

# Resourcing, Performance and Value for Investment in Federal Corrections: A Comparative Review

## **Context**

This summary note and annexed tables and graphs provide background information, trends and analysis examining resourcing levels in federal corrections (budget, ratio of offenders to staff, costs per inmate) and performance indicators (e.g. recidivism) in the context of offender population trends. International comparisons suggest that:

1. The Correctional Service of Canada (CSC) is among the highest resourced correctional systems in the world, in terms of inmate to staff ratios and per inmate costs.
2. In terms of correctional performance outcomes, Canada may not be getting good value for comparatively high levels of investment.
3. Given declining prison admissions and rising community supervision population, a reallocation of resources from institutional to community corrections seems required.

## **Summary of the Issues**

### *Correctional Population Trends*

In recent years, crime rates, admissions to federal custody and the overall inmate population have been decreasing, with the exception of Indigenous male and women offenders who, as a group, have experienced an increase in admissions to federal custody. Since 2012/13, there has been a steady increase of federal offenders under community supervision. As a result, CSC's custodial or rated capacity (i.e. cell/bed space) now exceeds demand. It is estimated that CSC currently has approximately 2,000 more cells than inmates.

At the same time, CSC's capacity to provide timely and appropriate accommodation in the community has not kept pace. For example, as demonstrated in the Auditor General's Fall 2018 report on community supervision, CSC does not have a long-term

plan to respond to community accommodation pressures, an issue that could have reasonably been foreseen given release trends. CSC has indicated that delays of more than two years for an offender placement in the community could occur.

### *Ratio of Offenders to Staff*

In terms of costs per inmate and ratio of staff to inmates, CSC appears to be among the highest resourced correctional systems in the world. For the last decade, the ratio has been approximately one inmate for every one CSC staff member (can range from 1:1 to 1.3:1 depending who is included in staffing totals)<sup>1</sup>. Comparatively, the average ratio of inmates to prison staff in Europe is 3.5 to 1. Since 2007/08, CSC has added approximately 1,200 correctional officers to its staff complement (CX staff). CSC's total staff complement increased by over 2,500 since 2007/08 – 80% of which were custodial staff. According to CSC's 2018-19 Resource Allocation report, approximately 37% of all federal institutions have more full-time employees than inmates. In some institutions, the number of CX staff alone exceeds the number of inmates. Comparatively, the ratio of offenders to community supervision staff is around 6.5 to one.

Though the community supervision population has increased, CSC's expenditures, demands and allocations for new money for institutional-based corrections has continued unabated. For example, in addition to its \$2.4 billion resource allocation, CSC received an additional \$757.4 million in 2017 and 2018 to be allocated over six years, with \$140M in ongoing spending. It is our understanding that approximately \$300M of the new funding is to replace segregation with Structured Intervention Units (SIU) and \$150M for health care (e.g., 24/7 nursing coverage and Patient Advocates at select sites). It remains unclear how these additional resources will be specifically allocated, but indications suggest that the bulk of new spending is already earmarked for institutional corrections, the majority of which will be for staffing costs.

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<sup>1</sup> The ratio of all offenders to all CSC staff is **1.28 : 1** (23,045 offenders : 17,997 staff). The ratio of in-custody offenders to custody staff is **1.02 : 1** (14,159 inmates : 13,830 custody staff – not including the 2,698 headquarters and central service employees). The ratio of community offenders to community staff is **6.05 : 1** (8,886 community offenders : 1,469 community staff – not including the 2,698 headquarters and central services employees).

## *Cost of Federal Corrections*

Corrections/justice is one of the largest areas of federal spending. In 2015-16, expenditures on federal corrections in Canada totaled \$2.41 billion. Over the last decade, expenditures have increased by 25.8% (from \$1.91 to \$2.41 billion). According to CSC, total expenses increased by \$354.3 million compared to 2016-17 mostly due to increases in personnel costs and professional services. Canada's Parliamentary Budget Officer (PBO) reported that in 2016-17, the average cost to incarcerate an inmate was \$114,587 per year (\$314 per day) and that 96% of federal corrections costs are attributable to custody. Aggregated cost data shows that almost three quarters of CSC operating expenses are attributable to salaries and employee benefits (e.g., the average salary of a correctional officer is approximately \$65,000 per year, excluding overtime wages).

In comparison, according to the Canadian Centre for Justice Statistics, in 2015-16, combined provincial/territorial expenditures on corrections totaled \$2.37 billion (approximately \$213/day per inmate). While it is difficult to make international comparisons, according to the Vera Institute (2015), the average per inmate cost of incarceration in the United States is approximately \$43,714 (CAD) per year (ranging from \$19,417 to \$91,116 per year). In Europe, the median annual cost of incarceration in 2015 was approximately \$28,105 CAD (ranging from \$3,285 to \$383,980)<sup>2</sup>.

## *Correctional Performance*

Recidivism is the most commonly accepted metric for examining the effectiveness of a correctional system. Recognizing that definitions (and therefore estimates) of recidivism vary, the most comprehensive estimate of recidivism (i.e. any new conviction within two years of release) for federal offenders in Canada is estimated to be approximately 41%. It should be noted, however, that this estimate is out-dated (given that it is based on a release cohort from 1994-95).

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<sup>2</sup> The cost of incarceration among European countries varied considerably. In 2015, the average daily cost was 124€/day, with a median of 51€/day (approximately \$187 and \$77 CAD per day, respectively). The daily cost ranged considerably from 6€ (\$9) in Moldova to 700€ (\$1050) in San Marino. Other countries, such as Sweden, Denmark, and Finland ranged from a low of 185€ (\$277/day) to a high of 380€ (\$570/day) per day (*Council of Europe's Annual Penal [SPACE I] Statistics, 2016*).

CSC estimates that the federal recidivism rate (i.e. re-admissions to CSC custody on a new federal sentence within five years) is approximately 13% for non-Indigenous offenders and 21% for Indigenous offenders. This estimate does not account for sentences resulting from provincial/territorial reconvictions (i.e. sentences of less than two years). With respect to international comparisons, it is important to point out that no other jurisdiction uses or reports a “national” recidivism rate in this manner. In order to have an accurate measure of the effectiveness of the federal correctional system, an up-to-date estimate of the national recidivism rate is required. The Minister of Public Safety accepted the OCI’s recommendation in the 2017-18 Annual Report that called for the development and maintenance of a national recidivism database.

In addition to recidivism, there are other indicators that can serve as proxies for correctional effectiveness. While some of these indicators have improved over time (e.g. reduction in the rate of double-bunking, increase in successful completion of sentences, more educational upgrading, reduction in infectious diseases behind bars), many other health and safety measures have deteriorated (e.g. number of inmate assaults, incidents of self-injury, attempted suicides, use of force incidents).

Outcomes have most severely worsened for Indigenous offenders in federal custody, predominantly localized in institutions in the Prairie Region. In 2016-17, while only accounting for approximately 5% of Canada’s overall population, Indigenous offenders represented 23.1% of the total offender population (26.8% of the in-custody population and 17.2% of the community population). Over-representation is even worse for Indigenous women, who account for approximately 40% of all federally incarcerated women. Furthermore, Indigenous offenders are over-represented in segregation placements, use of force incidents, and maximum-security designations. Compared to 2008-09, the number of attempted suicides among Indigenous inmates has increased by six-fold, accounting for nearly 40% of all suicide attempts in prison in 2018-19. Fifty percent of all prison suicides (and 36% of all attempted suicides) in 2017-18 took place in the Prairie Region. In 2016-17, Indigenous offenders served a higher proportion of their sentence in prison before being released on their first day parole (40.8%; 49.0%) and full parole (36.2%; 45.3%) than non-Indigenous offenders.

### *Allocation of Resources*

Since 2012, while the number of admissions to federal custody has been decreasing, the number of empty cells (the difference between actual vs. rated capacities) and releases to the community have been increasing (community supervision costs approximately one quarter the annual cost of incarceration). Today, the proportion of offenders in prison versus community supervision has reached an overall 60/40 population split (50/50 for women).

In light of the metrics under review, consideration should be given to reallocating resources from potentially unnecessary and costly incarceration to areas that have demonstrated resourcing and capacity needs, such as community supervision and reintegration. Despite increases in the community supervision population, CSC's budget allocation for the community supervision program has remained static at around 5% of its overall budget.

Three key areas, in particular, should be examined for potential reallocation from institutional to community corrections:

1. Indigenous corrections (specifically Section 81 and 84).
2. Alternatives to incarceration for seriously mentally ill offenders.
3. Aging offenders (particularly those who, due to poor or declining health and time-served, pose no undue risk to society).

### *Data Limitations*

While efforts have been made to provide accurate estimates and figures of correctional trends, counts, and outcomes, it should be noted that the current analysis is selective and is not comprehensive in making international comparisons. It is also important to note that CSC oversees an increasingly diverse population with complex needs and risk profiles (e.g., mentally ill, Indigenous, women, aging offenders, gangs). Given the variety of issues at play, comparisons on correctional outcomes and performance remain challenging. Comparability was limited by the availability and comprehensiveness of data/information and by the general lack of congruence across diverse national systems.

For instance, in Canada, corrections is a shared, but divided responsibility split between the federal government (those serving two years of more) and the provinces/territories (both sentenced and remand custody). Few national jurisdictions reviewed in the course of this analysis share this peculiar Canadian feature. These factors and limitations are particularly relevant for estimates and comparisons in the areas of recidivism and inmate to staff ratios.

Estimating the ratio of inmates to staff within a system is complicated by the fact that countries use different metrics/counts and reporting methods. Further, definitions of “staff” and “inmate” vary by jurisdiction (some correctional services employ health staff, while others contract this service out or it is provided by national health authorities). Information and metrics on ratios were generally limited and therefore comparisons are restricted to a select group of countries. Similarly, estimates of recidivism are limited by varying definitions, metrics, and availability of data. While beyond the scope of the present analysis, future examinations should take into account trends and outcomes associated with diverse groups within the correctional population (e.g. visible minority groups, Indigenous, women). Taken together, interpretation and reporting of international comparisons should be approached with some degree of caution and interpretation.

