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Service correctionnel
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SAFETY, RESPECT
AND DIGNITY
FOR ALL

LA SÉCURITÉ,
LA DIGNITÉ
ET LE RESPECT
POUR TOUS

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*Evaluation Report:
The Strategic Plan for Aboriginal Corrections*

Evaluation Division

Policy Sector

November 2012

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**EVALUATION REPORT: THE STRATEGIC PLAN FOR ABORIGINAL
CORRECTIONS**

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EXECUTIVE SUMMARY

The Aboriginal offender population is significantly overrepresented in Canada's criminal justice system. Factors contributing to the Aboriginal overrepresentation in corrections and the specific needs and profiles of Aboriginal offenders have been well-documented in the literature which supports the need for Aboriginal-specific and culturally-appropriate interventions. The Corrections and Conditional Release Act (CCRA, 1992) establishes the legal framework that mandates and guides the provision of culturally-appropriate correctional interventions to Aboriginal offenders.

In 2005-06, a five-year strategy known as the Strategic Plan for Aboriginal Corrections (SPAC) was developed as a means to address the specific needs of Aboriginal offenders in the correctional system. SPAC sought to implement a Continuum of Care of services for Aboriginal offenders, which would ensure a federal correctional system that is responsive to the specific needs of these offenders and contributes to safe and healthy communities. The strategy includes three key objectives: 1) provide culturally-appropriate interventions that address the specific criminogenic needs of Aboriginal offenders; 2) enhance collaboration; and 3) address systemic barriers internally and increase cultural competence within the Correctional Service Canada (CSC). These three objectives ultimately aim to achieve the overarching objective of SPAC which is to reduce the gap in correctional outcomes between Aboriginal and non-Aboriginal offenders.

Although some of these objectives are expected to be achieved in the first 5 years following implementation, others are longer-term goals intended to extend into the next several years. Objectives to be achieved in the first five years included the implementation and/or expansion of SPAC interventions and initiatives across the regions, as well as the preliminary demonstration of enhanced correctional outcomes among Aboriginal offenders who participated in SPAC interventions. Longer-term objectives included the full demonstration of enhanced correctional results among SPAC participants, as well as the reduction of the gap in correctional outcomes between Aboriginal and non-Aboriginal offenders.

The interventions provided under SPAC that were evaluated in this report represent approximately 3% of CSC's direct program spending for fiscal year 2010-11.

The SPAC evaluation was divided into two separate yet complementary reports. The first was an evaluation of Aboriginal Healing Lodges which was presented to Evaluation Committee in March 2011. The current report is the second evaluation and includes all Aboriginal-specific interventions and services within federal corrections. In accordance with the 2009 Treasury Board Evaluation Policy, this evaluation examined issues pertaining to the relevance and performance (effectiveness, efficiency and economy) of SPAC. The report is divided into five themes: 1) Continuum of Care, 2) Collaboration, 3) Corporate Response to Address Systemic Barriers, 4) Gaps in Correctional Outcomes and 5) Economy.

1) Continuum of Care: Following the implementation of SPAC, CSC has implemented an Aboriginal Continuum of Care which provides culturally-specific correctional assessments, programs and interventions to Aboriginal offenders interested in following a traditional Aboriginal path. Participation in Continuum of Care initiatives consisted of First Nation and Métis offenders, while Inuit offenders were found to have low participation rates. There was a small number of Inuit offenders which prevented further analysis of Inuit-specific interventions.

As part of the Aboriginal offender assessment process, CSC has implemented the collection of social history and the completion of Healing Plans and Elder Reviews. However, concerns were identified with the integration of these assessments in the correctional case management of Aboriginal offenders. Specifically, the importance of collecting social history information was understood by staff, but difficulties were identified with respect to the integration of this information in correctional decision making. Similarly, a lack of understanding surrounding the purpose of Elder Reviews was also reported by staff, where the use and timeliness of these reviews for case management were among the concerns noted. To address these identified gaps, the evaluation report included a recommendation for CSC to enhance correctional case management for Aboriginal offenders by ensuring that all members of the case management team (CMT) fully understand the purpose of the Aboriginal offender assessment process (collection of social history information, Healing Plan, Elder Review) and fulfill their respective roles in using this assessment information to better inform decision making. Moreover, CSC has increased the availability of Elders as they serve an invaluable function within institutions, Healing Lodges and the community and as such, they provide cultural and spiritual interventions and services, as well as offer guidance and support to Aboriginal offenders.

CSC has enhanced its capacity to deliver Aboriginal-specific national correctional programs. Participation in several correctional program areas was found to be associated with increased correctional results among Aboriginal men offenders. Specifically, those who participated in national correctional programs in violence prevention (mainstream or In Search of Your Warrior), sexual offender (mainstream) and substance abuse (mainstream) were more likely to be granted discretionary release than their non-participant counterparts. Aboriginal men who participated in a violence prevention or a sex offender program were also found to experience lower rates of conditional release failure (with any return). No significant differences were found among Aboriginal women offenders who participated in any national correctional program.

CSC has successfully expanded culturally-specific living environments, such as Pathways Initiatives and Healing Lodges. The majority of staff, management and offenders consider these specific initiatives as a positive contributor to Aboriginal offenders' reintegration. Enhanced likelihood of discretionary release grants were found among Healing Lodges participants. No improvement in correctional results were found for Pathways Unit participants.

In further developing SPAC, the report included a recommendation that where Aboriginal-specific correctional interventions have not yet fully demonstrated anticipated outcomes (i.e., some Aboriginal-specific programs, Pathways Initiatives, and Section 81 Healing Lodges), CSC should explore options to ensure that these interventions have been developed and implemented in a way that is responsive to the needs of Aboriginal offenders.

CSC has made significant progress in establishing and increasing community support mechanisms. This has been achieved through the involvement of Aboriginal communities in the reintegration and release process with initiatives such as cultural escorted temporary absences (ETAs), Section 84 releases, and other community initiatives. These support mechanisms were viewed by staff, management and offenders as positive contributors to Aboriginal offenders' reintegration. Enhanced correctional results were found to be associated with participation in cultural ETAs and Section 84 releases. In particular, offenders who participated in ETAs were more likely to be granted discretionary release and had a lower rate of conditional release failure. Aboriginal offenders released under Section 84 showed lower rates of conditional release failure.

Given the favourable results associated with participation in initiatives involving direct contact with the community (i.e., Section 84 releases and cultural TAs), the report included a recommendation that a greater focus be placed on enhancing the involvement of the community in the reintegration of offenders following the continuum of care in the institution, and that community capacity building be sought for Aboriginal offenders.

2) Collaboration: Collaborative initiatives and relationships were found to have been successfully established between the various CSC sectors at all levels (national, regional and institutional), inter-governmental departments and Aboriginal community organizations. CSC staff members reported receiving adequate direction from RHQ and NHQ in order to support the delivery of services to Aboriginal offenders. Overall, Aboriginal community engagement was viewed as effective. External stakeholders identified a positive relationship with CSC and noted a number of benefits for Aboriginal offenders, their organizations and CSC.

3) Corporate Response to Address Systemic Barriers: Policies and legislation have been established to support SPAC, where CSC staff respondents generally reported familiarity with these. Planning, reporting and accountability mechanisms were also found to exist for SPAC. Issues were identified with respect to data limitations on Aboriginal offenders participating in Continuum of Care initiatives that were found to impact CSC's ability to report on the initiatives as part of the SPAC. As such, the report included a recommendation for CSC to enhance its capacity to report on the correctional progress of Aboriginal offenders involved in the Continuum of Care by ensuring that relevant information is consistently collected and that national reporting is completed in an analytical and integrated manner. In fulfilling this recommendation, CSC's ability to demonstrate the progresses made by SPAC should be ameliorated and will guide the strategy in the future.

CSC has demonstrated progress in enhancing Aboriginal representation among CSC employees. The number of Aboriginal peoples employed within the Service has increased over the last ten years. Workforce availability estimates for Aboriginal employees were also met and exceeded in all regions except the Prairie Region; however, this region had the highest number of active and filled Aboriginal-specific positions. Despite these positive results, a number of Aboriginal-specific positions remain vacant.

Cultural competence among CSC staff was found adequate as most staff members reported familiarity with Aboriginal culture, teachings and ceremonies, as well as with culturally-sensitive approaches to working with Aboriginal offenders. Staff agreed that CSC has shown improvement in developing cultural awareness on Aboriginal issues, where many indicated that they were provided with cultural training and opportunities. However, opportunities for increasing cultural competence within CSC were identified.

4) Gaps in Correctional Outcomes: Preliminary analyses of the gap in correctional results between the overall Aboriginal and non-Aboriginal offenders have revealed improvements in certain correctional indicators, but has widened or remained the same for others. On the positive side, the gap between Aboriginal and non-Aboriginal women offenders with respect to the proportion of time spent in the community (vs. institution), security classification decreases, WED releases and conditional release failure (and technical) has narrowed. The gap between Aboriginal and non-Aboriginal men offenders for WED releases has also narrowed. Conversely, the gap in correctional results between Aboriginal and non-Aboriginal men and women offenders has widened with respect to higher statutory releases and so has the gap between Aboriginal and non-Aboriginal men offenders with respect to conditional release failure (with any return and return with a technical violation). To date, analyses show that despite positive shifts, the gap between Aboriginal and non-Aboriginal offenders (men and women) remain the same.

5) Economy: Cost analyses conducted for select initiatives under SPAC have demonstrated cost-efficiency and cost-effectiveness when compared to mainstream initiatives. Aboriginal-specific national correctional programs demonstrated similar levels of efficiency as mainstream programs where the majority of the resources allocated have resulted in program completion. Participation in In Search of your Warrior and Section 84 releases was found to be cost-effective due to the lower rate of conditional release failure among participants. In addition, Section 81 Healing Lodges were found to be a cost-efficient option to CSC operated Healing Lodges. Since some Healing Lodges were not operating at full capacity, opportunities to enhance efficiency were identified. Efficiencies could be achieved through the increased transfer of offenders who meet the criteria for Healing Lodge placement.

In sum, the present evaluation has highlighted areas of SPAC that are demonstrating encouraging results as well as other areas in need of strengthening. Specifically, the strategy has shown positive outcomes in terms of implementing the Aboriginal Continuum of Care and providing culturally-appropriate interventions and services to Aboriginal offenders. Results from the report also suggest that CSC has been particularly successful in terms of collaborating internally, with other government departments and with Aboriginal organizations. However, there are specific outcomes targeted by SPAC that require further enhancement in order to achieve correctional results for Aboriginal offenders. As mentioned earlier, it is understood that some of these outcomes are only expected to demonstrate results within the coming years. The SPAC will continue to build on the work performed since the first plan was formalized in 2006. Now that a solid foundation has been built, CSC can now continue to enhance the implementation of the SPAC through the Management Action Plan to address each of the recommendations contained within this report to improve and achieve the outcomes laid out for the next five years.

