

- That the current Parole Officer Supervisor work description be reviewed by the Human Resource Management Sector to determine whether the national generic work description accurately reflects the new roles and responsibilities of the CCC "Director" within the new staffing model.
- That the current reporting structure of mental health units in CCCs be enhanced by having all staff members report to the CCC Director, including POs, Reintegration Workers, nurses, social workers, behavioural technicians, etc.

Increasing Integration

- That CCC Directors work in closer collaboration with Districts to ensure the effective representation of their needs throughout all planning and decision-making processes.

Enhancing Capacity to Respond to Regional Distinctions and Site-Specific Needs

- That a national review be conducted to identify O&M service and associated funding requirements for each CCC, to ensure the accurate distribution of funds and the effective provision of specialized services where need exists.

Increasing Collaboration and Enhancing Community Partnerships

- That Districts work in closer collaboration with CRF partners to fill accommodation gaps in particular areas.
- That CCCs with population profiles that reveal a considerable number of lower risk offenders, and/or offenders on discretionary release, work closely with local CRFs to secure accommodations for those offenders who can safely be managed in a non-CCC environment, in order to increase capacity to accommodate higher risk/need offenders in all CCCs.

Ensuring Appropriate Accommodations for Women Offenders

- That alternate options for higher risk/need women be considered within the broader Community Accommodations Strategy, as CCCs do not currently have the capacity to accommodate women offenders.

Increasing Community Accommodation Capacity

- That each District be provided with resources for one additional project officer to specifically assist with community capacity building and population management planning, in order to proactively respond to the increase in the offender population that will eventually be experienced in the community as a result of Bill C-25 and other current and proposed legislation.

Evaluation

The Working Group is proposing that there be two types of indicators used to monitor and evaluate the results of national CCC enhancements, as per the following:

1. The first set of indicators represent those that will reveal whether or not we have actually implemented the new model. The main focus would be on ensuring that the profile of CCC residents is generally consistent with the identified target population, as specified in the CCC Role Statement. In addition, we will also need track the same population characteristics for CRF offenders in order to ensure that our established criteria is actually resulting in differing populations. Such indicators may include:

- ✓ Whether the proportion of residents on conditional release has decreased;
 - ✓ Examination of reasons in OMS for placement of offenders who are outside scope of target population;
 - ✓ Review of staffing model implemented at each site, to ensure general consistency with approved model.
2. The second set of indicators represent those that will reveal whether the new role and model is achieving the intended results, and actively contributing to the effective management and reintegration of offenders. The most basic would involve comparing outcomes for the population defined by the criteria, which would include, among others:
- ✓ Number of incidents and incident reports;
 - ✓ Number of breaches, suspensions, and revocations;
 - ✓ Number of walkaways / UALs;
 - ✓ Number of criminal charges;
 - ✓ Program participation rates;
 - ✓ Program completion rates;
 - ✓ Average, or median, length of stay;
 - ✓ Length of imposed residency period;
 - ✓ Rates of participation in education programs, employment, etc.;
 - ✓ Changes in reintegration potential;
 - ✓ Recidivism rates (general and violent; pre and post-warrant expiry);
 - ✓ Number and nature of reintegration activities accomplished;

The Community Reintegration Branch (CRB) would work closely with Performance Measurement & Management Reports (PMMR) and use corporate reporting systems to monitor and communicate results with both Districts and Senior Management at NHQ. CRB would also work to integrate some of the following indicators into the Community Management Information System (CMIS), to enhance Branch capacity to monitor and report on community results.

Annexes

Annex A - Mandate



Government
of Canada

Gouvernement
du Canada

MEMORANDUM

NOTE DE SERVICE

To
À

Director, East/West Quebec District
Director, Montreal Metropolitan District

From
De

Regional Deputy Commissioner
Quebec Regional Office

Sécurité Classification - Classification de sécurité

Our file - Notre référence

107-D300-1

Your file - Votre référence

Date

Le 11 avril 2011

Subject
Objet

Mandate concerning CCC security upgrades

Following a decision by the Executive Committee on November 17, 2010, I was instructed to examine CCC staffing, specifically the security component, while performing a national assessment of long-term effects. In order to properly carry out these instructions, I would ask you to examine each of the following items and forward your recommendations to me:

1. Sketch a brief history of CCC development in terms of their financial and human resources in Quebec and Ontario Regions;
2. Develop a clientele profile for each CCC in Quebec and Ontario Regions, including current occupancy rates;
3. Describe existing staffing models used in each of the districts and their costs;
4. Analyze the strengths and weaknesses of existing staffing models from a security perspective among others;
5. Analyze the capacity of the CCCs to comply with the pertinent legislation (Act, CDs, policy, etc.) under the existing staffing model;
6. Examine the various options to upgrade static and dynamic security at the CCCs, specifically in relation to the staffing model and financial and material resources;
7. Determine the cost of the measures proposed in item 6, their implementation and their short, medium and long-term impact;

8. Identify the costs of establishing the measures proposed in item 6 for all CCCs in Canada in terms of human, financial and material resources;
9. Develop a communications plan for implementing the new CCC security staffing models;
10. Identify the criteria for assessing implementation of the new models, measurement methods and timing.

I am asking you to join with the District Directors of Ontario Region, members of the Reintegration Division at National Headquarters and the ADCCS to carry out your mandate.

Your report must be submitted ***no later than May 2, 2011***.³⁰

Johanne Vallée

c.c.: Assistant Commissioner, Correctional Operations and Programs
Regional Deputy Commissioner, Ontario Regional Office
Assistant Deputy Commissioner, Corporate Services

³⁰ The date was subsequently revised to May 27th.

Annex B – Historical Development of CCCs in Ontario and Quebec

The following contains information about the history of each CCC in the Quebec Region.

In Quebec, Maison Saint-Laurent and Maison Painchaud were the forerunners of centres that provide offender housing and supervision; the number of centres like these would rise progressively. The CRFs banded together as an association and negotiated funding agreements that led to the tripartite agreement in the early 1980s, the development and enforcement of accreditation standards, funding based on daily occupation (per diem funding), and a sound partnership with Correctional Service Canada. Over the past decades, the John Howard Society, Service de Réadaptation sociale de Québec, Association des centres résidentiels du Québec, and Association des services de réhabilitation sociale du Québec, among others, have played a key role in the development of offender reintegration programs in Quebec, including supervision, intervention, programs, and the expansion and evolution of CRFs.

The first CCC in the Quebec Region—St-Hubert CCC in Montreal—opened its doors in the 1960s; most of the other CCCs began operating throughout the following decade. The development of the CCC in the Quebec Region was brought about by the great number of day parolees that existed there. The Penitentiary Service and Parole Service (especially after they were merged) as well as the front-line workers were recommending parole in CRF rather than from penitentiaries. In fact, managing the parole cases living in the penitentiaries presented problems, as well, the parolees found more work and had access to more resources in Montreal. In addition, the CRF could not accommodate all the parolees, in particular in the Montreal region, and they were refusing a certain number of cases. As well, the Penitentiary Service at the time wanted to be involved directly in the accommodation and the supervision of parolees. It is in this context that the CCC Laferrière and the parole offices were created in the St-Jérôme, Trois-Rivières, Rouyn and Hull regions.

Over the course of the 1970s, the Quebec regional correctional service opened the Martineau, Hochelaga, Ogilvy, Sherbrooke and Pie-IX CCCs in Montreal, and the Benoît XV CCC in Quebec City and the CCC B-12, which was connected to the Montée St-François Institution at the time; during that time the St-Hubert and Pie-IX CCCs in Montreal closed their doors and were replaced with four new centres. In 1985, the Laferrière CCC opened in St-Jérôme, and in 1992, Benoît XV CCC in Quebec City moved and was renamed the Marcel Caron CCC. The CCC B-12 was closed at the end of the 1980's and the building was renovated to accommodate training needs for CSC employees.

In the past 30 years, some CCCs in the Quebec Region have closed their doors temporarily, reduced their capacity, or adjusted their operations, moving the offender population to CRFs based on fluctuations in the number and types of releases. Nonetheless, the average capacity of each of these CCCs has held steady at nearly 30 places.