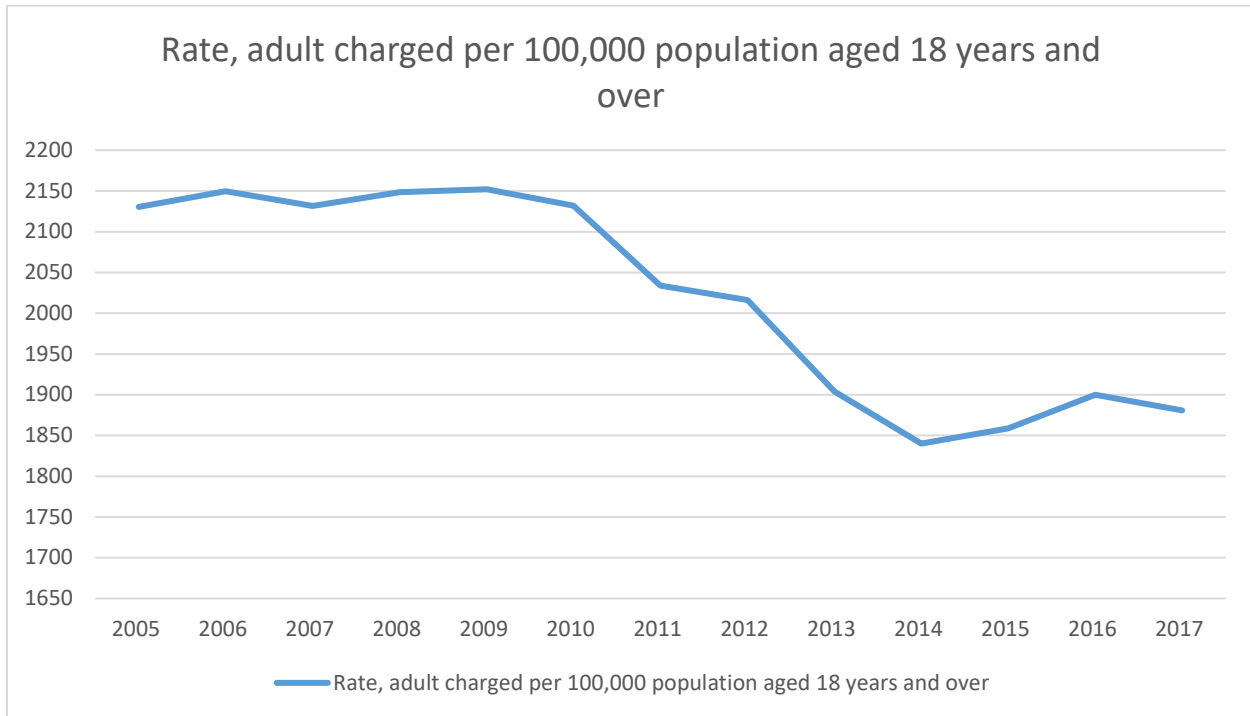
### *Conclusion*

In terms of the costs per inmate and ratio of staff to inmates, the Correctional Service of Canada is clearly among the highest resourced correctional systems in the world. Given the high expenditure level, one would expect Canada’s federal correctional system to be a world leader in terms of correctional performance. By all indicators of correctional “success,” there is room for considerable improvement. Consideration should be given to reallocation of resources to the areas of corrections that demonstrate the greatest pressure and need (e.g. Indigenous corrections, community corrections, women, mental health) in order to increase value for investment.

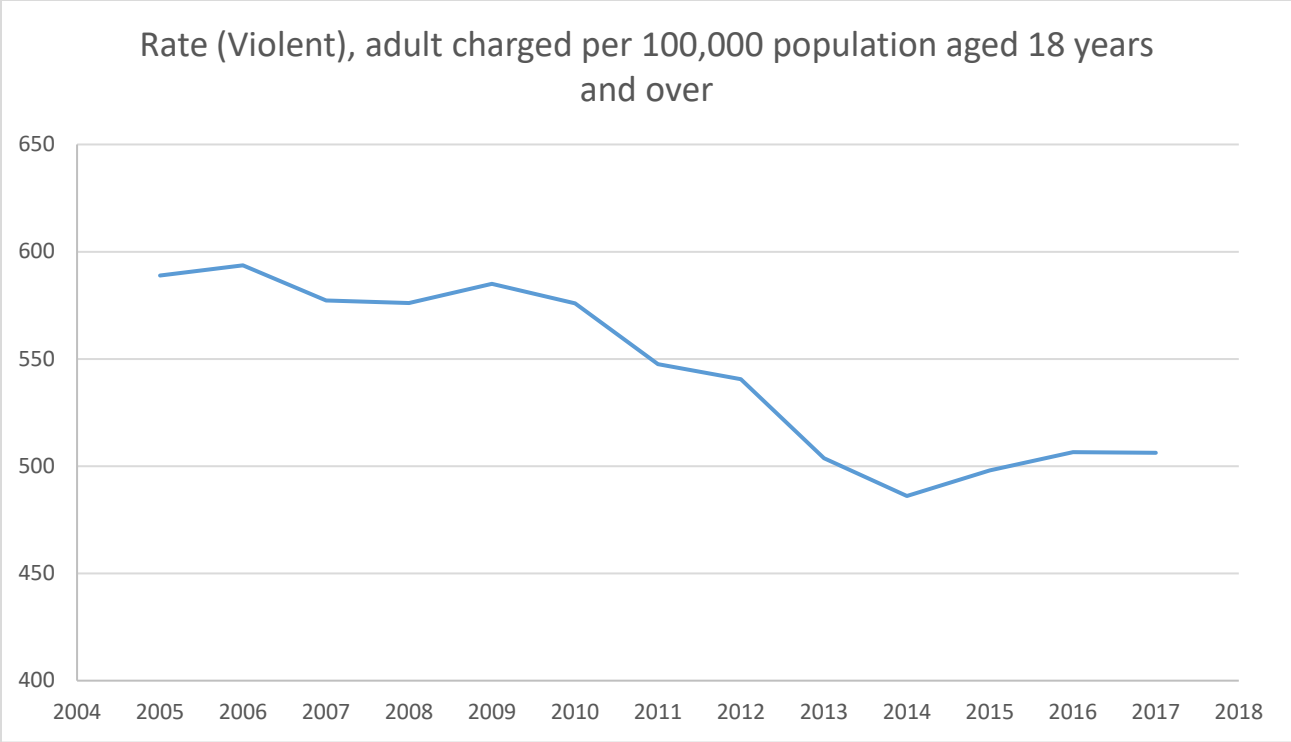
## ANNEX

### *Correctional Population Trends*

**The crime rate in Canada (i.e., adults who received a charge) has generally been declining since 2005**



**Source:** Statistics Canada. Table 35-10-0177-01 Incident-based crime statistics, by detailed violations: <https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=3510017701>

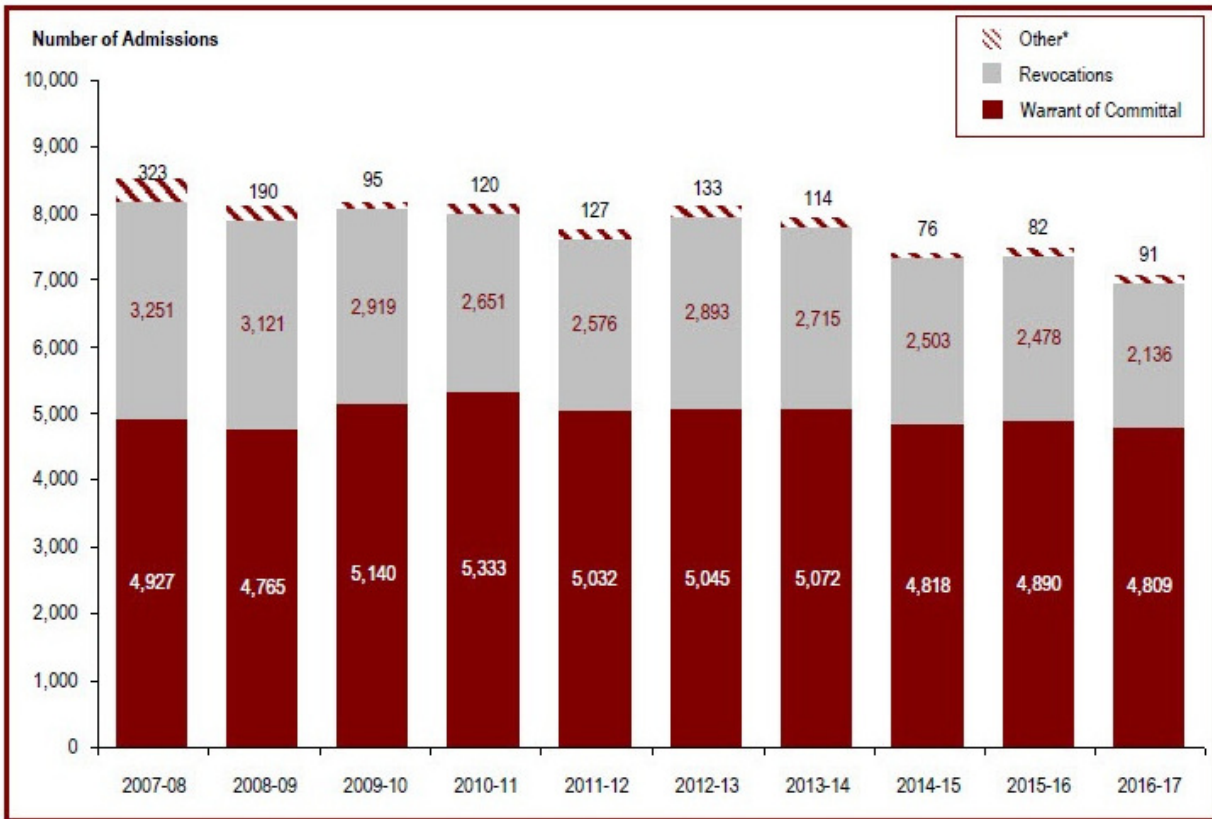


Note: includes charges for violent criminal code violations.

Source: Statistics Canada. Table 35-10-0177-01 Incident-based crime statistics, by detailed violations: <https://www150.statcan.gc.ca/t1/tbl1/en/cv.action?pid=3510017701#timeframe>



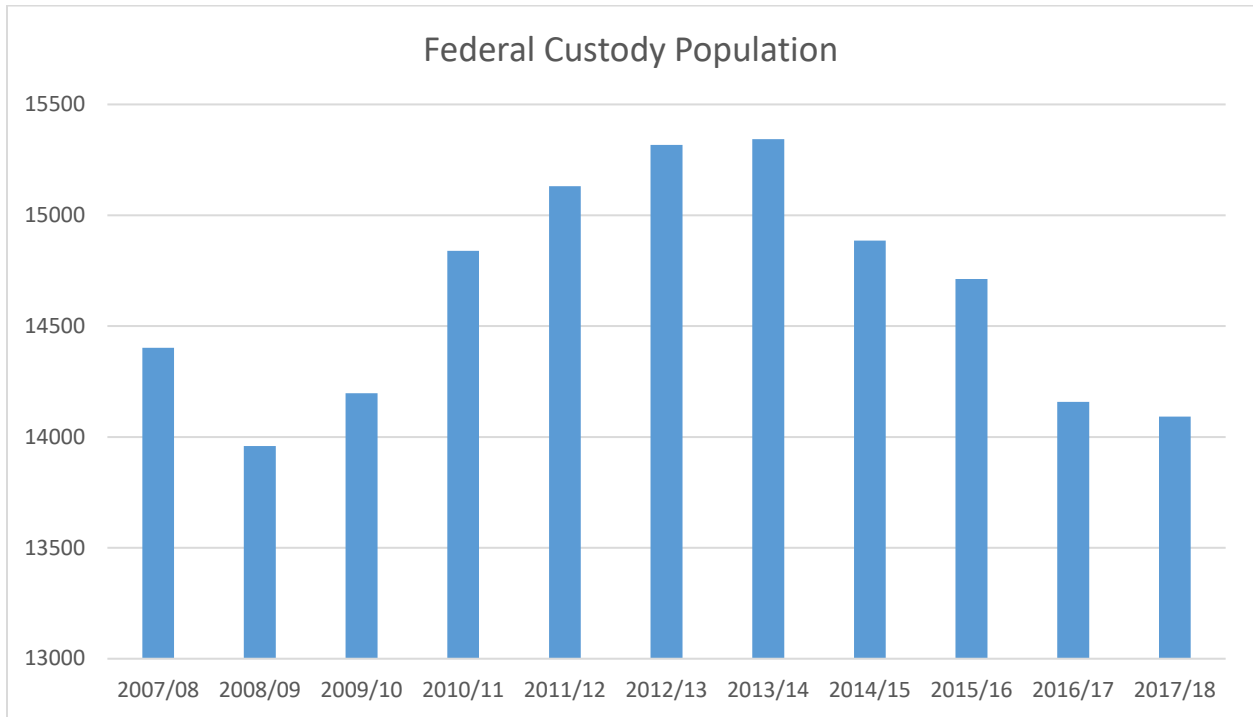
## Admissions to federal custody are going down and the prison population is declining



**Source:** Corrections and Conditional Release Statistical Overview (2017)

- Over the last decade, admissions to federal jurisdiction have decreased.
- After peaking at 8,501 in 2007-08, the number of admissions to CSC has **decreased by 17.2%** to 7,036 in 2016-17.
- The number of warrant of committal admissions has declined by 9.8% compared to the highest point, which occurred in 2010-11.

