

CORRECTIONAL SERVICE CANADA

RESPONSE TO RECOMMENDATIONS MADE BY THE STANDING COMMITTEE ON PUBLIC ACCOUNTS (PACP) IN ITS 47th REPORT ENTITLED: “PREPARING WOMEN OFFENDERS FOR RELEASE— CORRECTIONAL SERVICE CANADA, OF THE 2017 FALL REPORTS OF THE AUDITOR GENERAL OF CANADA”

PACP RECOMMENDATION AND DEADLINE	CSC RESPONSE TO RECOMMENDATION 2 (B)
<p>30 September 2018 and 31 May 2019</p> <p>The Correctional Service of Canada (CSC) should provide the Committee with: A) an interim compliance report on the percentage of employees requiring training on the Criminal Risk Index who have received it; and, B) a final report on the percentage of employees requiring such training who have received it as of 31 March 2019.</p>	<p>The Correctional Service of Canada’s (CSC) final report indicated that, of the 1,498 employees that required the “Criminal Risk Index” training, 1,399 employees had completed the training. This represents a compliance rate of 93.4%. The report also indicated that, of the 1,404 employees that required the “Tools of Case Management – Criminal Risk Index” training, 1,258 employees had completed the training. This represents a compliance rate of 89.6%. (Source: HRMS system, current as of April 16, 2019)</p>

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PACP RECOMMENDATION AND DEADLINE	CSC RESPONSE TO RECOMMENDATION 3(B)
<p>31 December 2018 and 31 May 2019</p> <p>The Correctional Service of Canada (CSC) should provide the Committee with A) an evaluation report on the relevancy, effectiveness and efficiency of correctional programs for women offenders; and, B) a report on the proportion of women inmates who have completed their correctional programs by their first parole hearing eligibility date in 2017–2018 and 2018–2019.</p>	<p>The Correctional Service of Canada (CSC) remains committed to delivering structured interventions that address the risk factors directly linked to supporting women inmates to safely and successfully reintegrate into the community at the earliest opportunity.</p> <p>The number of women who completed a correctional program by their first parole eligibility date (i.e. Day Parole) has not changed considerably between fiscal years (FY) 2017-2018 and 2018-2019. The percentage of women who completed a nationally recognized correctional program (NRCP) prior to their first parole eligibility date went from 56.7% in FY 2017-2018 to 52.8% in FY 2018-2019 (Source: CSC Data warehouse. Data current up to the end of FY 2018-2019).</p> <p>Of note, in each of the last six years, more than three quarters of women with an identified need completed a NRCP prior to their Full Parole eligibility.</p> <p>CSC will continue to strengthen its approach for women offenders to ensure positive results and has already taken many actions, such as enhancing the capacity to provide appropriate and effective interventions for Indigenous female offenders.</p>

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PACP RECOMMENDATION AND DEADLINE	CSC RESPONSE TO RECOMMENDATION 5
<p>31 May 2019</p> <p>The Correctional Service of Canada (CSC) should provide the Committee with a report regarding the change in the number and percentage of women inmates who used employment programs and work releases from 2017–2018 to 2018–2019.</p>	<p>Historically, women offenders tend to have brief employment histories and fewer opportunities to engage in meaningful employment. The Correctional Service of Canada (CSC) recognizes the importance of expanding the range of employment options for women offenders and collaborates with regional and community partners to seek new opportunities.</p> <p>Overall, between fiscal years (FY) 2017-2018 and 2018-2019, participation in employment activities by women offenders has increased. Although the number of women offenders with an employment assignment remained relatively unchanged (from 884 to 900), the number of employment assignments increased by 12%, from 1,811 in FY 2017-2018 to 2,037 in FY 2018-2019 (Source: CSC Data warehouse. Data current up to the end of FY 2018-2019).</p> <p>The number of women offenders who received a vocational certificate increased by 7.4%, from 621 in FY 2017-2018 to 743 in FY 2018-2019 (Source: Data warehouse. Data current up to the end of FY 2018-2019). The number of vocational certificates issued to women offenders has increased by 41.7%, from 1,949 in FY 2017-2018 to 2,762 in FY 2018-2019 (Source: CSC Data warehouse. Data current up to the end of FY 2018-2019).</p> <p>The number of women offenders who were granted a work release permit remained relatively unchanged (from 38 to 40) (Source: Data warehouse. Data current up to the end of FY 2018-2019). Of note, an impressive 100% of work releases for women offenders were successful in FY 2017-2018 (FY 2017-2018 CSC Departmental Results Report - https://www.csc-scc.gc.ca/publications/005007-4500-2017-2018-en.shtml).</p>