With respect to the staffing model, in the beginning the CCC St-Hubert had one director (WP-04), five advisors (WP-02), two clerks, a janitor, and a team of Commissionaires to cover the time outside of working hours. To optimize the work in the new CCC, the Quebec Region made organizational changes that involved having the centres report to the district offices and filling the positions with university graduates and an employee responsible for security. Gradually, it was therefore found that each of the Quebec CCCs had one manager (WP-04 and WP-05), three POs (WP-03 and WP-04), one correctional officer (CX-LUF living unit officer, and CX-02 correctional officer), and two clerical support staff. One security officer—a commissionaire—provided a presence outside regular working hours; for more than ten years now, a commissionaire is also on duty during regular hours.

The staffing model for the Community Mental Health Unit (Martineau CCC) follows the same basic structure, plus four behavioural technicians, one psychologist, and a nursing team that includes one supervisor.

Given that each CCC is established in a CSC-owned building, the set-up, renovations, maintenance, moving and redevelopment has cost hundreds of thousands of dollars in the past 40 years.

This staffing model and other related expenses indicate that the annual cost associated with each offender residing in a CCC in Quebec was approximately \$63,500 in 2008–09. In a CRF with the same capacity, the annual cost was between \$30,000 and \$40,000 for the same year, depending on the type of programs offered.

Until November 2006, the heads of the CCCs reported directly to Montreal District management. Since then, the heads of Hochelaga and Sherbrooke CCCs, as well as the head of the Ogilvy CCC in 2007, have come under the supervision of an area director who is also responsible for the intensive supervision (ISP) team for the District. The head of Martineau CCC reports directly to Montreal District management as head of the mental health unit.

History and Development of each CCC in the Quebec Region

Hochelaga CCC in Montreal, Montreal District

This centre, inaugurated in the 1970s, has nearly always admitted offenders ordinarily assigned to CCCs, namely those on day parole, parole with residency condition, statutory release with residency condition, and long-term supervision order with residency condition. In the 1990s, the Hochelaga CCC temporarily suspended its activities as a government centre, and the building became home to the Intervalle CRF. The CCC reopened following extensive renovations that included reinforcing the security of the external structure, and later, substantial work was done in the offenders' rooms.

In 2007, the Hochelaga CCC again suspended its activities to make way for another phase of major renovations inside the actual building. This stoppage coincided with the resumption of activities at the Ogilvy CCC. However, the difficulties encountered in that community forced the continuation of activities at Hochelaga. This CCC served as a base for the PO members of the Intensive Supervision Program (ISP) team in the Montreal District, while offering a maximum capacity of 16 places for offenders. Its capacity grew progressively owing to the increased number of cases with residency conditions, and the ISP team was supplemented by a team of POs dedicated entirely to the residents.

This CCC continues to accommodate offenders on SRR and LTSOR supervised by its casework team.

Ogilvy CCC in Montreal, Montreal District

This CCC opened in the 1970s with a mission to accommodate, house and supervise parolees with substance abuse problems. Given the group of community organizations prepared to meet these clients' needs and the reduction in mandatory housing needs in the Montreal District, this Centre's specific vocation was no longer necessary, and in early 2002, it became a CCC, receiving mostly inmates in need of temporary housing to tide them over.

These activities continued for a number of months until the Centre completely stopped providing housing and supervision services. Over the course of the following four years, the building housed members of the connectivity team (OMS) and non-profit community organizations.

In 2006, Portsmouth CCC was the subject of negative media reports, due to high-risk offenders being released, which resulted in citizen outcry and a campaign to have Portsmouth CCC moved. In 2008, the Minister of Public Safety vowed that Portsmouth CCC would be relocated and in February 2009, Portsmouth CCC opened at its temporary location on the grounds of minimum security Frontenac Institution. The number of beds was increased to 37, due to the increased capacity.

Given the negative media attention that has occurred over the years, combined with the changing profile of the offenders the CCCs in Ontario now house (strictly SRR and LTSSO-R cases), changes have occurred in the staffing model within Ontario. In 1982 the model included 1 Living unit Officer, which changed to a Correctional Officer II, when the classification changed. Over the years the CCCs in Ontario have increased the CX presence and now the three CCCs each have three CXs.

Annex C - Statistics

Table 1 - Profile of Offenders Currently Residing in CRFs³¹ or CCCs³²

CCCs								CRFs							
	ATL	QUE	ONT	PRA	PAC	NAT	% CCC	% CRF	NAT	PAC	PRA	ONT	QUE	ATL	
DP	12	19	0	30	14	75	17%	57%	1,019	219	210	253	234	103	DP
FP	0	1	0	0	1	2	<1%	3%	60	5	14	10	19	12	FP
FPR	1	4	0	0	6	11	3%	6%	103	20	1	18	54	10	FPR
SR	3	6	2	6	0	17	4%	9%	165	16	48	43	40	18	SR
SRR	37	88	86	16	8	235	54%	21%	368	85	87	111	77	8	SRR
LTSO	1	1	6	4	0	12	3%	<1%	12	2	3	4	3	0	LTSO
LTSOR	3	40	26	11	1	81	19%	4%	64	27	9	19	9	0	LTSOR
TOTAL	57	159	120	67	30	433	100%	100%	1,791	374	372	458	436	151	TOTAL

Table 2 - Release Type for Offenders Currently Residing in CRFs or CCCs³³

CCCs	# Offenders	% of Total CCC Pop	% of Total CRF Population	# Offenders	CRFs*
Offenders over 50	83	19%	20%	363	Offenders over 50
Offenders Serving 3 years less	202	47%	45%	809	Offenders Serving 3 years less
Aboriginal Offenders	80	18%	18%	316	Aboriginal Offenders
Women Offenders	0	0%	7%	135	Women Offenders
Indeterminate Sentences	31	7%	13%	228	Indeterminate Sentences
Gang Affiliation	36	8%	7%	130	Gang Affiliation
Total CCC Population	433	-	34	1,791	Total CRF Population

Table 3 - National Overview of Risk/Need for Offenders Residing in the Community³⁵

Risk	Need			
	High	Medium	Low	Total
High	1,087 (13.9%)	476 (6.1%)	25 (0.3%)	1,588(20.3%)
Medium	732 (9.3%)	1,753 (22.4%)	333 (4.2%)	2,818(35.9%)
Low	90 (1.1%)	789 (10.1%)	2,554(32.6%)	3,433(43.8%)
Total	1,909 (24.4%)	3,018 (38.5%)	2,912(37.1%)	7,839 (100%)

³¹ CRFs include all types of residential options, other than CCCs.

³² Data source: CSC/NPB Data Warehouse. Extraction date: March 6, 2011

³³ Data source: CSC/NPB Data Warehouse. Extraction date: March 6, 2011

³⁴ Does not equal 100%, as some offenders may be part of more than one category, or not fall within any of the categories.

³⁵ Data source: CSC/NPB Data Warehouse. Extraction date: March 6, 2011

Table 4 – National Overview of Risk/Need for Offenders Residing in CRFs³⁶

		Need			
R I S K		High	Medium	Low	Total
	High	388 (21.7%)	179 (10.0%)	11 (0.6%)	578 (32.3%)
	Medium	268 (15.0%)	476 (26.6%)	73 (4.1%)	817 (45.6%)
	Low	37 (2.1%)	189 (10.6%)	170 (9.5%)	396 (22.1%)
	Total	693 (38.7%)	844 (47.1%)	254 (14.2%)	1791 (100%)

Table 5 – National Overview of Risk/Need for Offenders Residing in CCCs³⁷

		Need			
R I S K		High	Medium	Low	Total
	High	257 (59.4%)	37 (8.5%)	1 (0.2%)	295 (68.1%)
	Medium	57 (13.2%)	49 (11.3%)	7 (1.6%)	113 (26.1%)
	Low	1 (0.2%)	13 (3.0%)	11 (2.5%)	25 (5.8%)
	Total	315 (72.7%)	99 (22.9%)	19 (4.4%)	433 (100%)

Table 6 – Atlantic Regional Overview of Risk/Need for Offenders Residing in CRFs

		Need			
R I S K		High	Medium	Low	Total
	High	18 (11.9%)	14 (9.3%)	1 (0.7%)	33 (21.9%)
	Medium	23 (15.2%)	38 (25.5%)	6 (4.0%)	67 (44.4%)
	Low	11 (7.3%)	28 (18.5%)	12 (7.9%)	51 (33.8%)
	Total	52 (34.4%)	80 (53.0%)	19 (12.6%)	151 (100%)

Table 7 – Atlantic Regional Overview of Risk/Need for Offenders Residing in CCCs

		Need			
R I S K		High	Medium	Low	Total
	High	29 (50.9%)	6 (10.5%)	-	35 (61.4%)
	Medium	13 (22.8%)	5 (8.8%)	1 (1.8%)	19 (33.3%)
	Low	-	1 (1.8%)	2 (3.5%)	3 (5.3%)
	Total	42 (73.7%)	12 (21.1%)	3 (5.3%)	57 (100%)

Table 8 – Québec Regional Overview of Risk/Need for Offenders Residing in CRFs

		Need			
R I S K		High	Medium	Low	Total
	High	102 (23.4%)	51 (11.7%)	3 (0.7%)	156 (35.8%)
	Medium	99 (22.7%)	107 (24.5%)	9 (2.1%)	215 (49.3%)

³⁶ Ibid.