## The custodial population has been declining

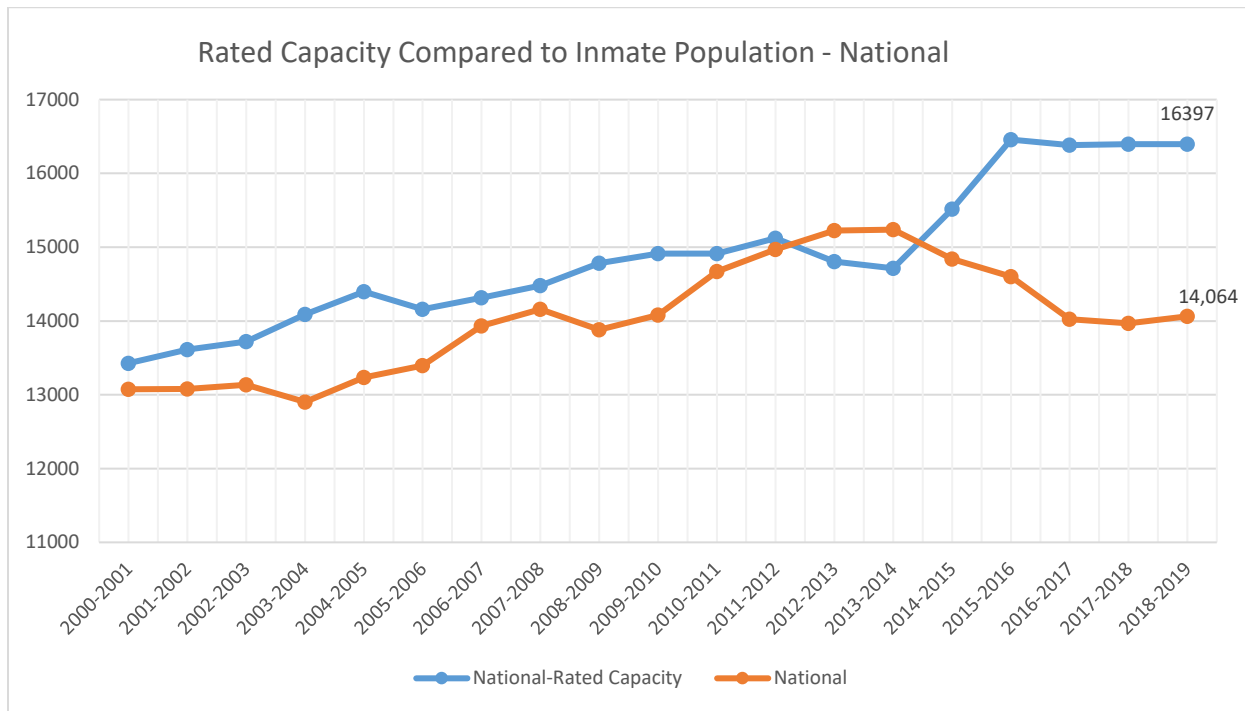


**Source:** Corrections and Conditional Release Statistical Overview (2017)

- The custodial population has been steadily declining for the last five years, after peaking in 2013/14.
- The 2017/18 custodial population was at the lowest it has been in a decade (since 2008/09).

## CSC's custodial capacity is exceeding demand

- The number of free bed spaces has been going up.
- CSC's rated capacity surpassed the national inmate population in 2014-2015.
- CSC currently has 2,000 more cells than inmates<sup>3</sup>.



**Source:** CRS-M Institutional Counts data cube. The rated capacities are published from CSC's Operational Planning group whereas the inmate population numbers use CSC's Tuesday midnight physically-in counts. All counts are at fiscal year-end except for the current count, which is as of 2018-05-22.

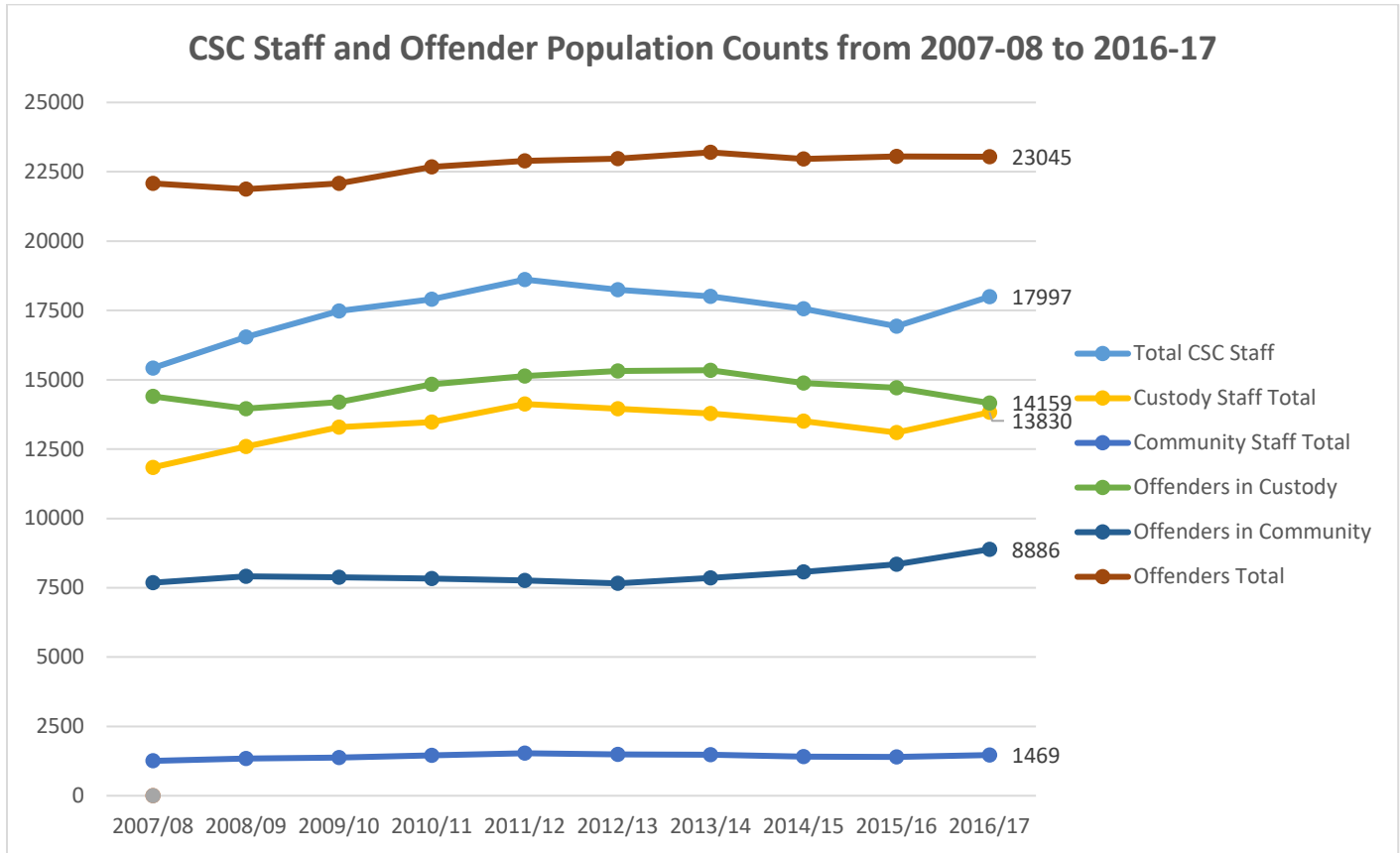
- Despite the over-capacity of cells, the national double-bunking rate is 5.5%
  - It should be noted here that the double-bunking rate has been steadily decreasing since 2014.

### National Double-Bunking Rates

		March 2009	March 2010	March 2011	March 2012	March 2013	March 2014	March 2015	March 2016	March 2017	March 2018
National	Total Inmates	13,446	13,452	14,155	14,469	14,681	14,645	14,450	14,210	13,766	13,648
	Double Bunked	1,332	1,254	1,826	2,486	3,050	2,802	2,062	1,508	1,094	748
	% Double Bunked	9.9%	9.3%	12.9%	17.2%	20.8%	19.1%	14.3%	10.6%	7.9%	5.5%

<sup>3</sup> Excess cell capacity occurred as a result of an overestimation of the impact of Bill C-25 (*Truth in Sentencing Act*, 2009) on federal corrections, which reduced the allowed credit for pre-trial custody on remand. CSC estimated a large population increase and proceeded to add capacity in all regions. The impact of Bill C-25 proved negligible.