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PACP RECOMMENDATION AND DEADLINE	CSC RESPONSE TO RECOMMENDATION 6																
<p>31 May 2019</p> <p>The Correctional Service of Canada (CSC) should provide the Committee with a report regarding: 1) the change in the percentage of women inmates who received mental health care that met their needs from 2016–2017 to 2018–2019; and, 2) the findings on the completion of mental health treatment plans for women inmates from the Mental Health Branch’s first two file audits.</p>	<p>1) As noted in the Correctional Service of Canada’s (CSC) response to the recommendation 5.84 of the Office of the Auditor General (OAG) report (5.84 – Correctional Service Canada should ensure that it appropriately identifies women offenders who need mental health services and assigns them to the appropriate level of care.), CSC has recently implemented an Electronic Medical Record (EMR).</p> <p>At the time of the audit, the data was incomplete due to the gradual transition of information from paper files to the EMR.</p> <p>From the table below, please note that data was available for 40% of women receiving treatment. As expected, the completeness of data has continued to increase since implementation. The Mental Health Need Scale (MHNS) is now available for 63% of all women who received at least one treatment contact, for 73% of all women who received nine or more contacts, and for 87% of all women with a Regional Treatment Centre (RTC) admission.</p> <p align="center">Percentage of women receiving treatment who have a MHNS on file</p> <table border="1" data-bbox="779 1122 1892 1341"> <thead> <tr> <th></th> <th>Fiscal Year 2016-2017</th> <th>Fiscal Year 2017-2018</th> <th>Fiscal Year 2018-2019</th> </tr> </thead> <tbody> <tr> <td>Any treatment</td> <td align="center">43.2%</td> <td align="center">59.1%</td> <td align="center">63.2%</td> </tr> <tr> <td>Nine or more treatment contacts</td> <td align="center">46.4%</td> <td align="center">69.3%</td> <td align="center">73.0%</td> </tr> <tr> <td>RTC admission</td> <td align="center">18.6%</td> <td align="center">81.5%</td> <td align="center">86.7%</td> </tr> </tbody> </table> <p>Note. CSC Health Services Data as of April 10, 2019</p>		Fiscal Year 2016-2017	Fiscal Year 2017-2018	Fiscal Year 2018-2019	Any treatment	43.2%	59.1%	63.2%	Nine or more treatment contacts	46.4%	69.3%	73.0%	RTC admission	18.6%	81.5%	86.7%
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	<p>As seen in the attached Annex, treatment decisions align with the rating on the MHNS suggesting that care is being matched to need (i.e. there are higher rates of treatment, as well as a higher proportion of RTC admissions and long-term treatment for those with higher needs, and more short-term treatment for those with lower needs). Tracked treatment access also increased during the 3 years.</p> <ul style="list-style-type: none"> • The tracked percentage of women receiving treatment increased from 37.8% to approximately 50%; the proportion of women who received 9 or more tracked treatment contacts increased from 13.5% to approximately 20%; • The proportion of women with elevated substantial or acute need ratings who were admitted to the Regional Psychiatric Centre increased from 50% in fiscal year 2016-2017 to 76.5% in fiscal year 2018-2019.
	<p>2) Audits began in January 2018, and included all inmates with a serious mental illness alert activated in the Offender Management System¹. Because the first audit included all women who had the alert active as of January 2018 (including cases where the alert was activated as far back as August 2017 when the alert was implemented), there was a larger sample for this report and a longer follow-up time allowing for more complete documentation. Therefore, in the January 2018 audit, 91% of women had a treatment plan on EMR. In the recent audit covering July 2018 to December 2018, 77% of women had a treatment plan on file, and 16% had a documented rationale on file (i.e. refusal of treatment) for a total of 92% completeness of documentation.</p> <p>These findings demonstrate considerable improvement from the findings of the OAG audit where only 33% of women requiring treatment plans had one. This improvement can be attributed to CSC's implementation of new e-forms in April 2018 to facilitate retrieving treatment plans, as well as a new data warehouse for EMR data in August 2018. These new tools allow for real time reporting.</p>

¹ CSC selected these cases because the severity of their mental illness indicates the need for a treatment plan. It would otherwise be difficult to assess if a treatment plan was needed, as many offenders receive brief interventions that last shorter than the time required to complete a treatment plan.