³⁷ Ibid.

R I S K	Low	8 (1.8%)	40 (9.2%)	17 (3.9%)	65 (14.9%)
	Total	209 (47.9%)	198 (45.4%)	29 (6.7%)	436 (100%)

Table 9 – Québec Regional Overview of Risk/Need for Offenders Residing in CCCs

		Need			
R I S K		High	Medium	Low	Total
	High	104 (65.4%)	11 (6.9%)	-	115 (72.3%)
	Medium	23 (14.5%)	17 (10.7%)	2 (1.3%)	42 (26.4%)
	Low	-	1 (0.6%)	1 (0.6%)	2 (1.3%)
	Total	127 (79.9%)	29 (18.2%)	3 (1.9%)	159 (100%)

Table 10 – Ontario Regional Overview of Risk/Need for Offenders Residing in CRFs

		Need			
R I S K		High	Medium	Low	Total
	High	88 (19.2%)	32 (7.0%)	2 (0.4%)	122 (26.6%)
	Medium	54 (11.8%)	134 (29.3%)	25 (5.5%)	213 (46.5%)
	Low	8 (1.7%)	41 (9.0%)	74 (16.2%)	123 (26.9%)
	Total	150 (32.8%)	207 (45.2%)	101 (22.1%)	458 (100%)

Table 11 – Ontario Regional Overview of Risk/Need for Offenders Residing in CCCs

		Need			
R I S K		High	Medium	Low	Total
	High	88 (73.3%)	9 (7.5%)	-	97 (80.8%)
	Medium	15 (12.5%)	7 (5.8%)	-	22 (18.3%)
	Low	1 (0.8%)	-	-	1 (0.8%)
	Total	104 (86.7%)	16 (13.3%)	-	120 (100%)

Table 12 – Prairie Regional Overview of Risk/Need for Offenders Residing in CRFs

		Need			
R I S K		High	Medium	Low	Total
	High	87 (23.4%)	35 (9.4%)	3 (0.8%)	125 (33.6%)
	Medium	40 (10.8%)	99 (26.6%)	17 (4.6%)	156 (41.9%)
	Low	3 (0.8%)	47 (12.6%)	41 (11.0%)	91 (24.5%)
	Total	130 (34.9%)	181 (48.7%)	61 (16.4%)	372 (100%)

Table 13 – Prairie Regional Overview of Risk/Need for Offenders Residing in CCCs

		Need			
R I S K		High	Medium	Low	Total
	High	28 (41.8%)	8 (11.9%)	1 (1.5%)	37 (55.2%)
	Medium	3 (4.5%)	10 (14.9%)	3 (4.5%)	16 (23.9%)

Annex D - Legal References

Corrections and Conditional Release Act (CCRA), Corrections and Conditional Release Regulations (CCRR) and Commissioner's Directives (CDs) (as specified).

Community Correctional Centres/Minimum-Security Institutions

CCRA, ss. 2.(1), 2.1 and 133. Community Correctional Centres (CCCs) are institutions and Community-Based Residential Facilities (CBRFs). They receive inmates on day parole (DP), statutory release (SR) with special conditions, and offenders subject to Long-Term Supervision Orders (LTSOs).

CCRA, s. 97. The Commissioner may make rules (a) for the management of the Service;

CCRA, s. 98.(1) The Commissioner may designate as Commissioner's Directives any or all rules made under section 97.

CD 706: Under Commissioner's Directive 706, CCCs are classified as minimum-security institutions.

- "...but due to their role in the community they are not required to conform to all minimum security standards."

- 8 a. "The minimum-security institution will contain those inmates that pose limited risk to the safety of the community..."

CD 566-1, CONTROL OF ENTRY TO AND EXIT FROM INSTITUTIONS (2001-10-17) (important distinctions in CCCs: different risks and needs, no technical means, no staff available, references to CD 566-8 for searches, etc.).

DC 566-8, SEARCHING OF STAFF AND VISITORS (2008-07-25)

Infrequent in CCCs. However, occasional situations may be problematic.

10. Community Correctional Centres are not required to have a section in their Search Plan concerning the routine searching of staff and visitors. Interpretation issue: Does "to have a section in their Search Plan" preclude one-time searches when there is reasonable grounds? (for a visitor? cf. 17.) (for a staff member? cf. 32.) If one-time searches are permitted, CCRA 60.(1) and CCRR 54.(1) (visitors) and CCRA 63. and CCRR 56. (other staff member), provide for action by a "staff member," which is problematic in CCCs, given the lack of "staff" at certain times.

15. In all facilities except minimum security and Community Correctional Centres, there will be a routine non-intrusive search of all visitors upon entering the institution.

17. A "staff member" may conduct a non-routine frisk search of a visitor where the staff member suspects on reasonable grounds that the visitor is carrying contraband or other evidence relating to an offence.

32. Where a "staff member" believes on reasonable grounds that another "staff member" is carrying contraband or evidence relating to a criminal offence and that a frisk search or strip search is necessary to

	Low	-	10 (14.9%)	4 (6.0%)	14 (20.9%)
	Total	31 (46.3%)	28 (41.8%)	8 (11.9%)	67 (100%)

Table 14 – Pacific Regional Overview of Risk/Need for Offenders Residing in CRFs

		Need			
R I S K		High	Medium	Low	Total
	High	93 (24.9%)	47 (12.6%)	2 (0.5%)	142 (38.0%)
	Medium	52 (13.9%)	98 (26.2%)	16 (4.3%)	166 (44.4%)
	Low	7 (1.9%)	33 (8.8%)	26 (7.0%)	66 (17.6%)
	Total	152 (40.6%)	178 (47.6%)	44 (11.8%)	374 (100%)

Table 15 – Pacific Regional Overview of Risk/Need for Offenders Residing in CCCs

		Need			
R I S K		High	Medium	Low	Total
	High	8 (26.7%)	3 (10.0%)	-	11 (36.7%)
	Medium	3 (10.0%)	10 (33.3%)	1 (3.3%)	14 (46.7%)
	Low	-	1 (3.3%)	4 (14.3%)	5 (16.7%)
	Total	11 (36.7%)	14 (46.7%)	5 (16.7%)	30 (100%)

In 1992, the residential centre and CSC Quebec were moved together to a shared building; the CCC is named after the first Director of the East/West Quebec District, Marcel Caron.

This CCC continues to accommodate offenders on SRR and LTSOR supervised by its casework team.

History and Development of each CCC in the Ontario Region

Portsmouth CCC was founded in 1972 in Kingston at the site of a historic limestone building, which was owned by CSC and had previously housed the Warden of a local institution. At that time there were 20 beds.

Montgomery CCC was established in Toronto in 1980, with 10 beds. It was privatized in 1986 and closed in 1988 due to public outcry in response to a murder that was committed by a resident who was on a UTA. At the time of closure there were 14 beds.

Keele CCC was also established in Toronto in 1980 and had 14 beds. The number of beds increased and in 1990 totalled 50; however in 1996, following public outcry regarding a high profile offender release to Keele CCC, the number of beds was decreased to 40 and a cap of 25 percent (10) was placed on the number of sex offenders that could be housed there.