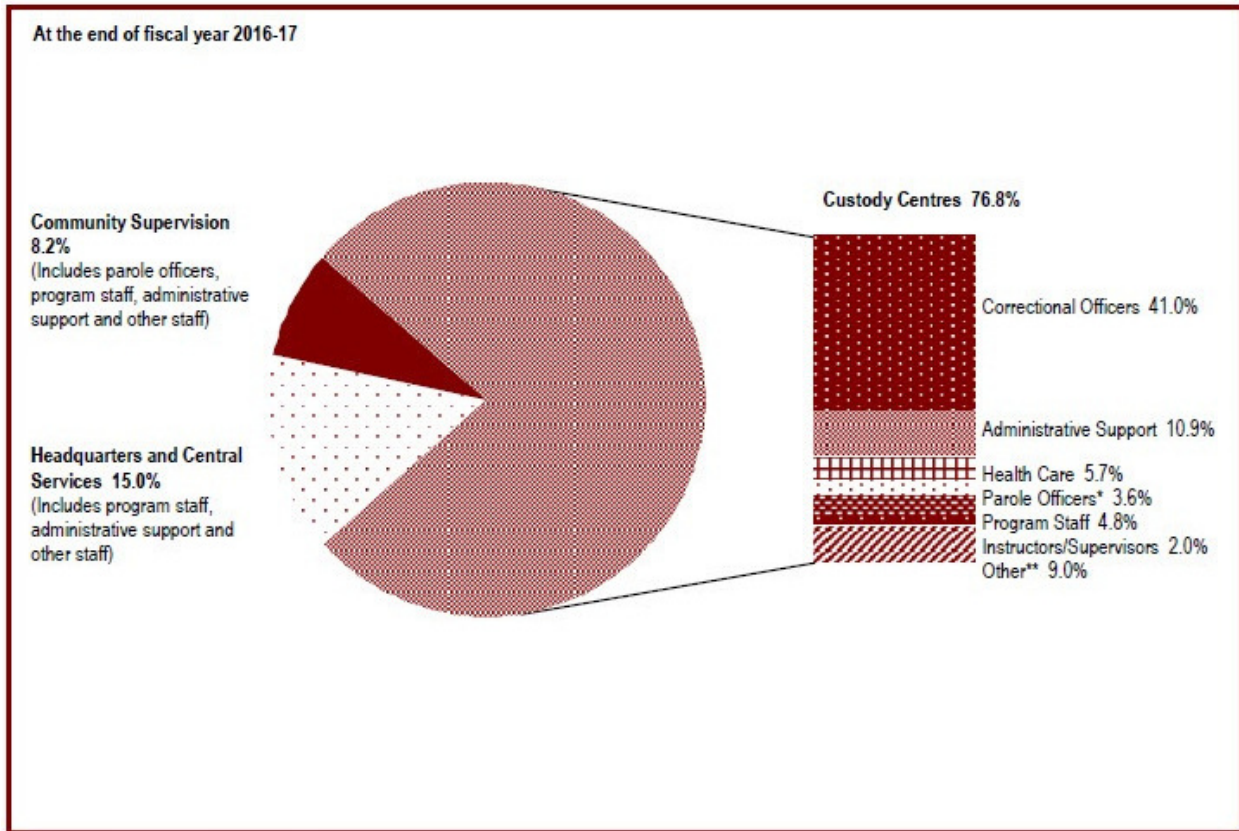
**Increases in custodial staff accounts for 80% of all staffing increases at CSC since 2007-08**



**Source:** Corrections and Conditional Release Statistical Overview (2017)

- Since 2007-08, the total number of CSC staff has increased by over 2,500
  - The total number of custodial staff increased by nearly 2,000 since 2007-08
  - Community staff accounted for 8% of the total CSC staff in 2016-17 (1469/17997); whereas, custodial staff accounted for 77% of all CSC staff (13830/17997)
  - The majority of CSC spending is on staffing costs

## CSC employees are concentrated in custody centres



**Source:** Corrections and Conditional Release Statistical Overview (CCRSO, 2017). Data provided by Correctional Service Canada.

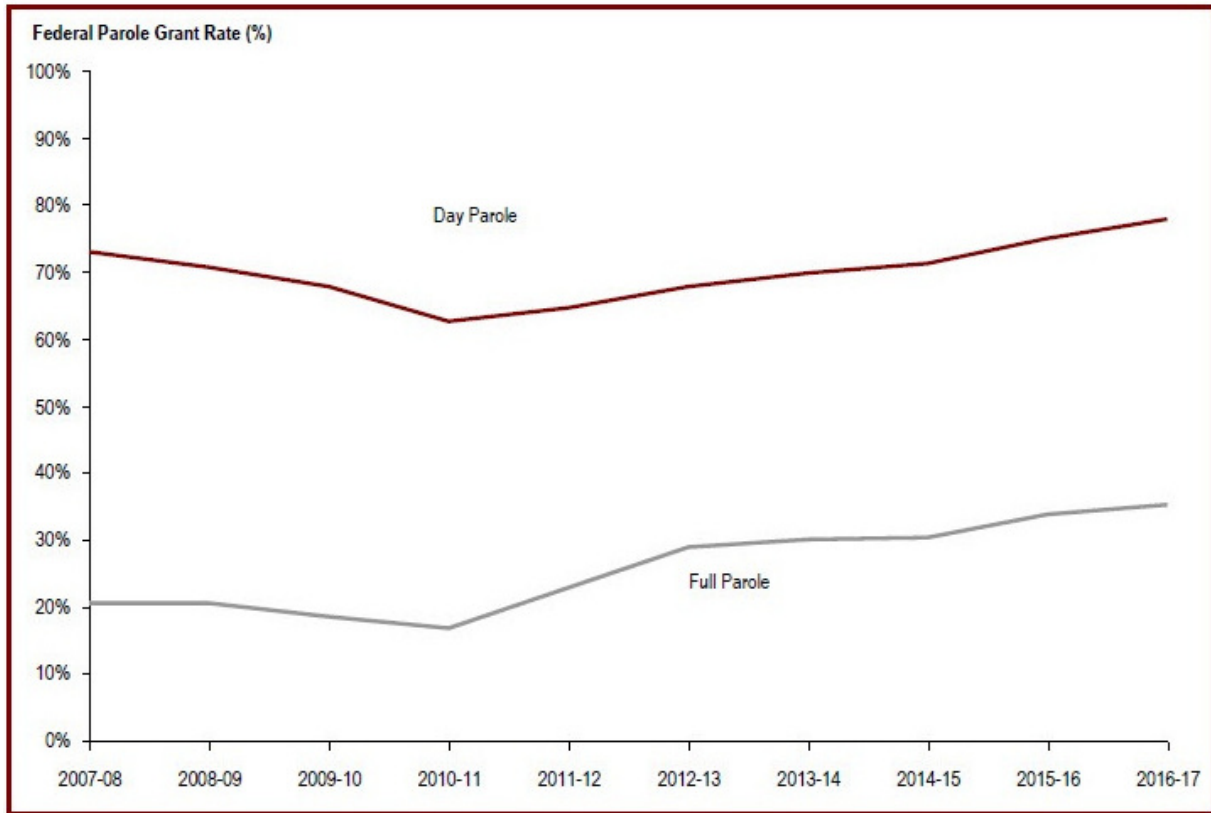
**The number of correctional officers has increased since 2007/08**



**Source:** Corrections and Conditional Release Statistical Overview (2017)

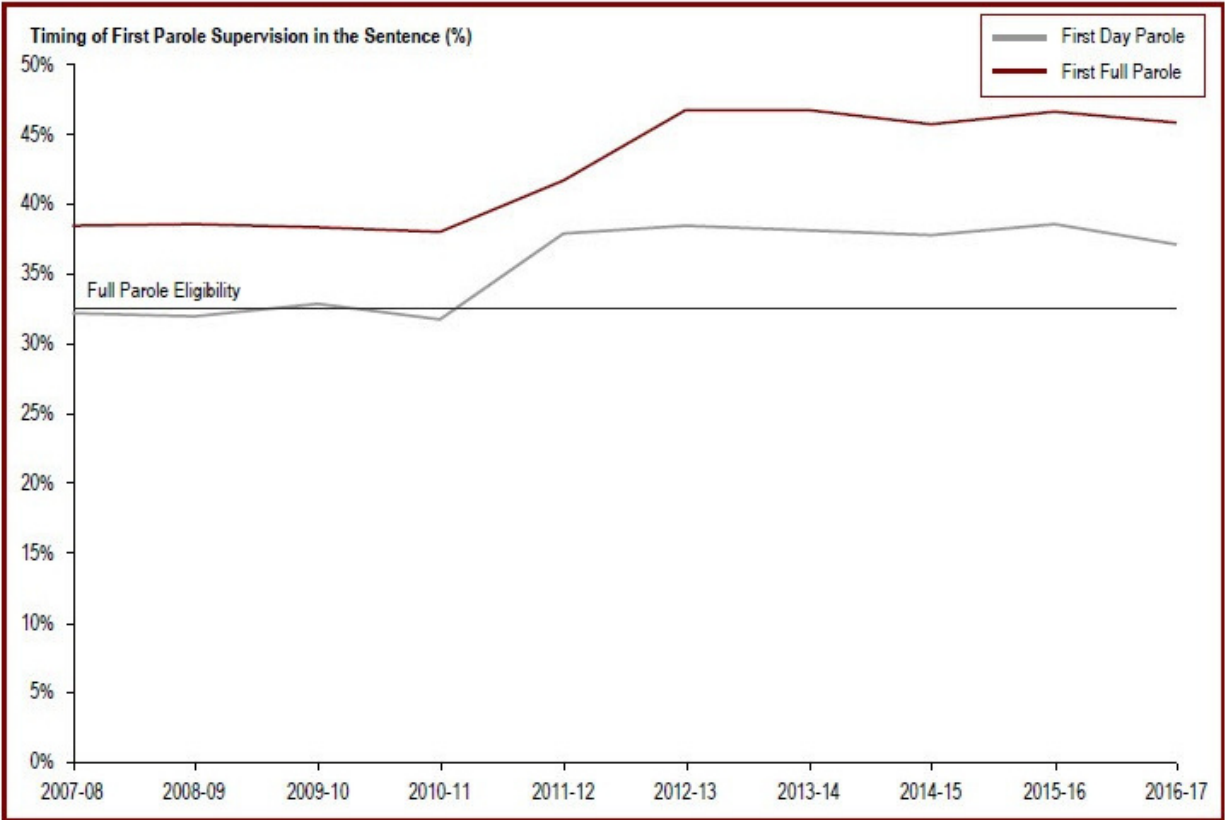
- Despite the decreasing number of prison admissions and the decline in the prison population, CSC has added approximately 1,200 correctional officers to its security staff complement since 2007/08.

**While the number of prison admissions is going down, the number of inmates being released to the community is going up and therefore, the community supervision population is steadily increasing**



**Source:** Corrections and Conditional Release Statistical Overview (2017)

- In 2016-17, the **federal day parole grant rate increased** 2.9 percentage points to 77.9% compared to the previous year, and the **federal full parole grant rate increased** 1.4 percentage points to 35.1% compared to the previous year.