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PACP RECOMMENDATION AND DEADLINE	CSC RESPONSE TO RECOMMENDATION 7																
<p>31 May 2019</p> <p>The Correctional Service of Canada (CSC) should provide the Committee with a progress report explaining: 1) the extent to which the mental health treatment of women inmates is tracked; 2) the status of a strategy to recruit and retain CSC mental health care staff; 3) the existing agreements between women’s penal institutions and psychiatric care centres; and, 4) women offenders’ access to mental health care, including the number and percentage of women inmates who could not receive care because of long wait lists.</p>	<p>1) As noted in the Correctional Service of Canada’s (CSC) response to the recommendation 5.84 of the Office of the Auditor General (OAG) report (5.84 – Correctional Service Canada should ensure that it appropriately identifies women offenders who need mental health services and assigns them to the appropriate level of care.), CSC has recently implemented an Electronic Medical Record (EMR).</p> <p>At the time of the audit, the data was incomplete due to the gradual transition of information from paper files to the EMR.</p> <p>From the table below, please note that data was available for 40% of women receiving treatment. As was expected, the completeness of data has continued to increase. The Mental Health Need Scale (MHNS) is now available for 63% of all women who received at least one treatment contact, and are 73% for women who received nine or more contacts and 87% for women with a Regional Treatment Centre (RTC) admission.</p> <p align="center">Percentage of women receiving treatment who have a MHNS on file</p> <table border="1" data-bbox="779 1084 1890 1305"> <thead> <tr> <th></th> <th>Fiscal Year 2016-2017</th> <th>Fiscal Year 2017-2018</th> <th>Fiscal Year 2018-2019</th> </tr> </thead> <tbody> <tr> <td>Any treatment</td> <td align="center">43.2%</td> <td align="center">59.1%</td> <td align="center">63.2%</td> </tr> <tr> <td>Nine or more contacts</td> <td align="center">46.4%</td> <td align="center">69.3%</td> <td align="center">73.0%</td> </tr> <tr> <td>RTC admission</td> <td align="center">18.6%</td> <td align="center">81.5%</td> <td align="center">86.7%</td> </tr> </tbody> </table> <p>Note. CSC Health Services Data as of April 10, 2019</p>		Fiscal Year 2016-2017	Fiscal Year 2017-2018	Fiscal Year 2018-2019	Any treatment	43.2%	59.1%	63.2%	Nine or more contacts	46.4%	69.3%	73.0%	RTC admission	18.6%	81.5%	86.7%
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	<p>As seen in the attached Annex, treatment decisions align with the rating on the MHNS suggesting that care is being matched to need (i.e. there are higher rates of treatment, as well as a higher proportion of RTC admissions and long-term treatment for those with higher needs, and more shorter-term treatment for those with lower needs). Tracked treatment access also increased during the 3 years.</p> <ul style="list-style-type: none"> • The tracked percentage of women receiving treatment increased from 37.8% to approximately 50%; the proportion of women who received 9 or more tracked treatment contacts increased from 13.5% to approximately 20%; • The proportions of women with elevated substantial or acute need ratings who were admitted to the Regional Psychiatric Centre increased from 50% in fiscal year 2016-2017 to 76.5% in fiscal year 2018-2019.
	<p>2) CSC's Health Services Sector has nominated recruitment officers in each region to staff a number of health care positions, including mental health care positions. Recruiters will be meeting, face-to-face, in the fall to discuss strategy.</p> <p>CSC's Health Services Sector maximizes the flexibility of the <i>Public Service Employment Act</i> in order to staff more efficiently.</p> <p>Many regions have collaborated with local universities to facilitate the recruitment of candidates, including internships, with a special focus on hiring indigenous staff.</p>
	<p>3) During fiscal year 2013-2014, CSC renewed its contract with the <i>Ministère de la santé et des services sociaux du Québec</i> for the provision of specialized psychiatric and forensic services in both official languages at the Institut Philippe-Pinel de Montreal. The agreement, which spans from 2014 to 2020, includes the provision of 12 beds for women offenders and three beds for acute male offenders.</p>
	<p>4) The table below synthesizes the information from response 1 to recommendation 6 to group all women offenders with a need for treatment. As seen in the table, 83% of women with medium-high mental health needs received treatment. As noted previously, there are higher access rates for those with high need (i.e. acute, elevated substantial or substantial) than for those with medium (i.e. some or considerable) need based on the MHNS.</p>

Of those requiring care, the percentage who receive it			
	FY 16-17	FY 17-18	FY 18-19
Medium-high need	73%	88%	83%
High need	86%	95%	93%
Medium need	73%	87%	82%

Note. CSC Health Services Data as of April 10, 2019.