LIST OF KEY FINDINGS

- FINDING 1: SPAC continues to be relevant. Specifically, SPAC is responsive to the needs of Canadians and supports the priorities of CSC and the federal government. 27**
- FINDING 2: Aboriginal men offenders who participated in a mainstream or Aboriginal-specific violence prevention, a mainstream substance abuse or mainstream sexual offender program were more likely to be granted discretionary release than their non-participant counterparts. 43**
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- FINDING 8: Difficulties have been identified with respect to the application and transfer process for CSC-operated and Section 81 Healing Lodges. As well, the need for additional educational services and vocational training in Healing Lodges to further increase offenders' potential for reintegration was highlighted. 58**
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SUMMARY FINDING 3: Following the implementation of SPAC, CSC has increased its capacity to deliver Aboriginal-specific national correctional programs. Enhanced correctional results were found to be associated with participation in national correctional programs in violence prevention, sexual offender or substance abuse among Aboriginal men offenders whereas no significant results were found among

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- RECOMMENDATION 2: In developing the next phase of SPAC, where Aboriginal-specific correctional interventions and services have experienced challenges or have not yet fully demonstrated anticipated outcomes (i.e., some Aboriginal-specific programs, Pathways Units, Section 81 Healing Lodges), CSC should explore options to ensure that the way these interventions and services have been developed and implemented is truly responsive to the needs of Aboriginal offenders (First Nations, Métis and Inuit)..... 67**
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LIST OF ACRONYMS

ACAF	Aboriginal Corrections Accountability Framework
ACDO	Aboriginal Community Development Officer
ACLO	Aboriginal Community Liaison Officer
ACPO	Aboriginal Correctional Program Officer
AID	Aboriginal Initiatives Directorate
AICPM	Aboriginal Integrated Correctional Program Model
ALO	Aboriginal Liaison Officer
AOSAP	Aboriginal Offender Substance Abuse Program
AS	Administrative Services (Classification Group)
AWI	Assistant Warden of Intervention
AWOCP	Aboriginal Women Offender Correctional Programming
CCRA	Corrections and Conditional Release Act
CD	Commissioner's Directive
CMT	Case Management Team
CMP	Community Maintenance Program
COMO	Cost of Maintaining an Offender
CPPR	Correctional Plan Progress Reports
CRS	Corporate Reporting System
CR	Clerical and Regulatory (Classification Group)
CSC	Correctionnel Service Canada
CSPS	Canada School of Public Service
CX	Correctional Services (Classification Group)
DFIA-R	Dynamic Factors Identification and Analysis-Revised
DG	Director General
DPR	Departmental Performance Report
EE	Employment Equity
ETA	Escorted Temporary Absence
EX	Executive Group (Classification Group)
EXCOM	Executive Committee

HR	Human Resources
HRMS	Human Resource Management System
HRSDC	Human Resources and Skill Development Canada
ICPM	Integrated Correctional Programs Model
IFMMS	Integrated Financial and Materials Management System
ISOYW	In Search of Your Warrior Program
ITSA	Interrupted Time Series Analysis
LNI	Level of Need and Intervention Model
NAAC	National Aboriginal Advisory Committee
NEWG	National Elders Working Group
NHQ	National Headquarters
OCI	Office of the Correctional Investigator
OPY	Offender Person-Years
OMS	Offender Management System
PAA	Program Activity Architecture
PBC	Parole Board of Canada
PO	Parole Officer
POCD	Parole Officer Continuous Development
PSES	Public Service Employee Survey
RAAC	Regional Aboriginal Advisory Committee
RAAI	Regional Administrator of Aboriginal Initiatives
RDC	Regional Deputy Commissioner
RHQ	Regional Headquarters
RPP	Reports on Plans and Priorities
SARA	Spousal Assault Risk Assessment
SDC	Senior Deputy Commissioner
SPAC	Strategic Plan for Aboriginal Corrections
TA	Temporary Absence
TBS	Treasury Board Secretariat of Canada
UTA	Unescorted Temporary Absence
WED	Warrant Expiry Date

WFA Workforce Availability
WP Welfare Programmes (Classification Group)

INTRODUCTION

In accordance with the Five-Year Evaluation Plan, Correctional Service Canada (CSC) conducted an evaluation of the Strategic Plan for Aboriginal Corrections (SPAC). The objective of the evaluation was to assess the extent to which the Strategic Plan had achieved its objectives. This could then be used to guide future strategic policy and resource decisions regarding Aboriginal corrections. The evaluation examined the extent to which CSC has been successful in achieving the three interrelated objectives of SPAC, namely:

- fully developing and implementing the Continuum of Care and services for Aboriginal men and women offenders from intake through warrant expiry, in all regions;
- enhancing collaboration (within CSC, government-wide and with Aboriginal organizations); and,
- addressing systemic barriers internally and increasing cultural competence among CSC staff members.

The evaluation further assessed CSC's progress in improving correctional outcomes for Aboriginal offenders and has made recommendations on ways to enhance the effectiveness and integration of interventions and services included in SPAC (Didenko & Marquis, 2011).

Program Profile

Background

Aboriginal offenders are significantly overrepresented in Canada's criminal justice system despite repeated attempts by the federal government to decrease this disparity (Rojas & Gretton, 2007; R. v. Gladue, 1999). Factors contributing to the Aboriginal overrepresentation in corrections and the specific needs and profiles of Aboriginal offenders have been well-documented in the literature. Various government and independent reviews have highlighted the need for Aboriginal-specific and culturally-appropriate interventions (Didenko & Marquis, 2011), such as the Task Force on Aboriginal Peoples in Federal Corrections (1988), the Royal Commission on Aboriginal Peoples (1996), and the Office of the Correctional Investigator (OCI) (2010).

The disproportionate representation of Aboriginal peoples in the criminal justice system is not unique to Canada. For example, the Māori peoples of New Zealand (New Zealand Department of Corrections, 2007), Indigenous Australians (Australian Bureau of Statistics, 2009) and Native Americans in several U.S. states (Alaska Department of Corrections, 2009; Hawaii Department of Public Safety, 2008) are all overrepresented among the incarcerated population in their respective jurisdictions.

CSC Response

To address the overrepresentation of Aboriginal offenders in the Canadian correctional system, CSC has developed a vision that is responsive to the specific needs of Aboriginal offenders and that contributes to safe and healthy communities.

According to sections 79 to 84 of the Corrections and Conditional Release Act (CCRA, 1992) which provide a legislative framework for CSC's Aboriginal corrections, CSC has incorporated Aboriginal culture and spirituality into correctional operations and has provided Aboriginal-specific interventions to

“Reconnection to the land, access to the grounds on site, this is an important part of Aboriginal corrections, who we are.”- Elder Interview

federal offenders (CSC, 2011a). This process is based on the Aboriginal Corrections Continuum of Care model, reflecting a continuum of correctional interventions and services developed to facilitate Aboriginal offenders' healing process and reintegration. The Aboriginal Continuum of Care includes enhanced offender assessment through Healing Plans¹ and Elder Reviews² the delivery of Aboriginal-specific correctional programming, and expanding living environments that use Aboriginal traditional healing approaches as a method of intervention for Aboriginal offenders, such as Pathways Units³ and Healing Lodges⁴ (Didenko & Marquis, 2011).

¹ A healing plan is the written version of the Aboriginal offender's healing path/journey which is a traditional Aboriginal healing process whereby the offender strives to be in harmony with all living things. The healing path/journey is a life-long process which includes spiritual, emotional, mental, and/or physical elements (CSC, 2008a).

² Elder reviews occur at intake, intervention and reintegration during the offender's sentence and custody period if requested by the offender. The review consists of an assessment of the offender in relation to the following four aspects: physical; emotional; spiritual; and, mental. Elder reviews are updated regularly and are shared with the offender's Case Management Team.

³ Please see section entitled *SPAC Activities* for description of a Pathways Unit.

⁴ Please see section entitled *SPAC Activities* for description of a Healing Lodge.

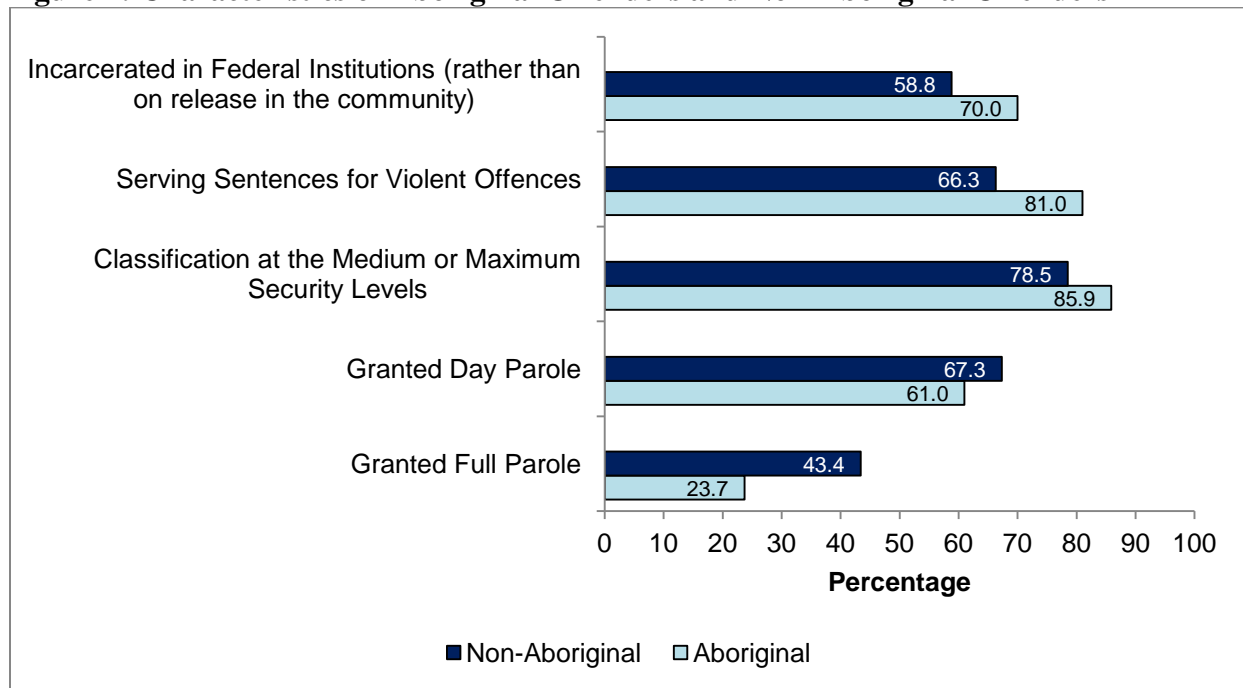
The Strategic Plan for Aboriginal Corrections (SPAC)

In 2006, CSC developed a five-year SPAC to formalize the vision for Aboriginal corrections and improve correctional results for Aboriginal offenders. SPAC was developed in accordance with Sections 79 to 84 of the CCRA and included legislation regarding the delivery of Aboriginal programming and development of Aboriginal Advisory Committees, as well as defined the roles of Aboriginal communities regarding Aboriginal offenders' services and release. The CCRA included Aboriginal-specific considerations in federal correctional policies, programs and services and incorporated Aboriginal spirituality and culture into the correctional environment (CSC 2009b). As previously mentioned, the ultimate goal of SPAC was to reduce the gap in correctional results between Aboriginal and non-Aboriginal offenders. Key targeted results included increased Aboriginal transfers to lower security levels and Healing Lodges, increased Aboriginal conditional release applications presented to NPB and positive parole decisions, as well as enhanced successful completion of parole among Aboriginal offenders. To achieve these results, SPAC was developed around three key objectives: 1) provide culturally-appropriate interventions that address the specific criminogenic needs of Aboriginal offenders; 2) enhance collaboration; and 3) address systemic barriers internally and increase cultural competence within the Correctional Service Canada (CSC). The activities comprised under SPAC were organized as part of a Continuum of Care including four main stages: assessment, intervention, reintegration and prevention. The various activities are described in more detail below in the section on *SPAC Activities*.