In the fall of 1991, the CSC acquired from Treasury Board the funds to establish 150 additional CCC beds in Ontario by 1995. Increased emphasis was being placed on these centres, as they were believed to be an effective method of integrating offenders in the community, while addressing the problem of overcrowding caused by an increased offender population. It was decided that 12 of the beds would be placed in Kingston at the existing Portsmouth CCC.

Issues related to building permits and non-compliance with municipal by-laws arose and the negative media ensued. Specifically, in April 1992, the Whig Standard ran a front page spread, the first of many, entitled, "Scared to Death: More Rooms Built for Killers, Sex Offenders". The article conveyed the impression that the expansion was solely for those convicted of sexual offences and other violent crimes and made an appeal on behalf of mothers in the area. In response to the article, a residents' group formed in April under the leadership of an accountant and a local paediatrician. Residents in the community were united in feeling "railroaded" into the expansion; they learned of the expansion only upon seeing cement being poured and reading about it in the newspaper. Based on the public opposition, a communications plan was developed and ultimately the expanded CCC was opened with a total of 36 beds and positive press coverage followed. It is noted that a commitment; however was made to not exceed 30 residents.

In 1992, as a result of the promulgation of the Corrections and Conditional Release Act, it was determined that there was a need to establish a CCC in Hamilton and CSC entered into a leasing arrangement with the Salvation Army to provide a temporary location for the Centre in 1992. The rated capacity was and remains at 25 offenders.

In 2003, a murder occurred at Portsmouth CCC and a newspaper article commented on the fact that only one staff member was working that night. It is noted that policy was to have one Commissionaire working back shifts. Following this incident 2 Security Staff were on duty on all back shifts.

In 2004, Hamilton CCC was subject to negative media, due to a resident committing a very violent attack on a local shop keeper. Also in 2004, Keele CCC was subject to negative media attention due to a high risk offender being released, which resulted in public protests.

In 1998, a major incident occurred at the Centre; the commissioner on duty during the night shift became the victim of a murder committed by an unknown person he had allowed in. This incident prompted the implementation of security procedures and the installation of security systems in the Quebec CCCs.

The resumption of housing and supervision activities was planned in 2006 in order to renovate the Hochelaga CCC and others. Extensive repair work was performed, and in September 2007, the first offenders from the Hochelaga CCC were admitted.

However, the likelihood that the CCC would admit sex offenders triggered a reaction from the community which compelled CSC to temporarily not admit these offenders to the Ogilvy centre. This situation remains the same to date, but new discussions will be held in the near future.

Consequently, since September 2007, the Ogilvy CCC has essentially accommodated offenders on statutory release or under a long-term supervision order with residency, excluding sex offenders.

Sherbrooke CCC in Montreal, Montreal District

This Centre opened in the 1970s and has always admitted offenders ordinarily assigned to a CCC, namely those on day parole, parole with residency condition, statutory release with residency condition, and long-term supervision orders with residency condition. This CCC continues to accommodate offenders on SRR and LTSOR supervised by its casework team.

Martineau CCC in Montreal, Montreal District

This Centre opened in 1978 and until 2000, admitted offenders ordinarily assigned to a CCC, namely those on day parole, parole with residency condition, statutory release, and long-term supervision orders with residency condition. Early in this decade, the Centre became the Community Mental Health Unit specialized in housing and supervising offenders with certain mental health problems, and in interventions geared to this population. Until early 2011, this Centre admitted women offenders (a maximum of four) who could not be admitted to the only CRF available in Montreal. Offenders admitted to this CCC are on statutory release with residency or have a long-term supervision order with residency.

The staffing model used at this Centre is specific to its status as a mental health unit, and the models proposed in this report should not be applied as in the other CCCs.

Laferrière CCC in St-Jérôme, East/West Quebec District

Opened in 1985, this Centre has nearly always admitted offenders ordinarily assigned to CCCs, namely those on day parole, parole with residency condition, statutory release with residency condition, and long-term supervision orders with residency condition. The centre has shared a building with CSC Laurentides since 1993; however, the office is now in the process of being moved.

Given the absence of other residential centres in the area and north of St-Jérôme, the Laferrière CCC houses a number of offenders on day parole, allowing them to live closer to their own communities. This CCC continues to accommodate offenders on SRR and LTSOR supervised by its casework team.

Marcel Caron CCC in Quebec City, East/West Quebec District

This centre opened in 1977 and has nearly always admitted offenders ordinarily assigned to CCCs, namely those on day parole, parole with residency condition, statutory release with residency condition, and long-term supervision orders with residency condition.

find the contraband or evidence, the staff member may detain the other staff member in order to obtain the authorization of the Institutional Head or the services of the police.

13. Any required security examination of Aboriginal medicine bundles, religious and spiritual articles or other sacred objects will be accomplished by: a. having the owner manipulate them for visual inspection by the examining "officer";...

(Interpretation issues, e.g., searching of visitors (nos. 10., 15. and 16.), involves risks associated with elements concerning detention of visitors and/or children until police services are available, searching of children, training issues, no detectors, etc.).

CD 566-4, INMATE COUNTS AND SECURITY PATROLS (2009-02-19)

The CCRA and the CCRR do not appear to prescribe this task to "two staff members". CD 566-4 stipulates stand-to-counts by a "staff member" and security patrols by a "Correctional Officer, Primary Worker or supervisor". 19. (CD 566-4) specifies that during formal counts, each inmate must be counted by "two staff." In contradiction with CD 566-4, CD 714 sets out, under 45., that "[s]taff and contractors" will conduct, at a minimum, two counts during each 24-hour period, one of which shall be at the commencement of the midnight shift.

Problems associated with the requirement of "staff members" and the necessity of "two staff members" in CD 566-4.

CD 566-4 also raises a problem of "staff" security: when alone, cannot communicate with "other staff."

CD 566-7, SEARCHING OF INMATES (2011-05-26)

6. Community Correctional Centres are not required to have a section in their Search Plan concerning the routine searching of residents. Interpretation issue: Does "to have a section in their Search Plan" preclude one-time searches?

8. All persons conducting searches of inmates will be trained according to the staff orientation and training program provided by the CSC.

9. Any required security examination of Aboriginal medicine bundles, religious and spiritual articles or other sacred objects will be accomplished by having the owner manipulate them for visual inspection by the examining "officer."

The CCRA and the CCRR give contractors the right to conduct routine non-intrusive and frisk searches of offenders. CD 566-9 provides for the security examination of bundles by an "officer," which limits the actions of a contractor, although there is no requirement in this regard under the Act.

Interpretation issues: many elements do not concern CCCs (strip searches, searches of body cavities, etc.).

CD 566-9 SEARCHING OF CELLS, VEHICLES AND OTHER AREAS OF THE INSTITUTION (2005-02-16)

The CCRA (ss. 56-58) provides for searches of "cells" and (s. 61(1)) of vehicles by a "staff member;" the CCRR (ss. 51 and 52) provides for searches of "cells" and other areas of the institution and (s. 55(1)) of vehicles by a "staff member" accompanied by another "staff member" at all times during the search.

CD 566-9 requires a search plan, or searches based on reasonable grounds (cells or vehicles) conducted by "staff" members or "officers"...

CD 555-9 9., stipulates that all persons conducting searches of cells, vehicles and other areas of the institution will be trained according to the staff orientation and training program provided by the CSC. (Compliant? Available?)

CD 714, section entitled "SEARCHING ROOMS AND OTHER AREAS OF THE CCC":

CD 550, Inmate Accommodation, sets out the definition of "cell" (repeated in CD 566-12): "an area contained by walls or partitions designed to accommodate one or two inmates. This also refers to a room that inmates may occupy such as those available in independent living units."

CD 714 50. All routine searches of "rooms" and "other areas of the CCC" will be specified in the Search Plan. The CCC Search Plan will include, as a minimum, a thorough visual inspection of all offender-accessible areas within a 30-day period. "A thorough visual inspection is defined as a routine inspection to visually detect contraband or unauthorized items which may jeopardize the safety or security of the facility. This does not normally include opening drawers, closets, etc. but may include inspecting under beds or behind dressers."

The CD does not specify who may perform the thorough visual inspection.