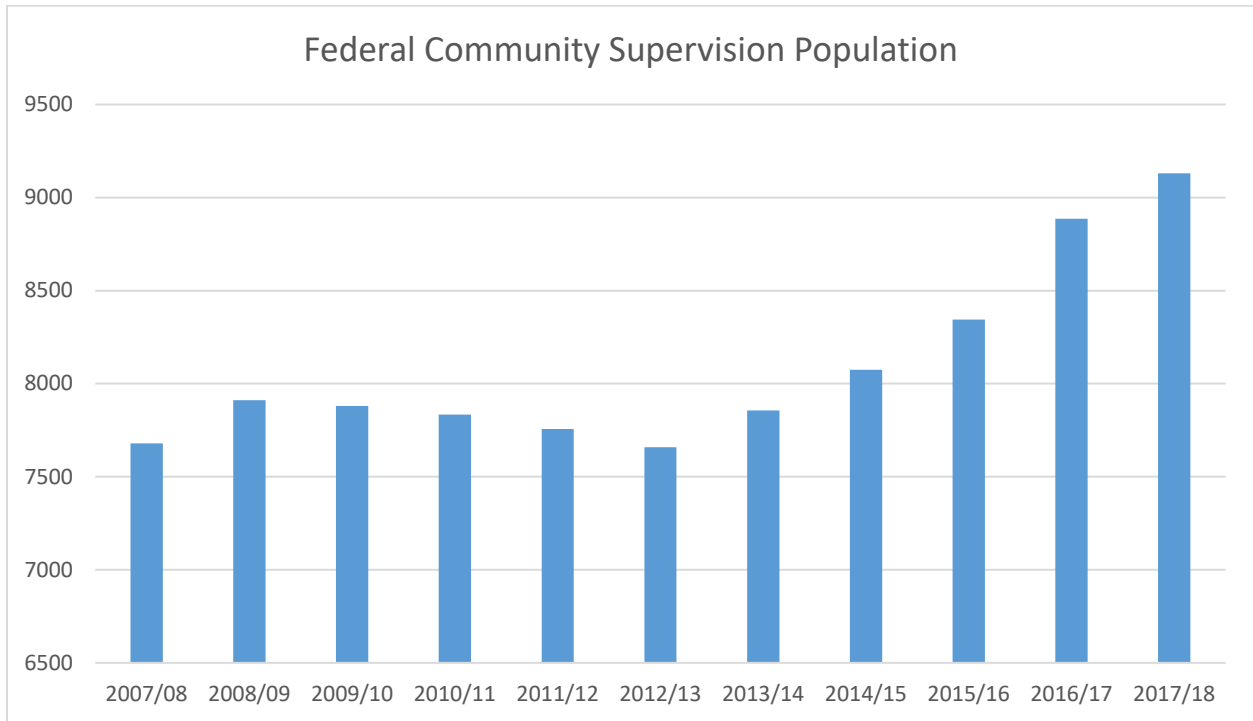


**Source:** Corrections and Conditional Release Statistical Overview (2017)

- Similarly, in 2016-17, the **average proportion of sentence served before the first federal day parole release decreased** 1.5 percentage points (to 37.0%) as well as **decreased** slightly for **average proportion of sentence served before the first federal full parole release (-0.8%)** to 45.7% when compared to the previous year.



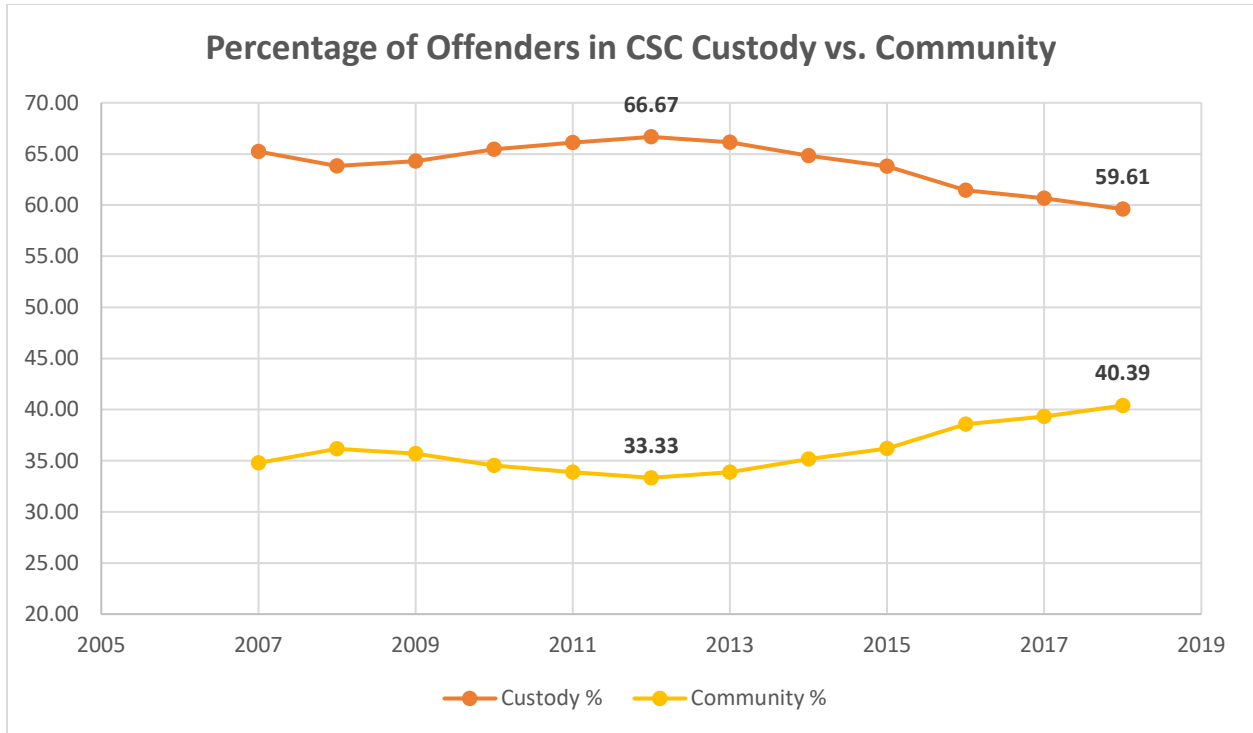
**The number of offenders on community supervision has been increasing over the last five years**



**Source:** Corrections and Conditional Release Statistical Overview (2007-2017)

- The number of offenders on community supervision has been steadily *increasing* since 2012/13.
- According to 2016/17 numbers, the total number of offenders on community supervision (**8,886**) is at its highest point in over a decade.

**The proportion of offenders in custody versus supervised in the community has been converging since 2012**



**Source:** Corrections and Conditional Release Statistical Overview (2007-2017)

- Given these admission and release trends over time, the split between custody and community populations has been moving in opposing directions. In other words, the percentage of offenders in custody has been decreasing, and percent in community increasing, since 2012-2013.
  - Specifically in 2012, of the total CSC population, 67% represented offenders in custody vs. 33% supervised in the community. By 2018, the custody vs. community split has shifted to 60% vs. 40%.

## RATIO OF OFFENDERS TO STAFF

### The ratio of inmates to custodial staff in Canada is among the most highly resourced the world

- The ratio of federal inmates to custody staff is approximately 1 inmate per 1 custodial staff, which is among the most highly resourced in the world.
- The average ratio of inmates to custodial staff for Europe is 3.5 to 1.

Ranking by Ratio of Inmates to Total Custodial Staff	
Country	Ratio
Canada (ratio of inmates to total CSC staff)	1.2
UK (Northern Ireland)	1.2
Norway	1.2
Sweden	1.3
Denmark	1.6
Finland	2.3
UK (Scotland)	2.4
France	2.5
UK (England & Wales)	3.8

**Source:** Council of Europe's Annual Penal (SPACE I) Statistics (2016)  
<http://wp.unil.ch/mwg-internal/de5fs23hu73ds/progress?id=hgdPtZOspD9SZu59U8vLu-e24Q4MmCAbi5WbaR2mqPI>

- According to CSC's 2018-19 Resource Allocation report<sup>4</sup>, in 37% of all custodial facilities, the number of FTEs exceeds the number of inmates.
  - At some institutions, not only do the number of FTEs exceed the number of inmates, but the number of CXs alone exceeds the total number of inmates.
    - At Donnacona institution, there are 258 inmates and 364 FTEs (287 of which are CXs). Similarly, at Millhaven institution, there are 234 inmates and 327 FTEs (247 of which are CXs).<sup>5</sup>

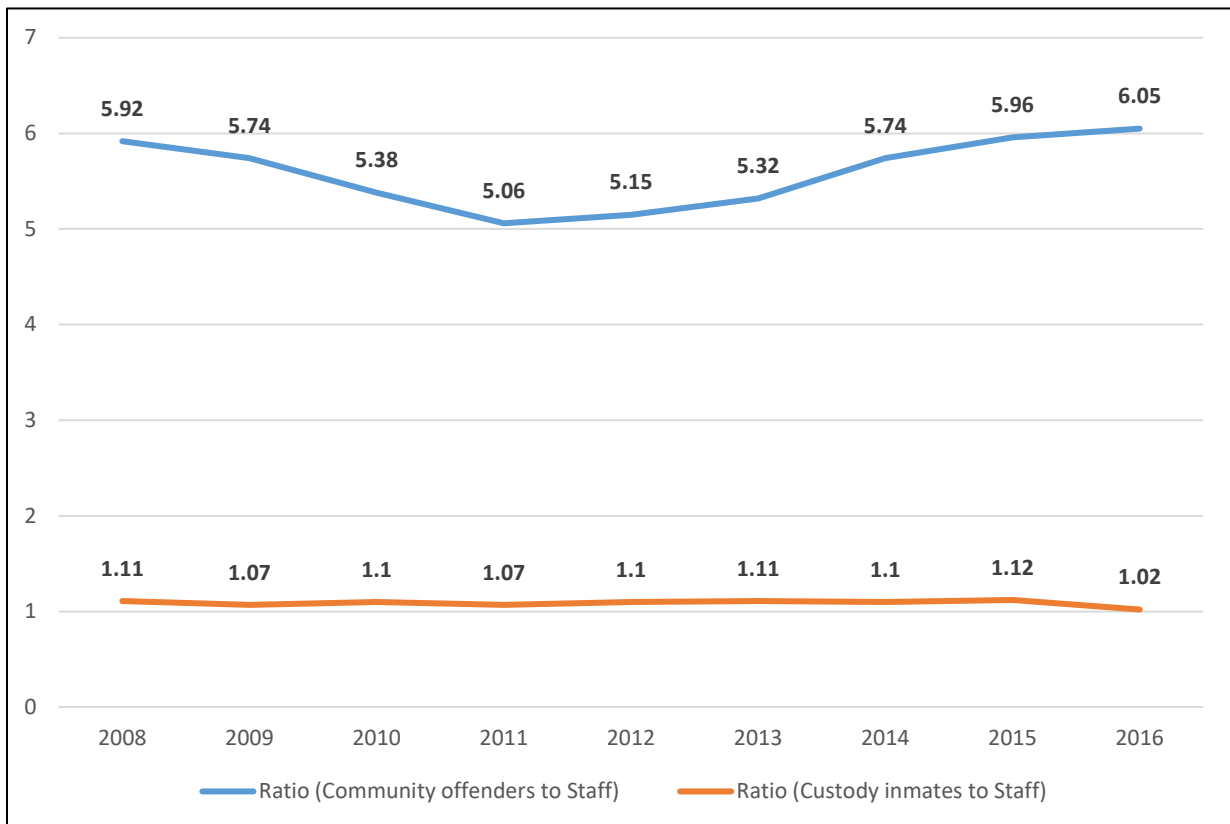
<sup>4</sup> The Resource Allocation Reports were obtained from CSC's internal hub.

<sup>5</sup> According to CSC's 2018-19 Resource Allocation document, 20/54 of custodial facilities have more staff than inmates.

**The ratio of offenders supervised in the community to community staff is considerably less resourced compared to the ratio of inmates to custodial staff.**

- The ratio of community offenders to community staff is approximately 6 offenders to 1 community staff.
- While the ratio of community offenders to staff has been steadily *increasing* since 2011, the ratio of inmates to custody staff remains high and stable (approximately 1 to 1).