Aboriginal Offenders vs. Non-Aboriginal Offenders

According to findings reported in the 2010 Corrections and Conditional Release Statistical Overview (Public Safety Canada, 2010), Aboriginal offenders exhibit unique characteristics that differ from non-Aboriginal offenders (Marquis, Didenko, & Luong, 2010).

Figure 1: Characteristics of Aboriginal Offenders and Non-Aboriginal Offenders



Source: Public Safety Canada (2010).

As indicated in Figure 1, Aboriginal offenders, when compared to non-Aboriginal offenders, are: more likely to be incarcerated as opposed to serving their sentence under community supervision, incarcerated more often for a violent offence, more likely to have a higher security classification (e.g., usually classified at the medium or maximum security level) and have a lower rate of parole grant for both day and full parole (Public Safety Canada, 2010). Research also found that relative to non-Aboriginal offenders, there were a higher proportion of Aboriginal offenders admitted to CSC with low reintegration potential, gang affiliations and who had served a prior youth or adult sentence (CSC, 2009a). Higher recidivism rates have also been documented in the literature for both men Aboriginal offenders (Bonta, Ruggie & Dauvergne, 2003) and women Aboriginal offenders (Gobeil & Robeson-Barrett, 2007) compared to their non-Aboriginal counterparts.

Aboriginal Offenders Under CSC Supervision (2011)

To illustrate the specific characteristics of CSC's Aboriginal offender population, a descriptive analysis was conducted to provide a profile of all Aboriginal offenders under federal supervision as of April 2011. The analysis examined a number of indicators such as geographical location, gender, age, security level, offence type, and gang membership. Tables with results are provided in APPENDIX A.

At the beginning of FY 2011-12, there were 22,863 offenders serving a federal sentence under institutional and community supervision. Aboriginal offenders represented 19% ($n = 4,236$) of the federal correctional population. Specifically, 13% ($n = 2,958$) identified as First Nations, 5% ($n = 1,082$) identified as Métis, and 1% ($n = 196$) of offenders identified as Inuit. Within CSC's men offender population, almost one-fifth (18%; $n = 3,947$) were Aboriginal. Aboriginal women offenders represented over one-quarter (26%; $n = 289$) of all women offenders, a higher proportion than Aboriginal men offenders. Aboriginal offenders were younger than non-Aboriginal offenders where a much higher proportion fall into the 21-30 age group (34%; $n = 1,445$ vs. 25%; $n = 4,697$).

Aboriginal offenders made up the largest proportion in the Prairie Region (53%), followed by Pacific (17%) and Ontario Regions (15%). The majority of Inuit offenders were supervised in Ontario and Quebec. Among Aboriginal offenders under federal supervision, 72% ($n = 3,057$) were incarcerated and the remaining 28% ($n = 1,179$) were supervised in the community. These proportions differ from those of non-Aboriginal offenders, of whom 60% ($n = 11,164$) were incarcerated and 40% ($n = 7,436$) were under community supervision.

Aboriginal offenders are typically incarcerated in higher security facilities. Results indicated that the proportion of Aboriginal offenders incarcerated in maximum and medium security institutions was approximately 3% higher than that of non-Aboriginal offenders. The widest gap in security level was found in women offenders where Aboriginal women offenders classified as maximum security was more than double that of non-Aboriginal women offenders (20% and 8% respectively).

A larger proportion of Aboriginal offenders (78%; $n = 3,311$) were categorized as having committed Schedule I violent offences in comparison to non-Aboriginal offenders (65%; $n = 12,019$). Among the three groups of Aboriginal offenders, Inuit offenders had the highest proportion of Schedule I offences (92%; $n = 181$). Approximately 15% ($n = 3,218$) of all CSC

offenders were sex offenders. Aboriginal offenders accounted for just over one-fifth of sex offences (22%; $n = 710$). Inuit offenders had the largest proportion of sex offences, with over half being sex offenders (53%; $n = 104$).

The proportion of Aboriginal offenders who were gang members was more than double that of non-Aboriginal offenders (18%; $n = 748$ and 8%; $n = 1,425$ respectively). Aboriginal offenders represented over one-third (34%) of all known gang members in federal custody.

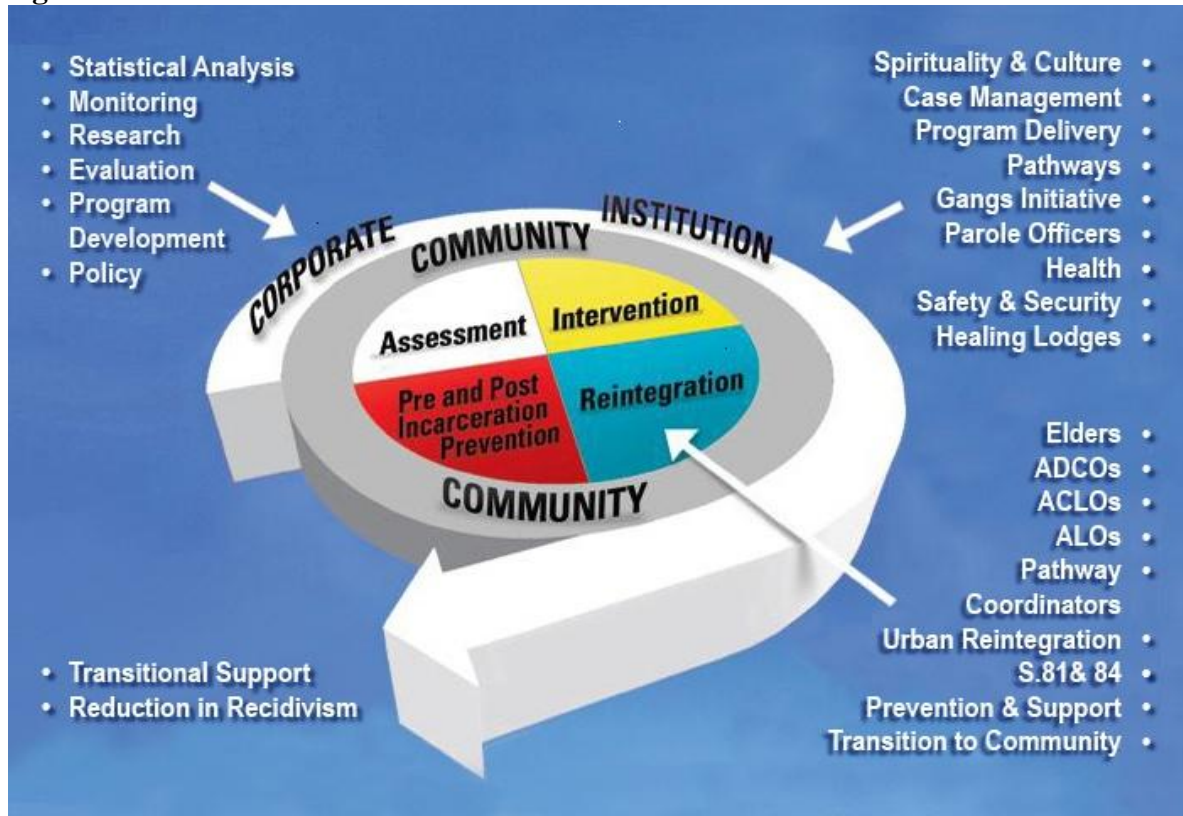
SPAC Activities

The Aboriginal Corrections Continuum of Care was implemented in 2003 to “ensure continuity of services for offenders from intake to federal custody through to release into the community on conditional release and after sentence expiration” (Didenko & Marquis, 2011). As outlined in CD 702, the Continuum was divided into four main stages:

- Intake assessment which identifies Aboriginal offenders and encourages them to bridge the disconnect with their culture and communities;
- Intervention leads to healing paths in the institutions to better prepare Aboriginal offenders for transfer to lower security levels and for conditional release;
- Reintegration engages Aboriginal communities to support offenders as they return to their community;
- Pre and Post incarceration prevention ends with the establishment of community supports to sustain the offenders’ progress beyond the end of the sentence to prevent re-offending.

The relationship between these stages are defined and clarified in Figure 2. The Continuum incorporated the concept of the Medicine Wheel “as a reminder that correctional interventions developed and implemented for Aboriginal offenders must take into consideration the past, the present and the future direction of Aboriginal peoples as a whole and of the Aboriginal person as an individual” (CSC, 2006a).

Figure 2: Continuum of Care Model



Source: AID (2012)

SPAC’s primary activities, based on the Continuum of Care, can be organized into three categories: correctional programs, living environments, and Aboriginal-specific positions to support the initiatives.

Correctional Programs

Since the implementation of SPAC, CSC delivered seven core national Aboriginal correctional programs (as outlined below). It is important to note however that the Spirit of A Warrior and Circles of Change programs for Aboriginal women offenders have since been eliminated and replaced by the newly developed Aboriginal Women Offender Correctional Programs (AWOCP). As well, the Aboriginal Integrated Correctional Program Model (AICPM) is also relatively new and has been developed for Aboriginal men offenders.