CD 714 51. Routine searches will normally be conducted in the presence of another "staff member" or "contractor." **Contractor is not consistent with the Act and the Regulations.** Despite the concept of room in the CD, a room is considered a cell within the meaning of the Act and the search therefore cannot be conducted by a contractor. This may pose a problem if there is no "CSC staff member" present at the CCC when a problem arises.

CD 566-12 PERSONAL PROPERTY OF INMATES (2011-05-26)

The CCRA (s. 46) allows a "contractor" to search the property of inmates who are entering or leaving the institution, under the definitions for frisk search and non-intrusive search.

Despite several references to CCCs, CD 566-12 contains a number of incongruities for the community. Many actions are devolved to the "Admission and Discharge Officer" despite the fact that none are employed in CCCs. No log books for personal property are updated due to comings and goings in the community. There are operational issues with the Annex of unauthorized items based on institution level. In cases of suspension, what do CCCs do with the skates, scarves, locks and boots not permitted at certain institutions?

CD 566-12 (73.) states that where the packing is not done by the inmate, "two staff members" will pack and, without delay, list all effects...and that "both staff members" will sign the list...CCCs do not have "two staff members" to perform these tasks, which leads to a compliance issue. There is also an incongruity in the same CD 566-12 (16.), which stipulates that all "staff" and "contractors" will take reasonable steps to protect the property of inmates from damage or loss.

CD 714 37. specifies: When an offender's release is suspended, normally two approved "staff members" or "contractors" will remove and catalogue all effects..., including those effects held in storage on behalf of the offender.

38. CCC "staff" and "contractors" will ensure that the effects recorded on form CSC/SCC 0872...are packed and either transported to the offender or next of kin in a safe and secure manner.

40. CCC "staff" and "contractors" are responsible for items recorded on form CSC/SCC 0872...

Again, the CCRA and the CCRR are unclear regarding potential delegation to contractors, and this is problematic.

Role of CCCs Versus that of CRFs: Risk Management – Management of Available Spaces and Least Restrictive Measures Possible

CCRA, s. 4. The principles that shall guide the Service in achieving the purpose referred to in section 3 are: that the Service use the least restrictive measures consistent with the protection of the public, staff members and offenders;

CCRA, s. 28. The Service shall take all reasonable steps to ensure that the penitentiary in which the person is confined is one that provides the least restrictive environment for that person, taking into account:

(a) the degree and kind of custody and control necessary for (i) the safety of the public, (ii) the safety of that person and other persons in the penitentiary; and (iii) the security of the penitentiary;

(b) accessibility to (i) the person's home community and family, (ii) a compatible cultural environment, and (iii) a compatible linguistic environment;

(c) the availability of appropriate programs and services and the person's willingness to participate in those programs.

Under the same principle, temporary absences (TAs) are granted in support of community reintegration for family contact purposes, for parental responsibility reasons and for personal development for rehabilitative purposes, with the goal of reducing the risk of the offender re-offending (CCRR, s. 155(d)-(g)).

In order to facilitate the successful reintegration into society of an offender, the offender may be required to reside in a community-based residential facility when, in the absence of such a condition, the offender would present an undue risk to society by committing a Schedule I offence before the expiration of his/her sentence (CCRA, s. 131 (4.1)). For CCCs, this condition is valid only if consented to in writing by the Commissioner or a person designated by the Commissioner (CCRA, s. 133 (4.4)).

CCC employee function (safety and facilitation)

CCRA, s. 2. Legal aspect allowing a "staff member" (CSC "employee") to perform requisite duties in a CCC. Legally, a contractor cannot be considered a "staff member" or "employee."

CCRA, s. 10. The Commissioner may in writing designate any staff member, either by name or by class, to be a peace officer.

CCRA, s. 47. (and ss. 59, 60 and 66). A staff member, CBRF employee or a person providing services to the Service under a contract has the power to search if the conducting of such searches is provided for in the contract but does not constitute the person's principal services under the contract. (limited in the Act to routine non-intrusive searches or routine frisk searches of inmates)

CCRA, s. 46.

"frisk search" means (a) a manual search, or a search by technical means, of the clothed body, in the prescribed manner, and (b) a search of (i) personal possessions, including clothing, that the person may be carrying, and (ii) any coat or jacket that the person has been requested to remove, in accordance with any applicable regulations made under paragraph 96(f);

"non-intrusive search" means (a) a search of a non-intrusive nature of the clothed body by technical means, in the prescribed manner, and (b) a search of (i) personal possessions, including clothing, that the person may be carrying, and (ii) any coat or jacket that the person has been requested to remove, in accordance with any applicable regulations made under paragraph 96(f);

CCRA, s. 59. A "staff member" may conduct routine non-intrusive searches or routine frisk searches of visitors, without individualized suspicion...

CCRA, s. 60.(1) A "staff member" may conduct a frisk search of a visitor where the staff member suspects on reasonable grounds that the visitor is carrying contraband or carrying other evidence...

CCRA, s. 66.(1) An "employee" of a CRF (includes CCCs pursuant to (3)) ...may (a) conduct a frisk search of an offender in that facility, and (b) search an offender's room and its contents, where the employee suspects on reasonable grounds that the offender is violating or has violated a condition...and that such a search is necessary to confirm the suspected violation.

CCRR, s. 48. A staff member of the same sex as the inmate may conduct a routine strip search of an inmate in one of the following instances: (a) inmate is entering or leaving the penitentiary...

CCRR, s. 49. Frisk searches of inmates by contractors, see CCRA, ss. 47(2) and 49(2): Requires prescribed training included in the staff training and orientation program offered by the Service.

CCRR, s. 51. Searches of cells. A "staff member" may, without individualized suspicion, conduct searches of cells and their contents on a periodic basis...in accordance with a search plan...

CCRR, s. 52.(1) or reasonable grounds...Another staff member shall be present at all times during the search (In our opinion, barring exceptional circumstances, CPOs should not be conducting searches: they are not trained, and they have other responsibilities and priorities.)

CCRR, s. 55.(1) A staff member may, by stopping a vehicle and inspecting the vehicle and its contents, conduct a routine search of a vehicle, without individualized suspicion, where (a) the vehicle is entering or leaving penitentiary property; (b)...

CCRR, s. 56. A staff member may conduct a routine non-intrusive search or a routine frisk search of another staff member, without individualized suspicion, where that other staff member is entering or leaving the penitentiary. CD 566-8 excludes minimum-security institutions and CCCs and does not require CCCs to have a section in their search plan concerning routine searching of staff and visitors.

CCRA, s. 55. A staff member or any other person so authorized by the Service may demand that an offender submit to urinalysis:

CCRR, s. 66.(1)(e) The collector shall ensure that the donor is kept separate from any other person except the collector and is supervised during the two hour period (for the urine sample). Difficult to apply with just one facilitator or collector in CCCs, when several offenders show up at the same time for urinalysis.

CCRR, s. 74.(1) Offender Grievance Procedure (more and more common with CCC clientele, requires a lot of work).

CCRA, s. 96. The Governor in Council may make regulations

(a) prescribing the duties of staff members;

(b) for authorizing staff members or classes of staff members to exercise powers, perform duties or carry out functions that this Part assigns to the Commissioner or the institutional head;

Cannot be granted to a contractor.

CCRR, s. 51.(2) Where a staff member searches an inmate's cell and its contents pursuant to subsection (1), another staff member shall be present at all times during the search.

CCRR, s. 74.(2) Where a complaint is submitted pursuant to subsection (1), every effort shall be made by staff members and the offender to resolve the matter informally through discussion (The ongoing presence of a second staff member or contractor could facilitate the informal resolution process and reduce the ever-increasing number of complaints in the CCCs).

CCRR, ss. 84 and 85. Managing personal effects is very labour intensive, and there are no specialists in that regard in the CCCs, unlike in the penitentiaries. Problem associated with the need for two "staff members" (pursuant to the CCRA), which is not realistic with the current staffing model at many CCCs.

CD 714.