**Ratio of offenders (Custody vs. Community) to CSC staff (Custody vs. Community)**



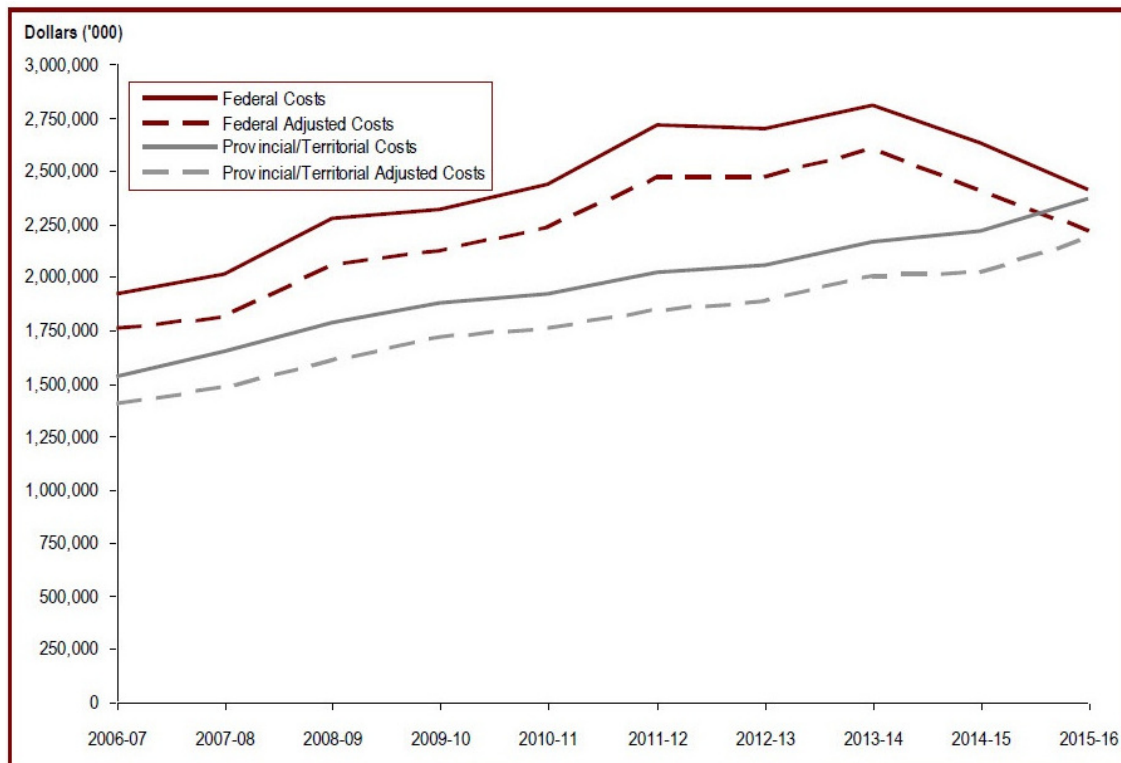
**Source:** *Corrections and Conditional Release Statistical Overview (2007 to 2017).*

## COSTS OF FEDERAL CORRECTIONS

**While the number of admissions has been *decreasing*, the number of empty cells has been *increasing*, and releases to the community have been *increasing* (all of which should result in a reduction in costs), CSC's expenses and allocations for new money has continued to increase**

- Corrections/justice is one of the largest areas of federal spending (after statutory benefits and debt payments).
- In 2015-16, expenditures on federal corrections in Canada totaled approximately **\$2.41 billion**.
- Despite decreasing admission rates and increasing community releases in the last decade, expenditures on federal corrections have increased by 25.8%, from \$1.91 billion to \$2.41 billion. In constant dollars, this represents an increase of 26.3% since 2007.
- In comparison, provincial/territorial expenditures totaled about \$2.37 billion in 2015-16, an increase of 7.1% from 2014-15. Over the same time period, provincial/territorial expenditures increased by 55.0% from \$1.53 billion to \$2.37 billion. In constant dollars, this represents an increase of 55.7%.

### Expenditures on Corrections



**Source:** Corrections and Conditional Release Statistical Overview (CCRSO, 2017). CCRSO sources include: CSC; OCI; Parole Board of Canada; Statistics Canada Consumer Price Index. Provincial figures derived from the Adult Correctional Services Survey, Canadian Center for Justice Statistics, Statistics Canada.

- According to the Parliamentary Budget Officer, in the ten years after 2000 annual public spending per capita on criminal justice went up by 23% while crime rates went down by 25%.
- As reflected in the Consolidated Financial Statements, CSC's total expenses increased by \$354.3 million compared to 2016-17 mostly due to increases in personnel costs and professional services.
  - Over 90% of CSC's total expenses come from personnel costs, amortization, utilities, supplies and professional services.
- Furthermore, the 2017 and 2018 Budgets have allocated an additional \$757.4 million to federal corrections (over six years).

**Budget 2017:**

	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	Total
Modernizing our corrections system	0	6	12	12	14	14	57.8
Rehabilitating and Reintegrating Indigenous offenders	0	8	10	18	16	13	65.2
<b>Total</b>	0	14	22	30	30	27	123
<b>Minus \$10M for ICCI</b>							<b>113</b>

**Source:** <https://www.budget.gc.ca/2017/docs/plan/budget-2017-en.pdf>

**Budget 2018:**

	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	Total
Funding provided to the CSC to account for fluctuations in the everyday costs associated with correctional operations.	2	10	2	2	2	2	17
Support for CSC	0	75	0	0	0	0	74.7
Further improving mental health supports for inmates	0	3	3	4	5	6	20.4
Reopening the penitentiary farms at Joyceville and Collins Bay institutions	0	2	1	0	0	0	4.3
<b>Total</b>	2	90	6	6	7	8	<b>116.4</b>

**Source:** <https://www.budget.gc.ca/2018/docs/plan/budget-2018-en.pdf>

## 2018 Fall Economic Statement

	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	Total
CSC Quasi statutory adjustment	0	16	16	16	16	16	80
CSC strengthening federal corrections and keeping communities safe	13	44	59	85	115	132	448
<b>Total</b>	13	60	75	101	131	148	<b>528</b>

Grand Total: 113 + 116.4 + 528 = **757.4**

<https://budget.gc.ca/fes-eea/2018/docs/statement-enonce/fes-eea-2018-eng.pdf>

### Reallocation of resources from other areas, such as Custody, to the Community supervision program

- CSC's spending on Custody has consistently accounted for approximately 60-63% of their overall budget since 2011, despite the decline in admissions and overall custody population.
- Alternatively, the Community Supervision program has remained around 5% of the overall budget, despite the steadily increasing community supervision population.
  - The average cost associated with maintaining an offender in the community is 73% less than the costs of maintaining an offender in custody (\$31,052 per year versus \$116,364 per year).

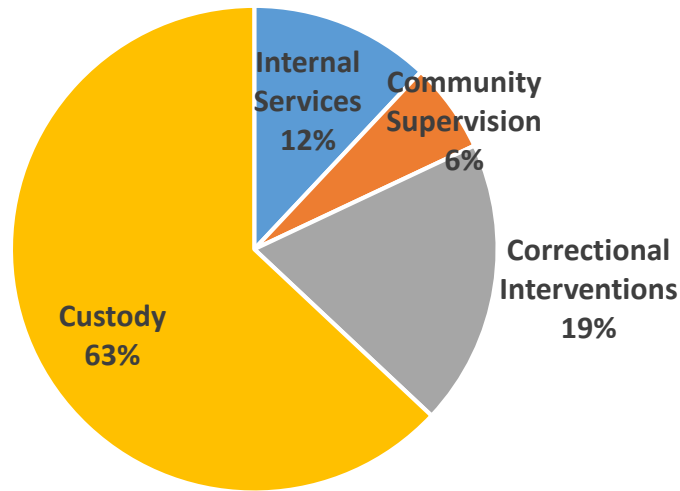
### Financial Resources for CSC Custody and Community Programs (in dollars)

Year	Custody			Community		
	Planned Spending	Total Authorities (available for use)	Actual Spending (authorities used)	Planned Spending	Total Authorities (available for use)	Actual Spending (authorities used)
2011-2012*	2,104,000,000	2,262,300,000	1,650,100,000	153,500,000	164,500,000	112,400,000
2012-2013*	2,056,400,000	226,720,000	1,739,600,000	130,000,000	179,300,000	117,600,000
2013-2014	1,587,674,673	1,831,466,540	1,821,642,937	134,649,362	143,266,203	124,169,547
2014-2015	1,471,011,448	1,736,805,173	1,686,218,075	93,399,963	102,236,783	125,590,617
2015-2016	1,501,862,617	1,580,830,730	1,519,751,744	129,857,404	132,316,555	141,891,344
2016-2017	1,512,168,537	1,567,723,732	1,510,190,155	137,257,516	149,595,707	154,796,731
2017-2018	1,528,166,844	1,755,879,649	1,695,534,841	157,830,355	165,636,015	160,381,208

\*numbers were provided in millions for these two years, so the expanded dollars are approximations.

**Source:** CSC's Departmental Performance Reports (2011-2018)

### 2017-18 CSC Expenses by Program



The Condensed Consolidated Statement of Operations shows actual expenses of \$2,855 million for 2017-18. The Custody Program represents \$1,801 million (63%), the Correctional Interventions Program represents \$543 million (19%), the Internal Services Program represents \$348 million (12%) and the Community Supervision Program represents \$164 million (6%).

- According to Canada’s Parliamentary Budget Officer (PBO), in 2016-17, the average institution-specific expenditure associated with each inmate were \$114,587/year or \$314/day per offender and 96% of those cost are attributable to custody. Specific estimates vary substantially depending on the type of inmate, as outlined table below.