- **Aboriginal High Intensity Family Violence Prevention Program** is for Aboriginal men offenders who are rated as high risk on the Spousal Assault Risk Assessment

(SARA) and who have a documented history of two or more incidents of violence against a female partner.⁵

- **Aboriginal Offender Substance Abuse Program (AOSAP)** is for Aboriginal men offenders who demonstrate a need for a high intensity program.
- **In Search of Your Warrior Program (ISOYW)** is for Aboriginal men offenders who have a history of violent offending and who are considered a high risk to re-offend violently. Participants must be actively following Aboriginal spirituality. The program requires a high degree of commitment from the participant and includes a number of traditional ceremonies.
- **Spirit of a Warrior Program (ISOYW)** is for Aboriginal women offenders who have a moderate to high need for treatment of violence. The program is an in-depth intervention that is intended to reduce the risk to re-offend with violence, reduce the risk to relapse, improve family relations, improve the ability to communicate with others, improve coping skills, and adapt Aboriginal culture and spirituality into all aspects of behaviour and everyday life.
- **Circles of Change Program** is for Aboriginal women offenders who demonstrate a moderate to high need in the associates/social interaction domain and/or the general attitude domain, as well as those who have a demonstrated deficit in problem solving.
- **National Aboriginal Basic Healing Program** is a moderate intensity program for men Aboriginal offenders who are actively participating in Aboriginal spiritual practices. This program develops a spiritual foundation.
- **Tupiq Program for Inuit Offenders** is for men Inuit offenders who have past records of sexual offences and Inuit offenders who have past records of family violence.
- **Aboriginal Integrated Correctional Program Model (AICPM)** is one of the three separate program streams integrated within the ICPM.⁶ The ICPM is an innovative and holistic approach to correctional programs, designed to serve the numerous federal men offenders who present needs in multiple need domains. The AICPM, as with the other program streams within the ICPM, also includes an intake, institutional and community maintenance component.

⁵ Descriptions of the Aboriginal Correctional Programs are taken from; Evaluation *Report: Pathways Healing Units*. (Jensen & Nafekh, 2009a).

⁶ The other two programs streams within ICPM include the Multi- Target ICPM and Sex Offender ICPM

- **Aboriginal Women Offender Correctional Programming (AWOCP)** is a program stream similar to the AICPM, but is conceptualized as the Circle of Care specifically for Aboriginal women offenders. The AWOCP includes four programs which are designed to build from one another: the Aboriginal Women’s Engagement Program, Aboriginal Women Offender- Moderate Intensity Program, Aboriginal Women Offender- High Intensity Program and the Aboriginal Women Offender Self-Management Program.⁷

Living Environments

- **Pathways Healing Units** provide a traditional environment in CSC institutions for Aboriginal offenders dedicated to following a traditional healing path. These units are designated within select medium and multi-level security institutions and serve to provide offenders with a structured living environment that fosters Aboriginal spirituality and culture. Pathways Units offer opportunities for offenders to engage in Aboriginal-specific programs, ceremonies and activities in preparation for transition into a lower security institution or a Healing Lodge (Didenko & Marquis, 2011). These units are supplemented by Pre-Pathways interventions at maximum security institutions (prior to the offender having a medium security rating) and Pathways Transition interventions at minimum security institutions (Jensen & Nafekh, 2009a). Transfer to a Pathways Unit is on a volunteer basis and is subject to screening by the Elder(s) and case management team (CMT).⁸
- **Pre-Pathways Day Program** is an Aboriginal-specific intervention provided at select maximum security facilities which focuses on the preparation of individuals to move to a Pathways Unit once the offender is rated at medium security. These specific initiatives or interventions focus on cultural, traditional, and ceremonial practices and are guided by the Elders.⁹

⁷ The Aboriginal Women Offender Self-Management Program may be offered in the institution or the community.

⁸ Depending on the institution, the case management team may include: Program Managers, the Manager of Operations, Spiritual Advisors, Aboriginal Liaison Officers and Parole Officers (Evaluation Report: Pathways Healing Units, Jensen & Nafekh, 2009a).

⁹ Taken from CD 702 (CSC, 2008a) as cited in *Evaluation Report: Pathways Healing Units*. (Jensen & Nafekh, 2009a).

- **Pathways Transition Units** provide Aboriginal-specific interventions to individuals who have transitioned from a Pathways Unit to a minimum security institution. Similar to the Pre-Pathways intervention, initiatives offered through the Pathways Transition Units focus on cultural, traditional, and ceremonial practices and are also guided by the Elders.

¹⁰These units are typically an option for offenders not residing in a Healing Lodge.

- **Healing Lodges** provide a structured living environment that incorporates Aboriginal spirituality and traditions in its operations and interventions. In Healing Lodges, the needs of offenders are addressed through Aboriginal teachings, traditions and ceremonies, and contact with Elders and the community. A holistic philosophy governs the Healing Lodge concept, whereby offender programming is delivered within a context of community interaction with a focus on healing, spiritual leadership and preparing for release. Healing Lodges are developed and operated in close collaboration with Aboriginal communities. CSC presently has two types of Aboriginal Healing Lodges: 1) federal facilities operated by CSC as Healing Lodges; and, 2) facilities operated by Aboriginal communities through an agreement with CSC, under Section 81¹¹ of the CCRA, for the provision of custody and care to offenders with the full transfer of administration of correctional services (CSC, 2008a; Didenko & Marquis, 2011).

“You are like a chapel to us. You teach us our spirituality and the meaning of life itself. Today, if you were not here we wouldn’t be moving anywhere. We would be sitting in our cells.” - Elder

Aboriginal-specific positions to support the initiatives

- **First Nations, Métis and Inuit Elders** contribute to meeting the cultural and spiritual needs of diverse Aboriginal offenders throughout their sentence. They provide guidance and leadership in correctional planning/intervention for those who wish to follow a traditional healing path. Elders form the foundation of the subsequent SPAC activities.

¹⁰ Taken from CD 702 (CSC, 2008a) as cited in *Evaluation Report: Pathways Healing Units*. (Jensen & Nafekh, 2009a).

¹¹ The section 81 provision of the *CCRA* stipulates that the Minister of Public Safety may enter into an agreement with an Aboriginal community for the provision of correctional services to Aboriginal offenders (CCRA, 1992).

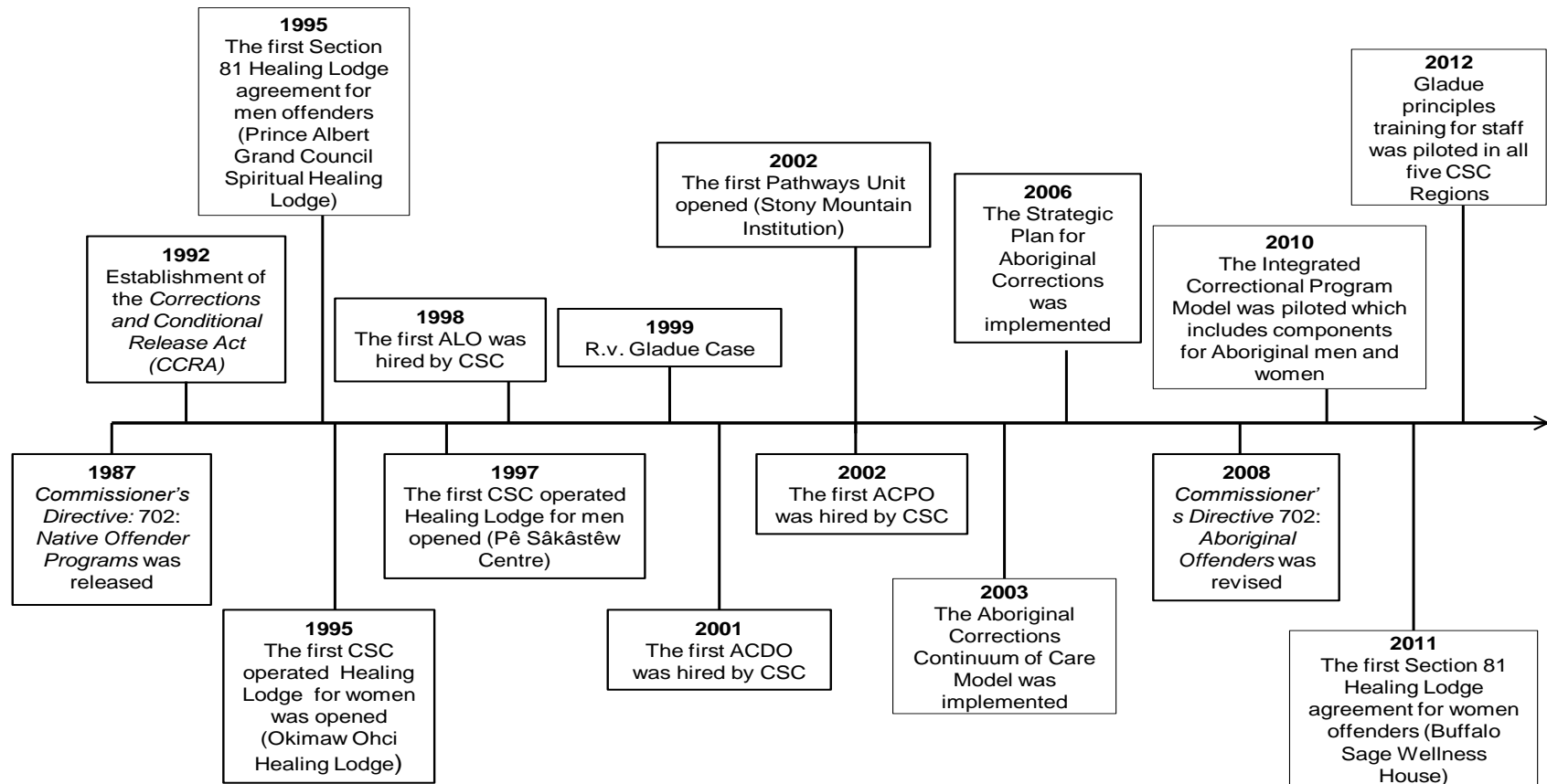
- **Aboriginal Liaison Officers (ALOs)** ensure the unique histories of individual Aboriginal offenders are understood and their needs are met. They provide a liaison role between offenders and non-Aboriginal staff members to ensure spiritual and cultural needs are addressed. They also support Elders and assist them with Healing Plans, Elder Reviews, and the use of the Offender Management System (OMS). ALOs are responsible for planning, developing, and facilitating Aboriginal-specific activities and cultural/traditional interventions to meet the needs of Aboriginal offenders. ALOs also assist in the identification and assessment of the initial healing requirements for Aboriginal offenders and help them in developing healing/release plans in consultation with Elders, case management teams (CMTs), community-based agencies and Aboriginal communities (CSC, 2006b).
- **Aboriginal Correctional Program Officers (ACPOs)** deliver culturally-appropriate correctional programs within institutions to address behaviours that place Aboriginal offenders at risk to re-offend. These programs have specific Aboriginal focused content and can also involve the assistance of Elders.
- **Aboriginal Community Development Officers (ACDOs)** work with Aboriginal offenders who have expressed an interest in returning to their communities through Section 84 agreements. As well, ACDOs assist in the development and delivery of initiatives for Aboriginal offenders in partnership with Aboriginal communities. More specifically, under Section 84 of the CCRA, ACDOs liaise with these communities to develop a reintegration plan for the offender. The intention is for the ACDOs to serve as a bridge between CSC and Aboriginal communities/organizations (CSC, 2006c). Finally, the ACDO may attend the PBC hearing to speak on the developed release plan for the offender (Jensen & Nafekh, 2009b).
- **Aboriginal Community Liaison Officers (ACLOs)** support Aboriginal offender reintegration in urban communities (CSC, 2006b). As such, ACLOs identify healing, spiritual, cultural, and other appropriate resources for Aboriginal offenders, in consultation with Elders, Aboriginal communities and organizations. ACLOs are also responsible for reviewing the release plan of Aboriginal offenders who were referred from Parole Officers (POs), ALOs, Elders, ACDOs, Healing Lodges and other institutional staff members (CSC, n.d.).