- **37.** When an offender's release is suspended, normally two approved staff members will remove and catalogue all effects...
- **38.** CCC staff and contractors will ensure that the effects are packed...
- **39.** Following the suspension of an offender's release or walkaway from the CCC, any electronic equipment such as televisions, stereos, compact disc players, radios or cellular telephones, etc. will be checked when removed from the offender's room to determine their general working condition. The staff member or contractor will record the status...
- **40.** CCC staff and contractors are responsible for items recorded on form...
- **45.** Staff and contractors will conduct, at a minimum, two counts during each 24-hour period, one of which shall be at the commencement of the midnight shift. All counts will ensure the presence of a live breathing body...
- **51.** Routine searches will normally be conducted in the presence of another staff member "or contractor." Non-compliant with the CCRA.
- **68.** The CCC will have an active approach in the community, and if applicable, will liaise with local community partners including police, Citizen Advisory Committees, advocacy groups, victims groups, citizens and other persons or agencies involved in the criminal justice system.
Lack of staff
- **69.** Where possible, offenders residing at the CCC will be encouraged and provided opportunities to participate in activities that involve giving back to the community. Lack of staff.
- **70.** Volunteers and volunteer activities will complement the resources made available to the offenders by the CCC. The CCC will effectively encourage volunteer involvement to assist and

interact with individual offenders as appropriate. (Very desirable but hard to apply in CCCs with the current staffing model)

Lack of staff given the need for two persons at a time and/or to encourage activities in the community and escorts

CCRR, s. 89. ...A staff member may inspect an envelope or a package sent or received by an inmate to the extent necessary to determine whether the envelope or package contains contraband, but...may not read the contents...)

CCRR, ss. 90.(1) and (2) Visits (has to be handled by the Commissionaire or facilitator) (cannot be done by a receptionist (CR-04), who could be alone in work area).

CCRR, s. 91.(1) ...the institutional head...may authorize the refusal or suspension of a visit to an inmate where the institutional head or staff member believes on reasonable grounds...

CCRR, s. 94.(1) ...the institutional head...may authorize, in writing, that communications between an inmate and a member of the public, including letters, telephone conversations and communications in the course of a visit, be opened, read, listened to or otherwise intercepted...by a staff member or a mechanical device...

CCRR, s. 95.(1) The institutional head...may prevent an inmate from communicating with a person by mail or telephone if...

CCRR, s. 96.(1) The institutional head...may prohibit the entry into the penitentiary or the circulation within the penitentiary of any publication, video or audio material, film or computer program that the institutional head or staff member believes on reasonable grounds would jeopardize the security of the penitentiary or the safety of any person...demeaning...

CCRR, s. 98.(1) The institutional head...may, where the institutional head...believes on reasonable grounds that any assembly of inmates or the activities of any inmate organization...would jeopardize the security of the penitentiary or the safety of any person, prohibit the assembly or activities.

CCRR, s. 102.1 *Deductions and Reimbursement for Accommodation, Food and Work-Related Clothing*, for the costs of food and accommodation and the costs of work-related clothing provided to the offender by the Service.

CCRR, s. 120(3) Allowances for basic material needs (responsibility of the facilitator in charge of preparing and remitting allowances and by office administrator; may be disbursed to offenders by Corps of Commissionaires).

CD 345 Fire Safety (2008-10-31). Single facilitator has to perform several actions in the CCC. Good knowledge and enforcement of the *Canada Labour Code* and Fire Safety manual required... Risk of non-compliance.

CCC employee function: Community Parole Officer

CCRA, s. 134.(1) An offender who has been released on parole, statutory release or unescorted temporary absence shall comply with any instructions given by a member of the Board or a person designated, by name or by position, by the Chairperson of the Board or the Commissioner, or given by the institutional head or by the offender's parole supervisor, respecting any conditions of parole, statutory release or unescorted temporary absence in order to prevent a breach of any condition or to protect society.

(2) In this section, "parole supervisor" means (a) a staff member as defined in subsection 2(1); or (b) a person entrusted by the Service with the guidance and supervision of an offender on parole, statutory release or unescorted temporary absence.

- ...that staff members be properly selected and trained, and be given appropriate career development opportunities, good working conditions including a workplace environment that is free of practices that undermine a person's sense of personal dignity, and opportunities to participate in the development of correctional policies and programs.

CCRR, ss. 116, 117 and 118 Death of an inmate/disability

All of the procedures have to be implemented in the CCCs and require a series of actions by various staff members (procedures for transportation, burial or cremation, death certificate, coroner's report, estate, personal effects, support for next of kin, compensation for death/disability).

Employee function: CCC Manager

CCRR, s. 4. An institutional head is responsible, under the direction of the Commissioner, for

- (a) the care, custody and control of all inmates in the penitentiary;
- (b) the management, organization and security of the penitentiary; and
- (c) the direction and work environment of staff members.

Employee function: housekeeping and maintenance

CCRA, s. 70. The Service shall take all reasonable steps to ensure that penitentiaries, the penitentiary environment, the living and working conditions of inmates and the working conditions of staff members are safe, healthful and free of practices that undermine a person's sense of personal dignity.

CCRR, s. 83.(1) The Service shall, to ensure a safe and healthful penitentiary environment, ensure that all applicable federal health, safety, sanitation and fire laws are complied with in each penitentiary and that every penitentiary is inspected regularly by the persons responsible for enforcing those laws.

CCRR, ss. 121 and 122. Compensation for death or disability. The Minister ... may pay compensation to (a) an inmate or a person on day parole... (b) a dependant in respect of the death of an inmate... in respect of a disability or the aggravation of an existing disability that is attributable to the participation of the inmate or person in an approved program...: any work activity sponsored, approved or permitted by the Service or any other activity required by the Service, excluding any recreational or social activity.

CD 320 FACILITIES MAINTENANCE MANAGEMENT (92-12-03)

CD 320 clearly explains the legal requirements surrounding the maintenance of real property, facilities and equipment in accordance with applicable federal, provincial and municipal regulations and standards. It must include routine and preventive maintenance, corrective maintenance, major repair and/or replacement of worn or obsolete systems, thus allowing for a more effective use of resources and the most efficient possible operation of heating, hot water, lighting and power systems and equipment through rigorous preventive and routine maintenance, prompt repairs, timely replacement of worn or unserviceable components and the adoption of energy efficient operating practices.

The CD also calls for the participation of inmates where appropriate and practical. Training provided to inmates shall consist of on-the-job training, with a view to fully utilizing the potential of inmate labour, principally in non-technically complex areas of plant operations and facilities maintenance. In a contract maintenance regime, contractors shall be required to employ inmates where it is practical and cost-effective to do so.

Support resources function (nurses, psychologists, etc.)

CCRR, s. 103. No person shall require an inmate to perform work that a qualified medical practitioner has certified the inmate is not physically fit to perform.

"medical care" means care that is reasonably necessary to diagnose, cure or give relief from a disability and includes

- a) treatment by a qualified medical practitioner or a dentist;
- b) in-patient and out-patient care and maintenance in a hospital or clinic;
- c) therapeutic and work-related training and rehabilitation services;
- d) the provision of drugs, medical and surgical supplies, prosthetic appliances and eyeglasses;
- e) rental of equipment for treating a disability; and
- f) travel and accommodation expenses that relate to paragraphs (a) to (e); (*soins médicaux*)

CD 800 HEALTH SERVICES (2011-04-18) requires a number of actions by the case management team.

Psychologist, various workers:

CCRR, s. 102.(1) The institutional head shall ensure that a correctional plan for an inmate is developed as soon as practicable after the reception of the inmate in the penitentiary, and is maintained, with the inmate to ensure that the inmate receives the most effective programs at the appropriate time in the inmate's sentence to prepare the inmate for reintegration into the community, on release, as a law-abiding citizen.

CD 715 COMMUNITY SUPERVISION FRAMEWORK (2008-06-30)

58. The Parole Officer and the Parole Officer Supervisor (herein referred to as CMT) will assess the existence of any staff safety issues for each offender prior to the first community supervision contact and no later than ten working days following the offender's release by way of completion of the initial assessment within the SSA. This includes each offender participating in a temporary absence program. (Does not provide for the safety of contractors who go out into the community, e.g., for urinalysis. CSC accountability?)