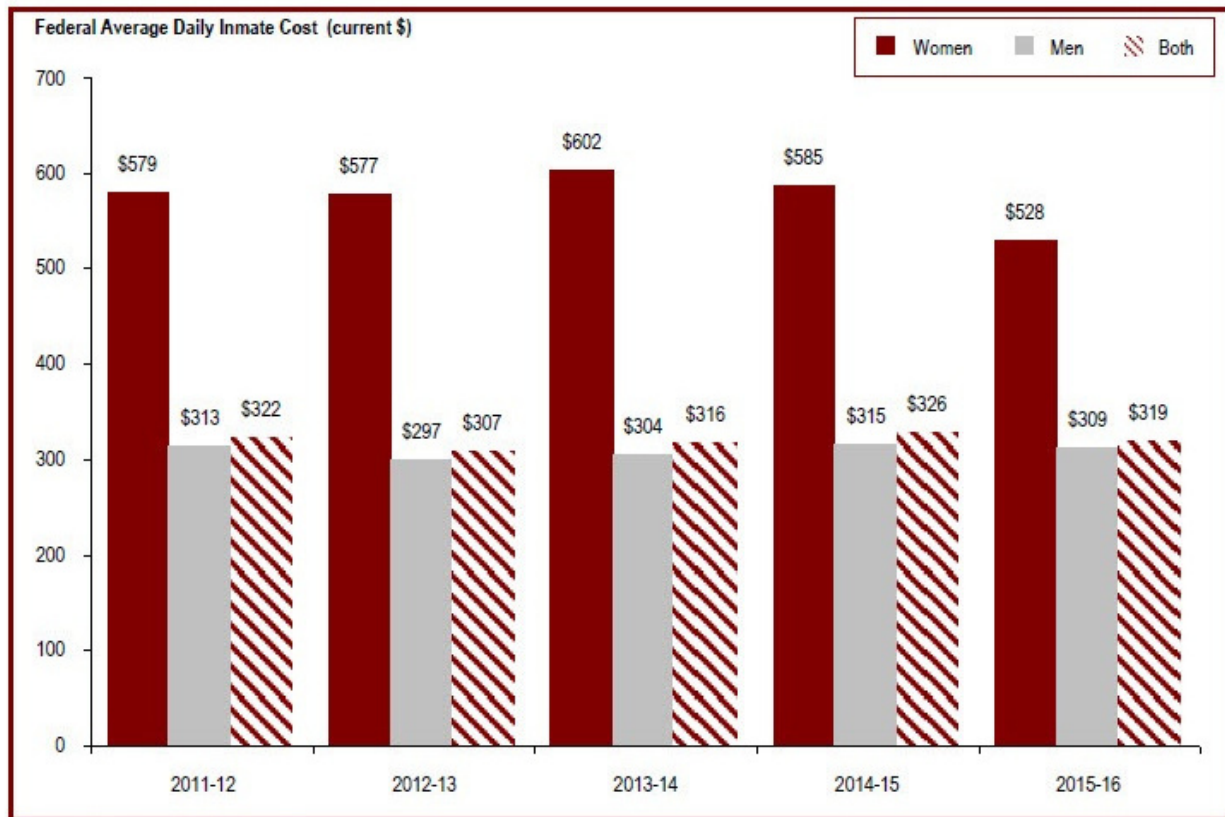
Estimated cost per offender (2016-17)		
Type of Inmate	Annual Cost	Daily Cost
Male Minimum	\$47,370	\$130
Male Medium	\$75,077	\$206
Male Maximum	\$92,740	\$254
Female (all levels)	\$83,861	\$230
Segregation (Incremental)	+\$463,045	+\$1,269
Healing Lodge	\$122,796	\$336
Youth	\$73,632	\$202
Regional Treatment Centre <sup>1</sup>	\$139,128	\$381

*Note:* Only institution-specific costs are included. Female (all levels) includes minimum, medium, and maximum and costs for each type were not available.

**Source:** Parliamentary Budget Officer (*Update on Costs of Incarceration*, March 2018). Model based on historical capacity and number of inmates in segregation provided in CSC Response to PBO and expenditures from Public Accounts.



## The daily costs of keeping an inmate incarcerated



**Source:** Corrections and Conditional Release Statistical Overview (2017, data from CSC)

- It is very difficult to make international comparisons regarding costs of incarceration per inmate. There is considerable variation within and between countries. For example, according to the Vera Institute<sup>6</sup>, in 2015 the average cost of incarceration in the United States was \$33,274 (USD) a year per inmate (representing approximately \$43,714 (CAD) with a range of \$19,417 to \$91,116 CAD per year)); however, this ranged considerably by state (i.e., from a low of \$14,780 in Alabama to a high of \$69,355 in New York).
- Similarly, the average daily cost of incarceration among European countries in 2015 was 124€ per day and a median of 51€ (a cost of approximately \$187 and \$77 CAD per day, respectively); however, this daily cost ranged from 6€ in Moldova to 700€ in San Marino. Other countries, such as Sweden, Denmark and Finland ranged from a low of 185€ to a high of 380€ per day for costs of incarceration<sup>7</sup>.

<sup>6</sup> <https://www.vera.org/publications/price-of-prisons-2015-state-spending-trends/price-of-prisons-2015-state-spending-trends/price-of-prisons-2015-state-spending-trends-prison-spending>

<sup>7</sup> Council of Europe's Annual Penal (SPACE I) Statistics (2016): <http://wp.unil.ch/mwg-internal/de5fs23hu73ds/progress?id=hgdPtZOspD9SZu59U8vLu-e24Q4MmCAbi5W/baR2mqPI>

- According to PBO's report, CSC's expenditures associated with custody centers in 2016-17 totaled \$1.63 billion (\$114,587 per inmate) of which \$1.57 billion (\$109,971 per inmate or 96%) was attributable to CSC custody program.
- As for the breakdown of expenses, the aggregated cost data shows that almost three quarters of operating expenses are attributable to salaries and employee benefits.
- According to PBO, Federal Correctional Officers are paid between \$55,970 and \$74,985 per year excluding overtime. The national average wage for correctional officers was \$31.25/h, or \$65,000 per year excluding overtime, with minimal variation in median wages across provinces.

<b>Operating Expenses Associated with Custody (2016-17)</b>			
	<b>Total Spending</b>	<b>Average Cost per Inmate</b>	<b>% of Total</b>
Salaries and employee benefits	1,102,774,000	78,188.74	70%
Utilities, materials and supplies	136,852,000	9,703.06	9%
Amortization of tangible capital assets	127,889,000	9,067.57	8%
Professional and special services	96,746,000	6,859.47	6%
Payment in lieu of taxes	35,063,000	2,486.03	2%
Machinery and equipment	28,779,000	2,040.48	2%
Repairs and maintenance	27,693,000	1,963.49	2%
All other expenses	17,891,000	1,268.51	1%
<b>Total</b>	<b>\$1,573,687,000</b>	<b>\$109,971</b>	

*Note:* Correctional interventions and internal services are not included. Cost per inmate based on total spending divided by average custodial population (14,310).

**Source:** Parliamentary Budget Officer (*Update on Costs of Incarceration*, March 2018). Information drawn from Correctional Service of Canada 2016-17 Financial Statements, s. 16.

## CORRECTIONAL PERFORMANCE

### Recidivism

**Despite having one of the highest resourced inmate to staff ratios in the world, CSC's outcomes are not among the best**

- Recidivism (e.g., reconviction for a new offence following release) is the most common metric for examining the effectiveness of a criminal justice system. There are various ways in which recidivism can be measured. The most widely accepted definition of recidivism includes reconvictions for any new offences committed by an individual who had been previously convicted for an offence. Given the various metrics that can be used to measure recidivism, estimates of re-offending vary.
- For example, in an analysis of *Correctional Performance in the Federal Offender Population* (Research in Brief, October 2018), CSC has estimated a federal recidivism rate of 14.3%. For this analysis, CSC defined recidivism as readmissions to federal custody within five years. While it is unclear what cohort or sample of offenders was included in this analysis, this estimate is considerably lower than the actual rate of re-offending. This finding can be explained in part by the narrow definition of recidivism used (e.g., an offender would have had to be returned to custody on a new federal sentence, thus excluding any convictions for offences resulting in a sentence of less than two years).

#### Correctional Results: 2015-16 and 2017-18

Measure	Indigenous		Non-Indigenous		Overall	
	15-16	17-18	15-16	17-18	15-16	17-18
<b>Minimum Designations</b>	15.1%	18.9%	21.7%	22.9%	20.0%	21.9%
<b>Educational Upgrading</b>	56.4%	60.6%	55.3%	55.1%	56.7%	55.6%
<b>Discretionary Releases</b>	28.6%	40.4%	47.0%	58.1%	42.9%	53.8%
<b>Successful Sentence completion</b>	37.4%	42.4%	62.1%	66.4%	56.6%	61.0%
<b>Not re-admitted within 5 years</b>	76.2%	79.0%	84.4%	87.4%	82.8%	85.7%

**Source:** Motiuk, L. & Jean, B. (October 2018). *Correctional Performance in the Federal Offender Population* (Research in Brief), Correctional Service Canada.

- The most widely cited study examining the recidivism rate of federal offenders in Canada was conducted by Public Safety Canada in 2003. Using a broader definition of recidivism (i.e., any new convictions; including for provincial and federal sentences) they estimated the recidivism rate after two years post-release to be approximately 41%. While this definition of recidivism is more inclusive, by capturing new law-violating behaviours that resulted in a conviction, it is important to note that this study examined the reconviction of cohorts of federal offenders from the mid-90s and therefore these numbers are likely outdated and should be interpreted with caution.

- Fazel and Wolf (2015) compared the recidivism rates of various countries (see table below), utilizing the Public Safety Canada (2003) study to represent the recidivism rate for Canada.
  - Compared to Norway, which has the same inmate to staff ratio as Canada (1.2 to 1), by some estimates, Canada's recidivism rate is double that of Norway (41% vs. 20%).
- A more comprehensive and accurate estimate of recidivism involving federally sentenced persons is required.

<b>Reconviction of Prisoners post-release</b>		
<b>Country</b>	<b>2 year Reconviction rates</b>	<b>Reconviction cohort year</b>
Norway	20%	2005
New Zealand	28%**	2015
Denmark	29%	2005
Finland	36%	2005
Australia	39%	2011-2012
<b>Canada</b>	<b>41%</b>	<b>1994-95</b>
Sweden	43%	2005
UK (England & Wales)	45%**	2000
UK (Scotland)	46%	2009-10
UK (Northern Ireland)	47%	2005
USA	59%	2000
France	59%***	2002

\*\*1 year reconviction rate; \*\*\*5 year reconviction rate

**Source:** Seena Fazel and Achim Wolf (2015). "A Systematic Review of Criminal Recidivism Rates Worldwide: Current Difficulties and Recommendations for Best Practice", [PLoS One.](#); 10(6): e0130390.

## Prison Health and Safety Indicators

- In addition to recidivism, other indicators of prison health and safety can provide a picture of the effectiveness of such systems. While some indicators have shown positive changes over time (e.g., reductions in the double-bunking rate, administrative segregation placements, increases in successful sentence completion and discretionary release, more educational upgrading), many indicators have deteriorated over time.

### Indicators of Prison Health and Safety

	2006-07	2017-18	Change	% Change
Internal complaints and grievances	19,862	22,046	2,184	11%
Administrative segregation placements	7,477	5,412	-2,065	-28%
Involuntary transfers	1,356	1,512	156	12%
Use of force	1,005	1,345	340	34%
Inmate on inmate assaults	301	719	418	139%
Deaths in custody	49	55	6	12%
Suicides	10	6	-4	-40%
Attempted suicides	29	126	97	334%
Self-injuries	191	975	784	410%
Serious bodily injuries	104	113	9	9%
Use of chemical and inflammatory agents	397	1303	906	228%
Double bunking	1,180	796	-384	-33%
<b>Total CSC Staff</b>	14,441	17,997	3,556	
<b>CSC Custody Staff</b>	11,229	13,830	2,601	
<b>Total Inmate Population</b>	14,021	14,035	14	

**Source:** CSC Data Warehouse, Corporate Reporting System; CCRSO (2017)

- Compared to 2006-07, despite the increase in custodial staff, there have been *increases* in involuntary transfers, use of force incidents, inmate-on-inmate assaults, attempted suicides, incidents of self-injury, and use of chemical and inflammatory agents.