Further information regarding the Continuum of Care and a thorough analysis of these activities are provided in Theme One (Continuum of Care) of this report.

Milestones within SPAC

To highlight the development of various policies, programs and activities either within or supporting the Continuum of Care, the evaluation team created a timeline of milestones which provides a historical perspective of Aboriginal corrections (see Figure 3). It is important to note that the first occurrence of an event does not suggest full national implementation. Rather, in the case of operational activities, the broader roll-out has taken several years to complete following the first occurrence, and in some cases, is still being expanded.

Figure 3: Timeline of Major Milestones within SPAC

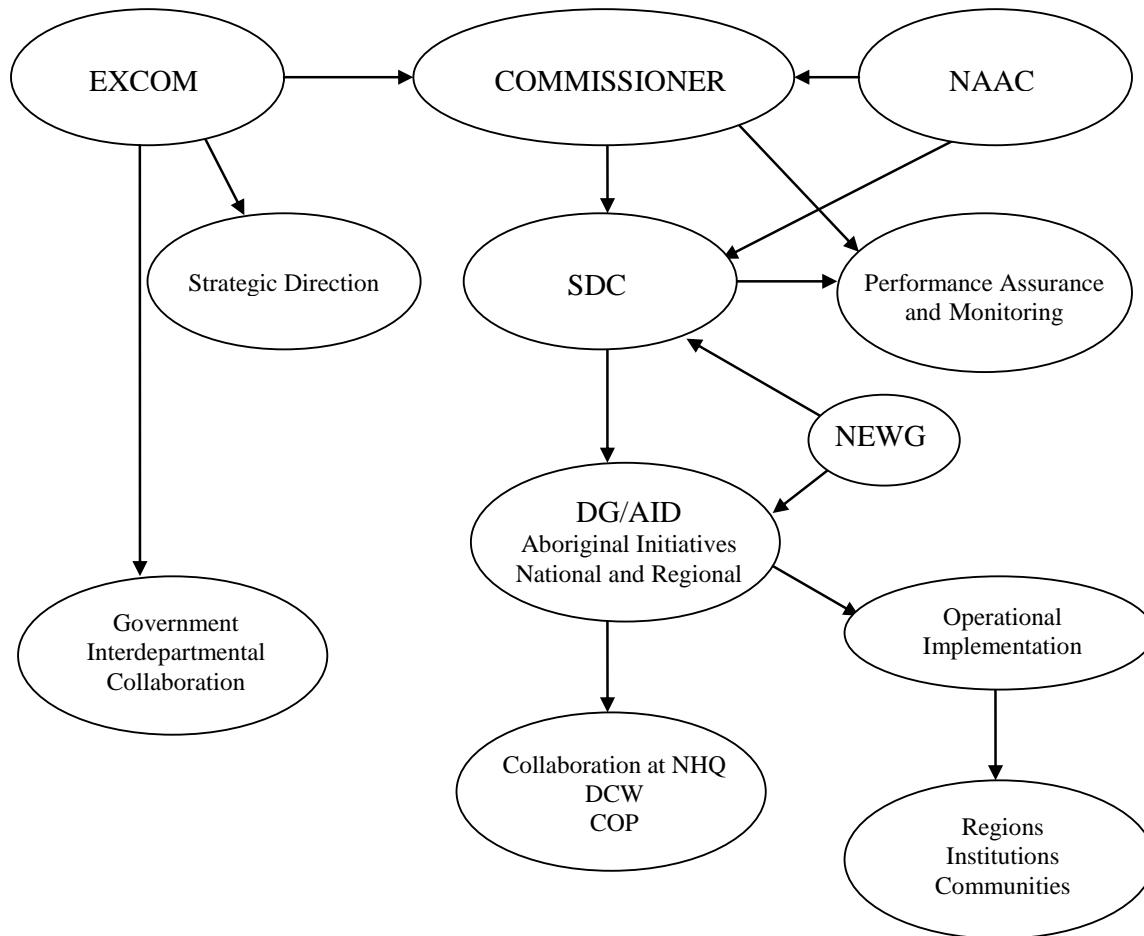


Governance structure

As noted in the Strategy for Aboriginal Corrections Accountability Framework (CSC, 2009b), a governance structure has been implemented for Aboriginal corrections (refer to Figure 4 for an illustration of the currently approved Aboriginal corrections governance structure). According to the approved governance structure, the Director General of AID reports to the Senior Deputy Commissioner (SDC) who then reports to the Commissioner.

At the same time, the Commissioner is advised and supported by the National Aboriginal Advisory Committee (NAAC) and an Executive Committee (EXCOM). The NAAC was formed in accordance with Section 82 of the CCRA to provide advice on the provision of correctional services to Aboriginal offenders (CSC 2008a). The NAAC consists of prominent members of Aboriginal communities. Presently, the Commissioner hosts approximately three NAAC meetings each year and receives guidance and input from NAAC. The SDC and DG of AID are advised and guided by the National Elders Working Group (NEWG; CSC, 2009b). The NEWG provides the DG, AID and the SDC with guidance and advice.

Figure 4: Approved Aboriginal Corrections Governance Structure



Financial Expenditures

As presented in Table 1, CSC has invested over \$213,560,060 over a five year period to fund the wide range of initiatives encompassed under SPAC. SPAC expenditures represented approximately 3% of CSC’s direct program spending for FY 2010-11.¹²

¹² To calculate the proportion of CSC direct program spending that was accounted by SPAC expenditures, spending pertaining to Internal Services were removed from CSC’s total actual spending for FY 2010-11 (i.e., FY 2010-11 SPAC Expenditures / [2010-11 CSC direct program spending - Internal Services] or \$51,355,889/[\$2,375,000,000-\$383,700,000]). These figures were taken from the 2010-11 DPR (CSC, 2011b).

Table 1: Overall Financial Expenditures for SPAC (Dollars)

	2006-07	2007-08	2008-09	2009-10	2010-11	Grand Total
Management Costs						
NHQ Management	867,136	1,351,875	1,654,630	1,718,650	1,830,874	7,423,165
RHQ Management	486,263	858,169	1,012,546	932,805	1,240,296	4,530,079
Activity Costs						
Pathways Units*	2,299,881	2,376,177	2,475,168	3,437,248	3,941,991	14,530,465
Healing Lodges*						
CSC-Operated	20,850,341	22,525,969	24,674,127	25,712,006	29,968,681	123,731,124
Section 81	4,342,388	4,986,008	4,739,639	4,713,362	4,928,148	23,709,545
Total Healing Lodges	25,192,729	27,511,977	29,413,766	30,425,368	34,896,829	147,440,669
Aboriginal-Specific National Correctional Programs**	2,669,671	3,154,580	3,505,893	3,503,578	3,216,271	16,049,993
Elder Services						
Total Elder Services	3,732,733	5,008,739	5,530,576	6,104,179	7,091,385	27,467,612
Elder Services included in Pathways, Healing Lodges and Section 84 Releases	(1,351,591)	(1,637,276)	(1,522,684)	(2,158,596)	(2,387,867)	(9,058,014)
Other Elder services	2,381,142	3,371,463	4,007,892	3,945,583	4,703,518	18,409,598
Section 84 Releases (ACDOs)***	517,240	521,994	798,586	1,009,958	924,345	3,772,123
Other Expenses (Aboriginal Recruitment)	113	517	398,124	403,449	601,765	1,403,968
Yearly Total	34,414,175	39,146,752	43,266,605	45,376,639	51,355,889	213,560,060

Source: IFMMS (2012).

Note: Expenditures presented in this table may not include the full cost of the SPAC initiative.

* Includes costs associated to ALOs, Elders and other related Aboriginal recruitment.

** Includes costs associated to ACPOs and other related Aboriginal recruitment for the seven core national Aboriginal programs. A breakdown of expenditures by program is provided in Table 19. Due to the structure of the financial coding, financial figures presented for each of the seven core national Aboriginal-specific programs may include expenditures for mainstream programs within the same PAA category that have been adapted to include Aboriginal cultural elements.

It should also be noted that these programs have been in a developmental phase since FY 2001-02 due to lack of implementation funding. Consequently, these programs were only available as of FY 2006-07. Funding for the national roll-out of core national Aboriginal programs was secured in FY 2008-09 through the Strategic Review and the broader roll-out of programs began in FY 2011-12.

*** Includes costs associated to Elders.

EVALUATION METHOD

Evaluation Context and Purpose of Evaluation

The SPAC evaluation was conducted by the Evaluation Division in accordance with the 2009 Treasury Board Evaluation Policy. Several evaluations and research studies have examined components contained within SPAC.¹³ However, this is the first comprehensive evaluation which includes all SPAC activities. At the same time that this evaluation was being conducted, an internal audit was also being performed on the Aboriginal Corrections Accountability Framework (ACAF).

This evaluation has examined the following core evaluation issues: Section 1) continued relevance of, and need for SPAC, including its alignment with departmental and government priorities as well as federal roles and responsibilities; Section 2) demonstrated performance as defined by effectiveness of the activities contained within SPAC. The effectiveness and efficiency section of the report is divided into four themes: Continuum of Care; Enhanced Collaboration; Corporate Response to Address Systemic Barriers; and Gaps in Correctional Outcomes. Section 3) addresses the efficiency and economy of the activities. A variety of data sources and analytical methods were used in the evaluation. A comprehensive evaluation matrix, including evaluation questions, expected outcomes, performance indicators, and data sources, is provided in APPENDIX B.