Annex E - Financial References

Table 1 – Expenditures for Fiscal Year 2009-10

Carleton Centre	Carleton Annex	St. John's	Parrytown	Martineau ³⁸	Ogilvy ³⁹	Sherbrooke ⁴⁰	Hochelega ⁴¹
\$1,101,607	\$1,093,047	\$1,215,732	\$1,172,497	\$2,111,643	\$3,726,271	\$38,231	\$65,864

Marcel Caron ⁴²	Lafemiere ⁴³	Portsmouth	Keele	Hamilton	Osborne	Oskana	Chilliwack
\$5,775,425	\$3,416,630	\$1,824,872	\$2,150,541	\$1,934,954	\$1,090,549	\$1,395,798	\$1,663,137

Table 2 - Current Staffing Model – Ontario Region⁴⁴

CC Staff	2007 CCC residents	2007 CC live side
Parole Officer Supervisor / Direct CCC (WP-05)	88,000	88,000
Office Administrator (AS-02)	55,600	55,600
Parole Officer (WP - 04)	293,600	367,000
Case Management Assistant (CR-04)	46,300	46,300
Correctional Officer (CX 02)	210,400	210,400
Subtotal	693,900	767,300
Benefits - 20%	138,780	153,460
Total	832,680	920,760
Commissionaires (2 Commissionaire on nights and weekends, Commissionaire during all other shift)	325,000	325,000
Total	1,157,680	1,245,760

Table 3 - Current Staffing Model – Quebec Region⁴⁵

³⁸ Total costs for Quebec CCCs are reflective of the centralized budget management for CCCs and parole offices.

³⁹ Ibid.

⁴⁰ Ibid.

⁴¹ Ibid.

⁴² Ibid.

⁴³ Ibid.

⁴⁴ Costs for the current models are approximate only, as some CCCs receive additional funding for other positions, as there is no consistent or approved staffing model for CCCs.

CSC Staff	Less than 32 residents	32 residents or more
Parole Officer Supervisor / Direct CCC (WP-05)	88,000	88,000
Office Administrator (AS-02)	55,600	55,600
Parole Officer (WP - 04)	293,600	367,000
Case Management Assistant (CR-04)	46,300	46,300
Correctional Officer (CX 02)	70,150	70,150
Subtotal	553,650	627,050
Benefits - 20%	110,730	125,410
Subtotal	664,380	752,460
Commissionaires (1 Commissionaire at all times)	238,000	238,000
Total	902,380	990,460

Table 4 - Current Staffing Model – Atlantic, Prairie, and Pacific Region⁴⁶

CSC Staff	Less than 32 residents	32 residents or more
Parole Officer Supervisor / Direct CCC (WP-05)	88,000	88,000
Office Administrator (AS-02)	55,600	55,600
Parole Officer (WP - 04)	293,600	367,000
Case Management Assistant (CR-04)	46,300	46,300
Subtotal	483,500	556,900
Benefits - 20%	96,700	111,380
Total	580,200	668,280
Commissionaires (1 Commissionaire at all times)	238,000	238,000
Total	818,200	906,280

Table 5 - Proposed Staffing Model 1

⁴⁵ Costs for the current models are approximate only, as some CCCs receive additional funding for other positions, as there is no consistent or approved staffing model for CCCs.

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CSO Staff	Less than 32 residents	32 residents or more
Parole Officer Supervisor / Director CC (WP-05)	88,000	88,000
Office Administrator (AS-02)	55,600	55,600
Parole Officer (WP - 04)	293,600	367,000
Case Management Assistant (CR-04)	46,300	46,300
Reintegration Worker (TBD, costed as C 02)	210,400	210,400
Subtotal	693,900	767,300
Benefits - 20%	138,780	153,460
Total	832,680	920,760
Commissionaires (2 Commissionaires all times except during weekdays, when will be present)	400,000	400,000
Total	1,232,680	1,320,760

Table 6 - Proposed Staffing Model 2

CSO Staff	Less than 32 residents	32 residents or more
Parole Officer Supervisor / Director CCC (WI 05)	88,000	88,000
Office Administrator (AS-02)	55,600	55,600
Parole Officer (WP - 04)	293,600	367,000
Case Management Assistant (CR-04)	46,300	46,300
Reintegration Worker (TBD, costed as CX 02)	280,500	280,500
Subtotal	764,000	837,400
Benefits - 20%	152,800	167,480
Total	916,800	1,004,880
Commissionaires (2 Commissionaires at times except during weekdays, when 1 will be present)	400,000	400,000
Total	1,316,800	1,404,880

Annex F - Work Description

Reintegration Worker

Client-service results

The incumbent works under the direct supervision of a Parole Officer Supervisor in a Community Correctional Centre (CCC).

He/she sees to CCC security aspects and standards and ensures the smooth operation of the various systems, housekeeping and general maintenance of the CCC, either directly or through others. An active participant in the reintegration process, he/she contributes to the offenders' community integration by guiding and advising them in the community and by taking part in case management follow-up and disciplinary actions.

In the performance of his/her duties, the incumbent works in a community correctional setting days and evenings during the week and on weekends.

Key activities

Provides functional supervision and advice to CCC security officers (contracted agency), including proper keeping of staff log (arrivals, departures and movements), as well as offender counts and log (arrivals and departures), while overseeing, among other things, the application of directives on security rounds, counts and searches, and ensuring they master the security systems in use at the CCC.

Periodically checks and clearly notes the status of each CCC security and incident prevention system, e.g., heat and smoke detectors, fire extinguishers, emergency lights, staff emergency alarms, magnetic door locks, video surveillance system and first-aid kit, and ensures that access points are unobstructed. He/she sees to it that the necessary corrective action is taken so that all systems operate smoothly.

Coordinates and applies with his/her supervisor the annual search plan at the CCC and any other searches as circumstances require, and produces reports in accordance with standard procedures.

Implements the urinalysis program by having staff collect the required samples and overseeing follow-up, coordinating the entire sample collection process at the CCC, assisting with monitoring of compliance with mandatory collection schedules, and, if necessary, entering the results of analyses in OMS.

Sees to the tidiness of the premises by conducting periodic rounds and reporting back to his/her supervisor. In addition, the incumbent has to coordinate and supervise housekeeping of the offenders' sleeping quarters and common areas, as well as housekeeping of the CCC administrative sector and outside grounds, all of which is performed by offenders or outside services. He/she also coordinates, as required, renovation work that is carried out. He/she ensures the smooth operation of the CCC's various systems and takes the necessary steps to remedy any deficiencies, either directly or through outside services.

Ensures that the personal belongings of offenders whose release or supervision has been suspended are secured as quickly as possible; with the help of another person, collects these belongings, enters the information on the requisite forms and stores the belongings securely. Ensures that the personal belongings are forwarded to the offenders/persons identified in the community, in accordance with procedures in effect, and records all the relevant information. The incumbent is therefore responsible for the secure storage of

offenders' personal belongings in a room at the CCC and monitors distribution of the belongings and applies the mandatory standards.

Checks the inventory of bedding, housekeeping products and all items used by offenders; purchases items that are needed.

Monitors keys through an inventory, safekeeping, distribution and recording system for staff and offenders.

Assists with the processing of allowances for offenders and collection of pensions to be remitted to CSC.

Welcomes visitors by readying the premises, showing visitors around and planning other services as required.

Organizes and takes part in information sessions on the CCC, not only inside the facility, but also at CSC and in the community.

Identifies and solicits local community resources so that offenders can take part in activities to facilitate their community reintegration and/or service to the community; the incumbent organizes and takes part in these activities with the offenders or escorts them.

Reviews the information in offenders' files and participates in the initial interviews of offenders at admission to inform them about the CCC's rules and activities and provide them with helpful information.

Explains policies, procedures and guidelines to offenders.

Escorts offenders, as required, to various appointments in the community or institution, and during transfer between CCCs.

Provides direct counselling to offenders, either individually or in groups, to help them solve various problems, clarify issues for them and provide information. The incumbent also ensures that corrective action is taken or privileges granted are applied.

Motivates and encourages offenders to develop psychosocial skills in their community setting.

Provides offenders with support services and direct assistance so they can take care of the basics of life (job search, training, social relationships and/or activities of daily living); he/she also strives to create the best possible environment for them and supports them so they can access the community services they need.

Works closely with the POs to assess and manage the risk posed by offenders living at the CCC.