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Annex

Treatment by need rating for women offenders spending at least One day incarcerated for fiscal years (FY) 2016-2017 through 2018-2019

MHNS Level	FY 2016-2017					FY 2017-2018					FY 2018-2019				
	n	Any TX	# of Contacts		RTC Admission	n	Any TX	# of Contacts		RTC Admission	n	Any TX	# of Contacts		RTC Admission
			1 - 8	> =9				1 - 8	> =9				1 - 8	> =9	
Acute / Elev. Subst. need	2	100.0%	50.0%	50.0%	50.0%	14	100.0%	35.7%	64.3%	64.3%	17	94.1%	47.1%	47.1%	76.5%
Elevated need	5	80.0%	20.0%	60.0%	20.0%	24	91.7%	41.7%	50.0%	29.2%	26	92.3%	34.6%	53.8%	30.8%
Considerable need	68	72.1%	42.6%	27.9%	7.4%	105	92.4%	42.9%	49.5%	3.8%	114	86.0%	34.2%	51.8%	2.6%
Some need	91	73.6%	38.5%	35.2%	1.1%	189	84.7%	38.1%	46.6%	0.5%	238	79.8%	39.1%	40.8%	0.4%
Low need	132	70.5%	49.2%	21.2%	-	246	61.0%	37.8%	23.2%	0.4%	219	66.2%	42.0%	24.2%	0.5%
No need	13	46.2%	30.8%	15.4%	-	38	23.7%	21.1%	2.6%	-	31	38.7%	32.3%	6.5%	-
No Scale	1041	27.9%	16.0%	9.3%	3.4%	866	36.1%	24.8%	11.2%	0.6%	926	30.5%	21.1%	9.3%	0.4%
Total	1352	37.8%	22.3%	13.5%	3.2%	1482	51.6%	30.2%	21.3%	1.8%	1571	48.8%	28.4%	20.3%	1.9%

Note. CSC Health Services Data as of April 10, 2019.

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PACP RECOMMENDATION AND DEADLINE	CSC RESPONSE TO RECOMMENDATION 8
<p>31 May 2019</p> <p>The Correctional Service of Canada (CSC) should provide the Committee with a report indicating whether all the observation cells located in segregation ranges in women’s detention centres have been relocated and, if not, the reasons for the delay.</p>	<p>The work associated with the relocation of observation cells in segregation ranges was initiated in 2018-2019. However, the National Observation Cell Relocation Plan was suspended in Spring 2018 pending a decision regarding the establishment of Structured Intervention Units (SIU), as this initiative significantly impacts the relocation of observation cells.</p> <p>Bill C-83 is now before Parliament and is proposing the elimination of segregation and the implementation of SIUs at 15 sites, including the five regional women’s facilities.</p>

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<p>31 May 2019</p> <p>The Correctional Service of Canada (CSC) should provide the Committee with a report regarding the change in the percentage of women inmates who finished their correctional programs before their first parole hearing eligibility date.</p>	<p>The Correctional Service of Canada (CSC) remains committed to delivering structured interventions that address the risk factors directly linked to supporting women inmates to safely and successfully reintegrate into the community at the earliest opportunity.</p> <p>The number of women who completed a correctional program by their first parole eligibility date (i.e. Day Parole) has not changed considerably between fiscal years (FY) 2017-2018 and 2018-2019. The percentage of women who completed a nationally recognized correctional program (NRCP) prior to their first parole eligibility date went from 56.7% in FY 2017-2018 to 52.8% in FY 2018-2019 (Source: CSC Data warehouse. Data current up to the end of FY 2018-2019).</p> <p>Of note, during each of the last six years, more than three quarters of women with an identified need completed a NRCP prior to their Full Parole eligibility.</p> <p>CSC will continue to strengthen its approach for women offenders to ensure positive results and has already taken many actions, such as enhancing the capacity to provide appropriate and effective interventions for Indigenous female offenders.</p>