Evaluation Methodology

- This evaluation was conducted using a mixed-method research design, incorporating both qualitative and quantitative methodologies. The evaluation questions were addressed through several lines of evidence, namely:
 - Literature and documentation review;
 - Analyses of automated data (offender, human resource and financial);
 - Structured interviews with Elders, Aboriginal offenders, internal key informants and external stakeholders;
 - Electronic questionnaires completed by CSC management and staff members; and,
 - Naturalistic observations of Elders.

¹³ Delveaux et al., 2007; Marquis et al., 2010; Nafekh et al., 2009; and Trevethan, Moore & Mileto, 2007

Procedures, Analyses, Sample Composition and Participant Profiles

Literature and Document Review

- A review of relevant documentation and academic literature pertaining to Aboriginal corrections was conducted to inform the development of the analytical framework for the evaluation and to provide context for the findings. The documents reviewed included:
- Evaluation, research, and audit reports on Aboriginal corrections and broader issues concerning Aboriginal peoples;
- CSC strategic documents and operational plans concerning Aboriginal correctional issues (e.g., Strategic Plan for Aboriginal Corrections, Aboriginal Corrections Accountability Strategy, National Action Plan on Aboriginal Corrections, Reports on Plans and Priorities (RPP), Departmental Performance Reports (DPR), etc.);
- Commissioner's Directives and related policy guidelines; as well as,
- Documents eliciting government-wide plans and priorities.

Automated Offender Data

Offender Release Cohorts

Three offender release cohorts¹⁴ were used for this evaluation: an Aboriginal offender release cohort; an Aboriginal and non-Aboriginal offender release cohort; and, a Section 84 and non-Section 84 Aboriginal offender release cohort. Data specific to these cohorts were extracted from the Offender Management System (OMS), a computerized case file management database used by CSC, PBC, and other criminal justice partners, to manage information on federal offenders throughout their sentence. The cohorts are briefly described below. For further methodological details, such as statistical tests performed, and offender cohort profile information, refer to APPENDIX C and APPENDIX D.

Aboriginal Offender Release Cohort

The Aboriginal offender release cohort used for the quantitative analyses of correctional outcomes was comprised of all Aboriginal offender first conditional releases from April 1, 2006

¹⁴ A release cohort is a group of offenders who were released from a federal institution during a specific time period.

to March 31, 2011.¹⁵ The unit of analysis in our sample was a conditional release, not an offender. Therefore a single offender may have accounted for more than one release if this offender had multiple sentences. The final sample included 4,020 conditional releases from 3,948 Aboriginal offenders. Analyses were conducted on all conditional releases; however, for the purpose of simplifying the presentation of our findings, the profile and results sections were discussed in terms of “Aboriginal offenders” rather than “Aboriginal offender conditional releases”. The majority of Aboriginal offenders examined within the cohort were men (91%; $n = 3,639$) whereas women accounted for 9% ($n = 381$).

To assess the impact of SPAC on the successful reintegration of Aboriginal offenders into the community, the evaluation used the Aboriginal release cohort to examine two measures of correctional outcomes, namely the likelihood of discretionary release grants (i.e., full parole and day parole) and the rate of conditional release failure (i.e., return to custody while on first release). For the second measure, two types of returns were considered: any returns¹⁶ and returns with a new offence. Comparisons were established between Aboriginal offenders who had participated in three key initiatives comprised under SPAC (i.e., Aboriginal-specific correctional programs, culturally-specific living environments and cultural temporary absences) and Aboriginal offenders who had not participated. Therefore, the comparison groups changed according to the type of initiatives being examined and always included Aboriginal offenders that were not exposed to the initiative in question.

Aboriginal and Non-Aboriginal Offender Release Cohort

A second release cohort was created to perform quantitative analyses comparing the likelihood of improvement in criminogenic needs of Aboriginal and non-Aboriginal offenders presenting similar characteristics. This cohort includes most of the Aboriginal offender first conditional releases used in the Aboriginal offender release cohort, as well as a matched comparison group of non-Aboriginal offender first conditional releases for the same time period. The matching of offender releases was performed using the propensity score matching method.¹⁷

¹⁵ The cohort was limited to first conditional releases (day/full parole and statutory release) on sentences to avoid the potential influence of having a prior revocation on release outcomes.

¹⁶ Any returns” include technical revocations and revocation with an offence.

¹⁷ Contrary to previous matching methods which simply pair the units in each group based on selected control variables, the propensity score-matching method establishes matches based on the probability of being in the treatment group for each unit, as predicted by the control factors. Using the logistic regression procedure, this

The final sample included 4,004 Aboriginal and 4,004 non-Aboriginal offender releases. Of these, 7,246 (90%) were for men offenders and 762 (10%) were for women offenders.

Section 84 and Non-Section 84 Offender Release Cohort

A third offender release cohort was created to specifically compare the correctional outcomes of Aboriginal offenders with a Section 84 release to those of Aboriginal offenders without a Section 84 release. This sample includes all Aboriginal offender first conditional releases that resulted in a Section 84 contained in the Aboriginal offender release cohort, as well as a matched comparison group of non-Section 84 Aboriginal offender first discretionary releases. The matching of offender releases was performed using the same method as previously described (i.e., propensity score matching method). The final sample included 90 Section 84 releases and 90 non-Section 84 releases.

Rate-based data

To assess the gaps in correctional results between Aboriginal and non-Aboriginal offenders following the implementation of SPAC, the evaluation team compared the difference in rates (i.e., Aboriginal rate – non-Aboriginal rate) for several correctional indicators (listed in APPENDIX M), approximately five years prior and five years after SPAC. The evaluation team presented correctional results using a rate-based approach, a similar method for calculating rates that is used for CSC’s corporate documents, such as the DPR. Specifically, rates were expressed in offender person-years (OPY). Rate-based analyses¹⁸ were performed to examine whether there has been a significant change since the implementation of SPAC. Since event counts for women offenders were lower than those of men’s, these analyses could not be performed for women. However, yearly rates for women were calculated for the ten year period and a visual analysis of

statistical technique therefore assigns a probability score to each release, Aboriginal and non-Aboriginal, based on their likelihood of being in the treatment group (Aboriginal releases), when taking into account selected control variables. Then, the matching is performed by calculating the absolute difference between all scores and using the nearest neighbour approach to select the closest matched Non-Aboriginal release for each Aboriginal release. Once a non-Aboriginal release has been selected, it cannot be selected again (Dehejia & Wahba, 2002). Factors initially used to match the sample were the levels of overall need, risk, motivation and reintegration potential ratings, as well as the scores for all seven criminogenic need domains, at release. Only the factors that were statistically significant were retained.

¹⁸ Interrupted Time Series Analysis was performed on monthly rates for men offenders.

the annual rates was conducted. Further details on the analyses performed are provided in APPENDIX C.

Offender Population Data

To complement the qualitative and quantitative data gathered, the evaluation team reported on the current profile of Aboriginal offenders under CSC's jurisdiction according to the year-end snapshot of offender population data provided by CSC's Policy Sector, Performance Management Branch. This snapshot was retrieved on April 10, 2011 from OMS.

Offender Transfer Data

The evaluation team reported on the number of Aboriginal offender transfers to specific institutions (i.e., CSC-operated and Section 81 Healing Lodges), as well as on average daily bed counts and occupancy rates. These data were extracted from CSC's Corporate reporting System (CRS) on April 20, 2012.

Automated Human Resources (HR) Data

HR data was provided by CSC's Human Resources Management (HR), and was extracted from the Human Resource Management System (HRMS) database. Data on Aboriginal employees were retrieved as of March 31, 2010 and data on Aboriginal-specific positions were retrieved as of June 30, 2011 by employees of the HR Strategic Planning, Reporting and Systems Division. HR data were manipulated and analyzed by the evaluation team in order to present frequencies and proportions.

Automated Financial Information

Financial data for SPAC expenditures incurred for FYs 2006-07 to 2010-11 were provided by CSC's Corporate Services, Finance. The data were retrieved from the Integrated Financial and Material Management System (IFMMS) as of March 2012. Financial data were used to calculate the overall cost of SPAC, as well as perform analyses on the cost-efficiency and cost-effectiveness of correctional interventions and services. Effectiveness analyses contrasted the Cost of Maintaining an Offender (COMO) at the institutional and community level to

establish the cost saving associated with enhanced correctional results following offender participation in Aboriginal correctional programming and Section 84 releases.

Structured Interviews

Elder Interviews

Face-to-face interviews were conducted during the months of June and July of 2011 with nine Elders at six sites across all regions. Specifically, the evaluation team completed three interviews in the Quebec Region, two interviews in each of the Ontario and Atlantic Regions, and one in both the Pacific and Prairie Regions. Considering the small number of interviewees, no further demographic information was included in the report in an effort to safeguard their confidentiality.

Aboriginal Offender Interviews

Interviews were conducted during the months of June and July of 2011 with 120 offenders. The majority (75%; $n = 85$) of offenders were men. The interviewees were from all five regions, namely Atlantic (20%; $n = 23$), Quebec (17%; $n = 19$), Ontario (19%; $n = 22$), Prairie (16%; $n = 18$), and Pacific (27%; $n = 31$) regions.

Internal Key Informant Interviews

During September and October of 2011, the evaluation team conducted a series of semi-structured interviews with CSC internal key informants in Aboriginal corrections, mainly for the purpose of understanding collaboration within CSC, between CSC and other government levels and departments and with our community stakeholders. The following groups of CSC staff members were invited to participate in an interview: all sector heads; each RAAI; all AWIs who were involved in the offender intake process; all ACDOs and, all ALOs. In total, interviews were conducted with 42 internal key informants. Interviewees included representatives at the institutional, regional and national levels.

External Stakeholder Interviews

During the months of September and October of 2011, the evaluation team conducted a series of semi-structured interviews with CSC's external stakeholders in Aboriginal corrections, mainly for the purpose of understanding collaboration between CSC and other community stakeholders. Participants were selected by contacting each Regional Administrator of Aboriginal Initiatives (RAAI) who provided a list of key external stakeholder organizations and contacts from their region which collaborate with CSC. Interviews were conducted with a total of 29 external stakeholders. The sample consisted of Program Coordinators (29%; $n = 8$), Executive Directors (21%; $n = 6$), and Directors (18%; $n = 5$) in the areas of justice, healing, and housing. The majority of interviewees were from the Prairie (39%; $n = 12$) and Ontario (21%; $n = 7$) regions, followed by the Atlantic (14%; $n = 4$), Pacific (14%; $n = 3$), and Quebec (11%; $n = 3$) regions.

In summary, 9 Elders, 120 offenders, 42 internal key informants and 29 external stakeholders were interviewed for this evaluation across all sites, in the language of the respondent's choice.