Takes part in periodic CCC staff committees and meetings and case conferences in order to share information and advice concerning offender management, and in order to provide information on his/her duties at the CCC.

Takes part in scheduled training sessions.

As required, assists teams at other CCCs and CSC offices and provides training in his/her area of expertise.

The incumbent may act as occupational health and safety representative at CCCs comprising fewer than 20 CSC staff. He/she does so by conducting regular inspections, reporting on the situation to his/her supervisor and proposing the necessary corrective measures. He/she also acts as coordinator of the Workplace Hazardous Materials Information System (WHMIS) at the CCC.

Keeps offender records up to date, writes up information and reports or enters data into hardcopy and electronic files (i.e. Offender Management System).

The incumbent is a Peace Officer.

Annex G – Communications Plan

COMMUNICATIONS STRATEGY

Community Correctional Centre (CCC) Review

Please find below the Communications Strategy developed in collaboration with the Strategic Communications Division and proposed by the Working Group.

ISSUE

Community Operations at NHQ, in collaboration with Ontario and Quebec Regions, has recently undertaken a full review of Community Correctional Centres (CCCs) across the country. It is anticipated that this review will result in a new vision and direction for CCCs that will enhance consistency, establish clear objectives, formalize their role within the community accommodations continuum, and enhance public safety results across Canada.

BACKGROUND

- At the November 2010 Commissioner's Management Team meeting, the Commissioner requested that the Regional Deputy Commissioner (RDC) Quebec, in conjunction with RDC Ontario, conduct a comprehensive analysis of CCCs to specifically address the issue of security personnel. While Ontario and Quebec are the two regions most involved in the review, the District Directors across the country have also been consulted throughout the review process.
- To ensure a coordinated approach that reflects the needs and unique characteristics of CCCs in all Regions, the Community Reintegration Branch worked closely with the Quebec and Ontario Regions to conduct the CCC Review, in addition to consulting with District Directors. As a result, the review details a series of recommendations that extend beyond CCC security considerations.
- Collaboration is also taking place with the Offices of Primary Interest (OPIs) for the Community Residential Facility Review, to realize a comprehensive strategy that encompasses the diverse accommodation needs of offenders in the community.
- The dual definition of CCCs as both a minimum-security institution and a community-based residential facility has resulted in longstanding operational challenges for the organization, including a lack of clarity regarding the role of CCCs, their target population, and the human and financial resources required to support their effective operation.
- There is a high demand for beds for offenders with residency requirements. Community Residential Facilities (CRFs), which are operated by CSC partners, may accept offenders with residency conditions at their discretion. If a CRF is unable or unwilling to offer an offender residency, it is the responsibility of CSC to provide the offender with accommodation at a CSC-operated CCC.

COMMUNICATIONS OBJECTIVES

- To provide staff members and partners with information about the CCC review.
- To identify meaningful opportunities for staff members and partners to provide feedback on the proposed new vision and direction for CCCs.
- To highlight CSC's ongoing commitment to enhancing safety and security in communities across Canada.

PUBLIC ENVIRONMENT

CCCs garnered some public media coverage resulting in about 45 news articles and a number of mentions on radio and television since 2009.

The majority of media coverage mentioning CCCs was about Parole Board of Canada decisions to approve conditional release. Public safety alerts from city police advising of the conditional release of a federal offender to a CCC also garnered media attention.

Many other articles, especially from the *Kingston Whig-Standard*, reported on incidents involving offenders who lived at a CCC and reoffended while on conditional release or long-term offender order, or offenders who went unlawfully at large.

STRATEGIC CONSIDERATIONS

- It is anticipated that the CCC Review will result in a new vision and direction for CCCs across Canada as outlined below:
 - A new **Role Statement** that accurately describes CCCs' contributions to public safety and identifies the typical offender profiles that CCCs accommodate.
 - **New Guiding Principles to:**
 1. Enhance capacity to effectively address the static and dynamic needs of CCC residents, while simultaneously enhancing the social reintegration function of CCCs.
 2. Continue to provide adaptable and flexible accommodation capacity.
 3. Enhance the availability of correctional programs and other reintegration interventions provided to offenders in CCCs.
 4. Increase communication and collaboration with internal and external partners in the correctional continuum.
 5. Increase opportunities for citizen engagement - in the form of volunteers, Citizen Advisory Committees, NGOs, non-traditional partners and the community at large.
 6. Continue to provide a work environment with a high level of employee retention, ensuring consistency and continuity in service provision.
 - A new **Staffing Model** that strengthens resources for both staff and commissionaires and ensures that the safety and security of staff, offenders and the public are maintained.
 - The following series of **recommendations** to ensure the effective and consistent operation of CCCs:
 1. Amend Policy documents to clarify the classification and role of CCCs.
 2. Enhance security to increase the overall safety of staff, offenders, and the public.

3. Enhance shared services to ensure consistent and effective building maintenance, health services provisions, upkeep, etc. for CCCs.
 4. Increase integration to ensure the effective representation of CCCs' needs throughout the planning and decision-making process.
 5. Enhance capacity to respond to regional distinctions and site-specific needs to ensure the accurate distribution of funds and the effective provision of specialized services where needs exist.
 6. Increase collaboration and enhance community partnerships to fill accommodation gaps and identify offenders who can be safely managed in a non-CCC environment.
 7. Ensure that alternate options for higher-risk/need women be considered within the broader Community Accommodations Strategy.
 8. Increase community accommodation capacity to prepare for an increasing offender population.
- The vast majority of media coverage has not shed a positive light on CCCs. The review may serve as an opportunity to inform Canadians about the positive changes being made to community corrections.

TARGET AUDIENCES

- CSC Staff
- Offenders
- Unions
 - USGE and UCCO-SACC-CSN
- Partners
 - CRF operators i.e. John Howard, E. Fry, SLSC, L'Association des services de réhabilitation sociale du Québec (ASRSQ), National Associations Active in Criminal Justice (NAACJ)
- Stakeholders
 - Citizen Advisory Committees (CACs)

KEY MESSAGES

- The Correctional Service of Canada (CSC) conducted a thorough review of its Community Correctional Centres (CCCs) to ensure an effective and consistent approach to community corrections.
- The new direction for CCCs will provide a consistent approach to staffing and reintegration across all regions.
- Collaboration between CSC employees, partners, stakeholders, and unions is essential to effectively develop and implement the new vision and direction for CCCs.
- CCCs assist in the transition of higher-risk, higher-needs offenders who are unable to secure other appropriate accommodations to facilitate their successful release into the community.
- CCCs are a critical component of the safe reintegration of offenders and it is anticipated that the results of this review could enhance safety and security for staff and offenders in the community, improve collaboration amongst CCCs and CRFs, and increase public confidence in CSC.

COMMUNICATIONS ACTIVITIES

Date	Activity/ Product	Description	Lead
July / August 2011	Engagement Unions and Districts	To engage both UCCO-SACC-CSN, USG and Districts in discussions surrounding 'next steps' and effective implementation strategies	Community Operations (CO)
TBD	Community outreach	Community engagement will be at the discretion of the District Directors, as it may be beneficial in some areas but not in others.	District Directors
TBD	Message stakeholders/ partners from Commissioner	To advise external groups of completion of the review and next steps.	Strategic Communications (SC) with content and support from CO
TBD	(Gen-Comm) Commissioner message to staff	To recognize staff participation in the review and inform them of next steps. Message content will be similar to stakeholders/partners	SC with content and support from CO
TBD	Infonet page	Create a CCC Review Infonet page with detailed, staff oriented, and up-to-date information.	SC with content and support from CO
TBD	Internet page (TBD)	Create a CCC Review Internet page where the public would be able to access up-to-date information.	SC with content and support from CO
TBD	FAQs for staff	To develop a comprehensive document that explains some of the more detailed information.	SC with content and support from CO
TBD	Qs&As and Med Lines	To provide CSC spokespersons with effective messaging.	SC with content and support from CO
TBD	Offender fact sheet	To provide basic messaging on impacts of the CCC review on the offender population.	SC with content and support from CO

BUDGET

Source of funding for the communications activities and products will be covered by COP.

EVALUATION

Feedback received from staff members, partners and Canadians.