- Of particular concern is the increase in the number of attempted suicides and self-injury. Compared to 2006-07, the number of attempted suicides in 2017-18 has increased by 334% and self-injury increased by 410%.
- In the area of inmate and institutional safety, similarly concerning is the rise in inmate-on-inmate assaults, which has increased by 139% compared to 2006-07.
- Changes in the indicators may, in-part, be attributed to the way indicators are defined, collected, and reported over time, and/or due to the introduction of new operational policies/practices that took effect between the two time points.
  - For example, in 2006-07, CSC policy required that inflammatory and chemical agents be locked up at designated control posts, which required staff to either obtain pre-authorization from the institutional head prior to its use, or return to the post to retrieve it. In 2010, CSC policy authorized Correctional Officers/Primary workers who have direct contact with inmates, to have inflammatory spray worn on their person. The use of inflammatory agents (pepper spray) increased exponentially after 2010.
- The definition of serious bodily injury (SBI) has narrowed over the years, which could in-part account for the observed changes in this indicator. Additionally, it is important to note that the deterioration of indicators related to mental health (e.g., self-injury) may be associated with the increasing number of complex mental health cases and reporting practices. In 2016-17, two chronically self-injurious inmates accounted for nearly one-third of all incidents of self-injury.

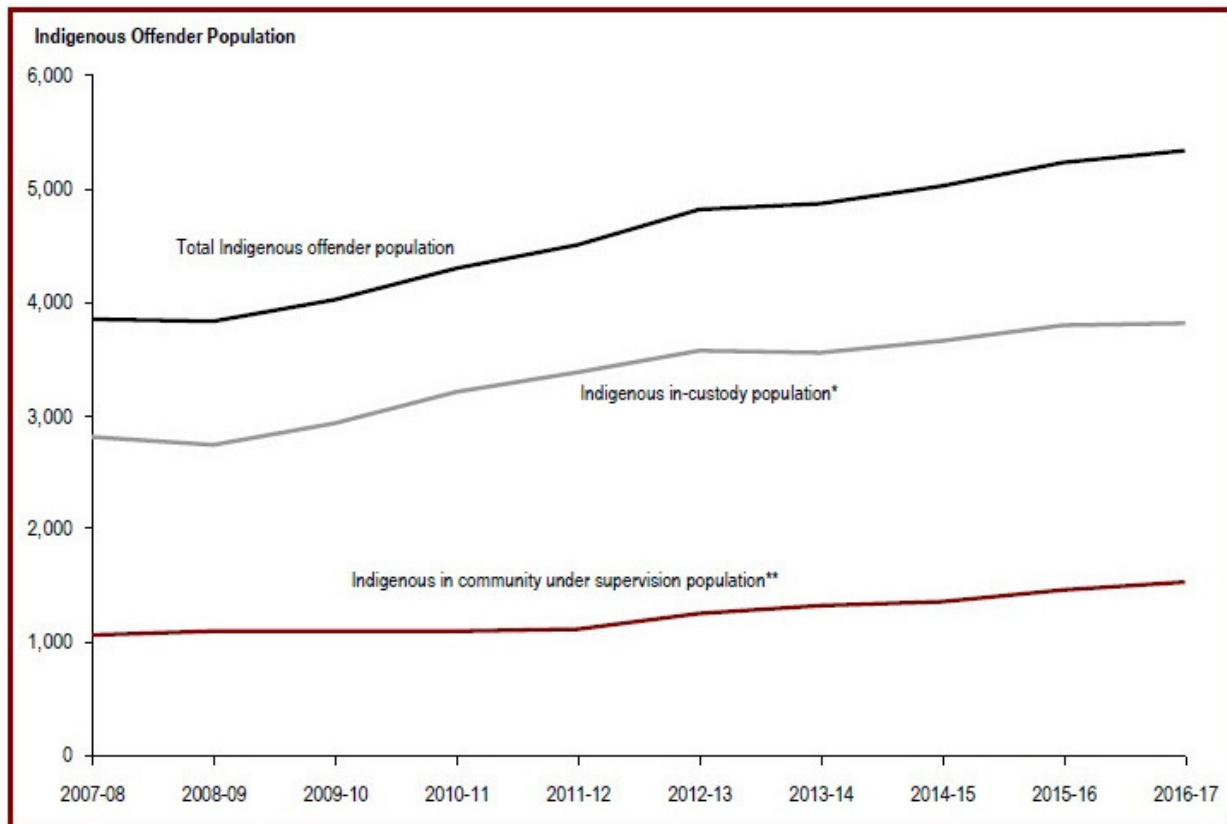
### **Prairie Region**

- When examining the overall prison health and safety indicators, it's important to highlight the situation in the Prairie Region, where many of these indicators are worst, not only compared to the other regions, but in many cases, worse than the national averages.
- For context, the Prairie region currently has the biggest incarcerated population (4,001/13,969), which represents an increase of nearly 15% since 2008-09. While the total nationally incarcerated population decreased by 0.5%, since 2009, the Prairie Region has increased by 14% (by a total of 477 inmates).
- For example in 2017-18, compared to the other regions, the Prairie region had:
  - the most use of force incidents (i.e., over 30% of the total national use of force incidents);
  - the highest total number of incidents of self-inflicted injury (accounting for 38% of all incidents of self-inflicted injuries that occurred in federal custody);
  - the most institutional lock-downs in 2017-18. In fact, the Prairie Region had more lock-downs than all other regions combined;
  - the highest number of inmate on inmate assaults (representing 41% of all inmate on inmate assaults; i.e., 296 out of 719);
  - the highest number of inmate on staff assaults (87 out of 270);

- the highest number of deaths in custody (16 out of 55);
- the most attempted suicides than any other region in 2017-18 (45 out of 126);
- 50% of all suicides that occurred in custody in 2017-18 (i.e., 3 out of a total of 6).

### **Indigenous peoples in federal corrections**

- In addition to the general decline in a number of general indicators of prison health and safety, the experience of Indigenous peoples in the prison system in particular is not improving.
- While CSC does not necessarily control who comes through its doors, it's important to acknowledge the trend regarding admissions and release for Indigenous offenders.
  - Over the last decade, while admissions to federal jurisdiction have decreased, the number of Indigenous offenders has increased.

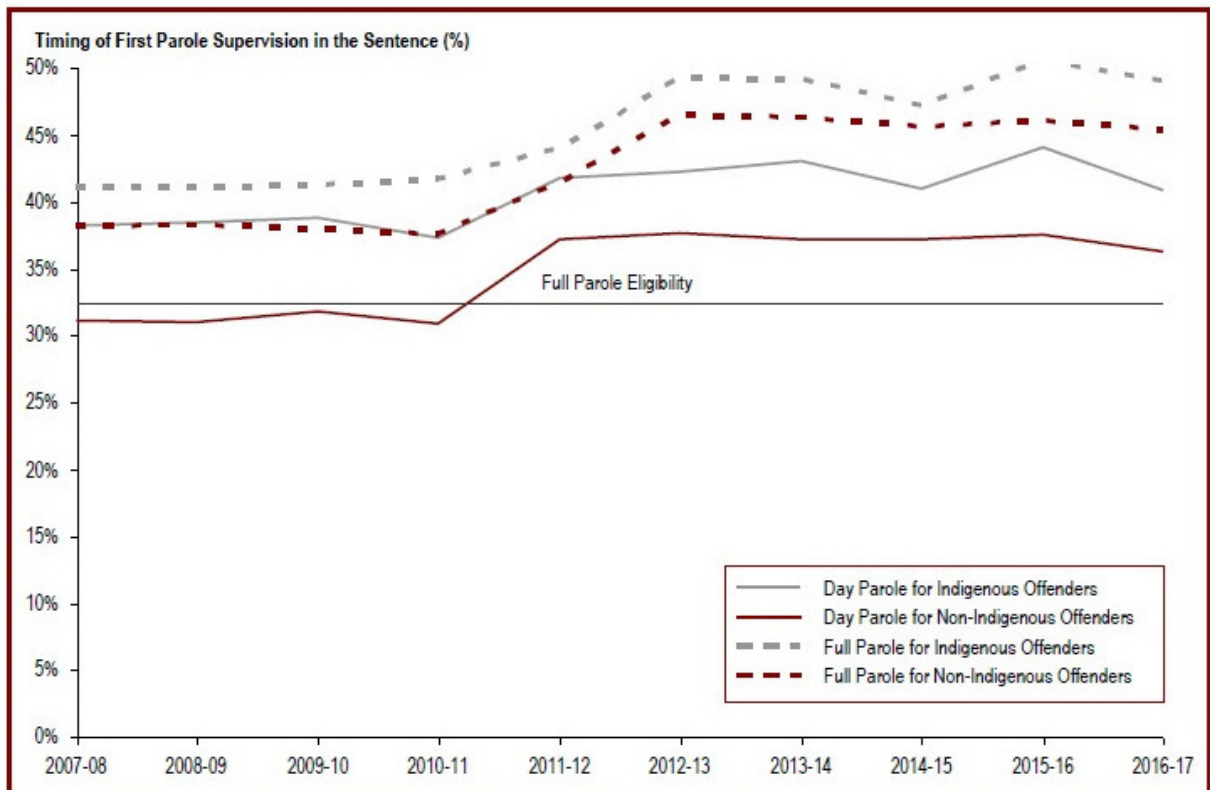


**Source:** 2017 Corrections and Conditional Release Statistical Overview

- From 2007-08 to 2016-17, the in-custody Indigenous offender population increased by 35.8%, while the total Indigenous offender population increased by 38.5% over the same period of time.
- In terms of the prison population, the proportion of Indigenous offenders in custody is higher than for non-Indigenous offenders. At the end of fiscal year

2016-17, the proportion of offenders in custody was about 12.9% greater for Indigenous offenders (71.4%) than for non-Indigenous offenders (58.5%).

- In 2016-17, Indigenous offenders represented 23.1% of the total offender population. Specifically, Indigenous offenders accounted for 26.8% of the in-custody population and 17.2% of the community population in 2016-17.
- In terms of release, Indigenous offenders serve a higher proportion of their sentences before being released on parole. In 2016-17, Indigenous offenders served a higher proportion of their sentences before being released on their first federal day parole and full parole (40.8%; 49.0%) than non-Indigenous offenders (36.2%; 45.3%).



**Source:** 2017 Corrections and Conditional Release Statistical Overview

### Indicators of Prison Health and Safety for Indigenous Offenders

- Compared to a decade ago, while the number of deaths in custody went down for non-Indigenous offenders, the number of deaths in custody for Indigenous inmates remains unchanged.
- While incidents of serious bodily injuries and involuntary transfers have gone down for non-Indigenous inmates, they have *increased* (by 47% and 65%, respectively) in the last decade for Indigenous inmates.



- Most concerning are the increases in the number of attempted suicides and incidents of self-injury among Indigenous offenders. While the number of self-injury incidents and attempted suicides have increased for both groups, the increases for Indigenous inmates are considerably worse.
  - For example, compared to a decade ago, the number of attempted suicides has increased by 683% (from 6 to 47 incidents) and the incidents of self-injury increased by 232% (from 142 to 471) for Indigenous inmates.
  - In 2017-18, attempted suicides by Indigenous inmates accounted for nearly 40% of all incidents, and nearly 50% of all self-injury incidents.