Electronic Questionnaires (Survey)

CSC's institutional, community and regional management and staff members were invited to complete an on-line questionnaire (also referred to as a survey in the report) pertaining to Aboriginal corrections in November and December of 2010. In total, 106 individuals completed the staff questionnaire and 76 individuals completed the management questionnaire.

CSC Management Profiles

The 76 management respondents included Wardens (20%; $n = 15$), Managers of Assessment and Intervention (15%; $n = 11$), Program Managers (15%; $n = 11$) and other managers. Survey respondents were from all five regions, specifically Prairie (32%; $n = 24$) Ontario (26%; $n = 19$), Pacific (18%; $n = 13$); Quebec (8%; $n = 6$) and Atlantic (5%; $n = 4$); as well as from the Regional or National Headquarters (11%; $n = 8$).

CSC Staff Member Profiles

Of the 106 staff respondents, close to two-thirds (60%; $n = 64$) represented institutional operations, one-third (36%; $n = 38$) represented community operations and 4% ($n = 4$) were from National and Regional Headquarters. Among respondents involved in community and institutional operations, approximately one-third were from the regions of Ontario (32%; $n = 34$) and Prairie (31%; $n = 33$); the remaining participants represented the Pacific (18%; $n = 19$), Quebec (12%; $n = 13$) and Atlantic (7%; $n = 8$) regions. The vast majority (91%; $n = 95$) of respondents indicated they directly worked with or supervised Aboriginal offenders and over half (52%; $n = 55$) self-identified as Aboriginal persons.

Elder Observations

Observations of Elders performing their daily role within the institutions were conducted in five CSC facilities. An observation template was created to structure the observations and follow-up interviews were conducted with the Elders shadowed. A total of seven Elder observations were conducted for this evaluation. Two observations were conducted in each of the Atlantic, Quebec and Prairie Regions, and one was conducted in the Pacific Region. Given the limited number of interviewees, and in order to safeguard their confidentiality, no demographic information was included in the report.

Limitations

In evaluating the implementation of SPAC initiatives and their impact on correctional outcomes of Aboriginal offenders, various limitations were identified and should be taken into consideration when interpreting the results presented in the report.

First, the evaluation was limited to focusing on selected SPAC initiatives because not all initiatives allowed for a measure of effectiveness. Hence, it is not always possible to attribute changes in service to SPAC. As well, it is also too soon to determine the impact of some initiatives.

Caution should be taken when interpreting the findings from the offender and Elder interviews. Specifically, because each interview group consisted of small sample sizes, the results may not be representative of all Aboriginal offenders or all Elders ($N = 120$ and $N = 9$, respectively).

Effectiveness analyses for the various SPAC activities focussed on two key correctional outcomes: discretionary release and conditional release failure. Several other correctional outcomes could have been examined, but were not due to the large scale of this evaluation. Where previous research or evaluation reports have examined additional outcomes, results were reported in the relevant sections of this evaluation.

The scope and breadth of the current evaluation also prevented any analysis of offender casework records. All quantitative analyses relied primarily on OMS data that was mostly in the form of discrete variables and flags (i.e., yes or no). Further data quality issues encountered with OMS data have been detailed in the text of this evaluation.

For this evaluation, it was not possible to obtain information regarding the number of Section 84 release plans initiated and presented to PBC. Therefore, analyses specific to the likelihood of being granted a Section 84 release, and analyses of cost-efficiency on the proportion of plans that were approved by PBC could not be conducted.

The present evaluation focused exclusively on national correctional programs and did not include local and regional programs due to difficulties in identifying participants and participation status in these programs. In addition, certain national programs were not analyzed in the scope of this evaluation. Specifically, the Integrated Correctional Program Model (ICPM), recently piloted in the Pacific and Atlantic regions, in 2009 and 2011 respectively, was not included in our analyses due to limited data (i.e., less than 3% [$n = 65$] of offenders in the Aboriginal release cohort had enrolled in ICPM, mainstream and Aboriginal streams combined). As well, community maintenance programs were not examined because prior evaluations have demonstrated that data pertaining to these programs are not reliable.

Additionally, during the timeframe captured by our release cohort data (April 1 2006 to March 31 2011), the national correctional program referral guidelines were revised and modified. Therefore, offenders who had previously been assigned to a correctional program might have no longer needed this program according to the new guidelines, and would have never started this program. This consideration is important to interpreting the data and analyses on program assignment, start and completion; in this context, a program assignment may not necessarily always represent a program need.

Finally, the effectiveness of the SPAC initiatives was only examined until an offender reached the warrant expiry date (WED) of the sentence captured in the evaluation's timeframe or until the follow-up period (March 31, 2011).

SECTION 1: EVALUATION OBJECTIVE- RELEVANCE

RELEVANCE: The extent to which a program addresses a demonstrable need, is appropriate to the federal government, and is responsive to the needs of Canadians (Treasury Board of Canada Secretariat, 2009a).

FINDING 1: SPAC continues to be relevant. Specifically, SPAC is responsive to the needs of Canadians and supports the priorities of CSC and the federal government.

1. Aboriginal Offender's Profile

Overrepresentation of Aboriginal offenders within the Canadian correctional population has been studied extensively over the past ten years. In fiscal year (FY) 2009-10, Aboriginal offenders represented 18% ($n = 3,989$) of those serving a federal sentence, although Aboriginal peoples comprise less than 4% of the Canadian population (Statistics Canada, 2008). Since FY 2000-01, the number of incarcerated Aboriginal offenders under federal jurisdiction has increased by 28% (Public Safety Canada, 2010). According to projections reported by Statistics Canada, the Aboriginal population in Canada is expected to increase at an average yearly rate of 2% ($n = 9,800$ in 2001-02 to $n = 23,000$ in 2016-17) which corresponds to more than double the 1% growth rate of the total population for Canada (Statistics Canada, 2005). As well, the number of Aboriginal adults in the 20-29 age group (the group with the greatest potential for criminal activity; Statistics Canada, 2008) is projected to increase by 42% by FY 2016-17 compared to the 9% projected growth of the young adult population in Canada. The increasing number of Aboriginal adults within this age category presenting the highest risk for criminal involvement could have a significant impact on the correctional population in the future.

The Aboriginal Initiatives Directorate (AID)'s Aboriginal Corrections Accountability Framework Year End Report (2011), also acknowledges the staggering increase in the Aboriginal offender population. Specifically, the report noted that "the increase in the Aboriginal offender population for that period is almost as great as the increase in the total offender population for those ten years" (CSC, 2011a).

Despite the continued overrepresentation of Aboriginal offenders, a lack of awareness remains concerning the distinct characteristics of this heterogeneous group, including risk factors, criminogenic needs, and important responsivity factors that are essential in designing

effective treatment programs. Research suggests that Aboriginal offenders have extensive criminal histories (Bonta, Lipinski & Martin, 1992). Studies have consistently demonstrated that Aboriginal offenders exhibit significantly more risk factors compared to non-Aboriginal offenders and that these individuals present numerous criminogenic needs at intake (Trevethan, Moore, Naqitarvik, Watson & Saunders, 2004b). First Nations and Métis offenders often have extensive involvement in the criminal justice system and have lengthy criminal experience, whereas Inuit offenders are more frequently incarcerated for sexual offences and larger proportions are high-risk to re-offend (Moore, 2003). As such, it is important to understand the criminogenic differences among the three distinct Aboriginal offender populations: First Nations, Métis, and Inuit.

First Nations offenders

First Nations offenders are more likely to be incarcerated for Schedule I offences¹⁹ (e.g., serious assault) than non-Aboriginal groups. Due to their serious violent offence convictions, First Nations offenders are incarcerated at maximum-security facilities at a significantly higher rate than other groups (Moore, 2003).

The criminal history of this group is characterized by extensive youth and adult criminal convictions which is similar to Métis offenders, but unlike the Inuit offender population who generally exhibit little involvement in youth criminal activity (Moore, 2003). First Nations offenders also tend to have greater programming needs in the area of employment-related interventions when compared to Inuit offenders and are more likely to demonstrate “some or considerable” need for substance abuse programming in comparison to Métis offenders (Trevethan & Moore, 2002).

Métis offenders

Contrary to the offence profiles of Inuit and First Nations offenders, the Métis population is more likely to be incarcerated for robbery, property and drug related crimes (Moore, 2003). As of March 2011, more than half (51%; $n = 549$) of Métis offenders were incarcerated for Schedule I offences (e.g., robbery). Similar to First Nations offenders, the Métis population exhibit similar needs in the area of correctional programming with a focus on substance abuse and employment.

¹⁹ For a full list of Schedule I offences please see <http://laws-lois.justice.gc.ca/eng/acts/C-44.6/FullText.html>.

Inuit offenders

Inuit offenders have a high rate of serious offences and are incarcerated for more sexual offences than any other Aboriginal group (Moore, 2003; Stewart, Hamilton, Wilton, Cousineau & Varrette, 2009; Trevethan et al., 2004a; Trevethan et al., 2004b). Specifically, more than half (53%) of Inuit offenders are currently incarcerated for a sexual offence, compared to 16% of First Nations and 12% of Métis offenders (CRS, March 2011 snapshot).

Responsivity

Home environment and cultural characteristics of the Aboriginal population suggest a need for different methods of interventions (Trevethan et al., 2004b). These interventions must incorporate cultural aspects to be most effective. Research has consistently demonstrated that correctional programs are most effective when they target identified criminogenic needs of offenders (“need” principle), match offenders’ level of risk (“risk” principle) and are administered in a manner that is consistent with the offender’s specific characteristics, learning style and cultural context. This is known as the “responsivity” principle (Andrews, Bonta & Hoge, 1990; Andrews & Bonta, 2006).

The “responsivity” principle has been highlighted as of particular importance in the context of Aboriginal corrections in that programs delivered should be sensitive to the specific cultural needs of Aboriginal offenders. Although empirical research examining the effectiveness of Aboriginal programming is limited, some studies have suggested that Aboriginal-specific programs are as effective or more effective for Aboriginal offenders than generic correctional programs (Sioui & Thibault, 2001; Weekes & Millson, 1994; Marquis et al., 2010).

Acknowledging the overrepresentation of Aboriginal offenders within the federal correctional population, CSC developed the SPAC in 2006. SPAC’s primary goals were to implement an Aboriginal-specific Continuum of Care, (detailed in Theme One of this report) and to ensure the federal correctional system responds to the needs of

“The Elder’s wisdom has developed the courage of many young Aboriginal men and women within the institutions. The Elder’s sweatlodges have helped find truth, their ceremonies have helped find honesty, love, and care, and their council has helped restore life... most of all their presence has helped find the Aboriginal identity which is lost for most inmates.”

– Elder Assessment

Aboriginal offenders and communities (CSC, 2010a). Furthermore, SPAC is directly related to one of CSC's strategic priorities, specifically; enhanced capacities to provide effective interventions for First Nations, Métis, and Inuit offenders, and is further supported by CSC's Transformation Agenda priorities (CSC, 2010b).

The federal government's unique relationship with Aboriginal peoples is expressed in the Constitution Act (1982) and is further articulated in the CCRA (1992) which mandates CSC to provide interventions and services designed to specifically address the needs of Aboriginal offenders and engage Aboriginal communities in the reintegration process for Aboriginal offenders.

The 2011 Speech from the Throne articulates the federal government's commitment to improving conditions for Aboriginal peoples so they have the ability to contribute to Canada's future prosperities. "Canada's Aboriginal peoples are central to Canada's history, and our Government has made it a priority to renew and deepen our relationship. Concerted action is needed to address the barriers to social and economic participation that many Aboriginal Canadians face. Our Government will work with Aboriginal communities, provinces and territories to meet this challenge" (Governor General, 2011).

SECTION 2: EVALUATION OBJECTIVE TWO- PERFORMANCE

PERFORMANCE: The extent to which effectiveness, efficiency and economy are achieved by a program (TBS, 2009a).

At the outset of SPAC, three intermediate and one long-term key performance objectives were established (see Table 2). A series of indicators were identified to monitor and report on performance results for each objective. Outcome indicators for the first three objectives were intended to be reached, in part or completely, by the end of the five year plan, whereas indicators for the overall objective of reducing correctional disparities for Aboriginal offenders were anticipated to show results over a ten year period and remain ongoing, as described in Table 2.

Table 2: Five and Ten Year Performance Indicators for SPAC

Intermediate Performance Indicators (5 years)	Long Term Performance Indicators (10 years)
<p><i>Culturally appropriate and effective interventions</i></p> <ul style="list-style-type: none"> • Increased accessibility to programs for Aboriginal offenders prior to parole eligibility date (with priority for substance abuse) • Increased rates of program participation and completion • Expanded Pathways Units and increased bed space • Increased access to Elder/Spiritual Advisor services (national agreement on the ratio of offenders to Elders/Spiritual Advisors) • Additional FTEs for ALOs and Elder contracts <p><i>Enhance Collaboration</i></p> <ul style="list-style-type: none"> • Increased internal collaboration (CSC) • Effective partnerships with INAC, HRSDC, and Public Safety for advancing Aboriginal corrections • Expanded involvement of Aboriginal communities in corrections and conditional release <p><i>Addressing systemic barriers and increasing CSC cultural competency</i></p> <ul style="list-style-type: none"> • Improved capacity to monitor results • Increased support to Aboriginal offenders on release through ACDOs and ACLOs and through contracts with Aboriginal communities • Increased cultural competency for CSC • Clear and consistent application of Gladue principles 	<p><i>Reducing the correctional gap:</i></p> <ul style="list-style-type: none"> • Increased transfers to reduced security • Increased placements in Healing Lodges and minimum security • Increased rates of temporary absences • Increased day parole applications • Reduced cancellation of parole reviews by Aboriginal offenders • Increased rates of day and full parole grants • Decreased releases on SR and WED • Increased number of Aboriginal support agencies available

and Social history assessments in decision making • Completion of Healing Plans and Correctional Plans according to CSC standards	
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Accordingly, this section of the evaluation will follow a similar outline where the report will be structured around these 4 themes (Continuum of Care, Collaboration, Corporate Response to Address Systemic Barriers, and reducing the correctional gap). Finally, economy results are reported in the last section.

Theme One - Continuum of Care

The Continuum of Care responds to the needs of Aboriginal offenders by providing an array of initiatives such as culturally-specific correctional assessment and planning, enhancing access to Aboriginal-specific correctional programs and services, offering culturally-specific living environments, engaging Aboriginal communities in the reintegration process of offenders, and establishing community supports that will sustain post-incarceration progress.

The evaluation team assessed CSC's success in implementing the above mentioned initiatives. Additionally, Effectiveness²⁰ was examined through statistical analyses for four key categories of initiatives that were intended to impact Aboriginal offenders' correctional results as part of the Continuum of Care: 1) the provision of Aboriginal-specific correctional programs; 2) culturally-specific living environments (i.e., Pathways, Healing Lodges, and Pathways Transition Units); 3) releases to Aboriginal communities through Section 84 of the CCRA; and 4) an enhanced accessibility to temporary absences (TA).²¹ The relevant findings are presented below and detailed statistical analyses are provided in APPENDIX E to APPENDIX J.

²⁰ As described in the Methodology section, the impact of these initiatives on Aboriginal offenders' correctional results were examined using two measures of correctional outcomes, namely the rates of discretionary release grants (i.e., full parole and day parole)²⁰ and the likelihood of conditional release failure (i.e., return to custody while on first release). For the second measure, two variables were included: any returns and returns with a new offence.

²¹ Although the provision of Elders and Aboriginal-specific staff (e.g. ALO, ACLO) is an integral component of SPAC, the impact of this initiative on Aboriginal offenders' correctional results could not be individually measured quantitatively due to the lack of data recorded in OMS. The evaluation of this component will therefore rely on qualitative information collected through staff and management surveys and offender interviews, as well as through naturalistic observation of Elders in their daily tasks. Additionally, the impact of Elders will be indirectly captured through the analyses of participation in the Continuum of Care living environments (e.g., Pathways and Healing Lodges), where the interaction with Elders is an essential component of the environment.

1.1 Aboriginal Offender Correctional Assessment and Planning

SUMMARY FINDING 1: The various components of the Aboriginal offender correctional assessment and planning process have been successfully implemented (i.e., Aboriginal social history collection, Healing Plans, and Elder Reviews). However, issues were identified with the integration of these assessments in the correctional case management of Aboriginal offenders. Staff reported they understood the importance of collecting social history information, but identified not knowing how to use it in decision-making. Staff also reported a lack of understanding of the purpose of Elder Reviews wherein the use and timeliness of these reviews for case management remains a challenge.

Once admitted into federal custody, all federal offenders undergo the offender intake assessment process, where CSC provides introductory information on the federal correctional system collects offender information (including social history information) and creates a Correctional Plan. In addition, Aboriginal offenders are informed of cultural and spiritual services provided by CSC such as Elder services, ALOs, ACDOs, Pathways Units, Healing Lodges, Sections 81 transfers, Section 84 releases, and Aboriginal correctional programs. If offenders have expressed an interest in working with an Elder and participating in Aboriginal-specific interventions, a Healing Plan is developed and the offenders' progress is monitored and updated through Elder Reviews. The following section presents a brief description of these Aboriginal-specific assessment tools, how they have been implemented by CSC as intended by SPAC, and the challenges that have been encountered thus far.

1.1.1 Social History

The Gladue principles were established in an April 1999 decision made by the Supreme Court of Canada. The decision stated that mitigating factors such as social history must be taken into account upon sentencing, particularly when dealing with Aboriginal offenders. As a result, all court decisions have to consider the unique systemic factors and background of an Aboriginal person in sentencing and sanctions. Although the original decision was predominantly focused on sentencing, CSC has since incorporated these mitigating factors into policy requirements which ensure that the social history of Aboriginal offenders be collected and integrated into the decision making for Aboriginal offenders (CSC, 2008a).

In addition to this requirement, various CDs pertaining to case management outline what constitutes an offender's social history, as well as how and when to include this information in

case assessments. An Aboriginal offender's social history may include, but is not limited to, the following:

- effects of the residential school system
- effects of the dislocation and dispossession of Inuit peoples
- family or community history of suicide, substance abuse, victimization, fragmentation
- level of connectivity with family/community or loss of/struggle with cultural/spiritual identity
- experience in the child welfare system and with poverty

An examination of the data available in OMS indicated that there was no tracking mechanism (i.e., flag system) to ensure that the social history of Aboriginal offenders had been documented. Therefore, the evaluation team could not obtain the number of Aboriginal offenders for whom this information was collected.

Online survey results indicated that CSC staff and management were aware of the Gladue principles. When asked to rate their familiarity with these principles, the vast majority of staff (82%) and management (82%) respondents reported that they were either 'moderately' or 'very' familiar. In addition, most (89%) operational staff members noted that they 'often' or 'always' consider Aboriginal offenders' social history when making decisions that concern these offenders. However, when further examining the practical application of Aboriginal social history, multiple sources indicated discontinuity between the collection of this information and its subsequent use within decision making. They indicated that once the collection process is completed, the information is not consistently being used in case management and therefore does not respect the intent of the Gladue principles. Over half (50%; $n = 3$) of the AWIs agreed that improvements could be made with respect to the amount and consistency of training provided to ALOs, Elders and other staff members on the collection and integration of social history information.

Further examination of CSC policies revealed that these policies are clear on what constitutes a social history factor, but there is no clear direction of how to incorporate these factors in correctional decisions. Although CD 705-2: Information Collection states that staff should consider the social history of Aboriginal offenders within decision making (CSC, 2012a),

no detailed guidelines currently exist on how to objectively integrate and operationalize this information into any decision making process.

The above findings are consistent with those identified in recent internal and external reports. For example, an internal audit of the offender intake assessment revealed low compliance rates within the collection and integration of Aboriginal social history in offender assessments (CSC, 2009c). Similarly, the 2010 Annual Report of the Office of the Correctional Investigator (OCI) noted that CSC should “provide clear and documented demonstration that Gladue principles are considered in decision making”. The most recent OCI report (2011) highlighted the fact that staff members continue to struggle with operationalizing the “practical intent of the [Gladue] principles”.

Overall, these results suggest that staff members understand how to collect and record social history information pertaining to Aboriginal offenders. They also recognize the value of incorporating the Gladue principles within the collection and decision making processes. However, uncertainty remains with respect to the application and inclusion of these factors within the decision making stage. As such, further clarification and explicit explanations within CSC policy are required.

One potential impact resulting from these issues pertaining to the application of social history in correctional decision making is that the collection and documentation of these factors can inadvertently have a negative effect on Aboriginal offenders’ risk assessment. When staff members collect Aboriginal social history information, they are providing additional information that often contributes to offenders’ risk factors. As such, this additional information may increase the risk ratings of Aboriginal offenders, thereby resulting in transfers to higher security institutions. Access to programming, particularly Aboriginal-specific initiatives, is more challenging at higher security levels compared to what is offered at the lower levels. In sum, this use of Aboriginal social history could create a considerable systemic barrier for the Aboriginal offender population.

To limit the possibility of this barrier, training pertaining to the Gladue principles has recently been developed and was piloted in all five CSC regions as of March 2012. The training is designed for parole officers responsible for completing Assessments for Decisions specific to Aboriginal offenders’ case management, and focuses on the consideration of Aboriginal social history in these documents. The example below is an actual case provided in the national training

package. It represents an excellent example of how CSC CMTs have creatively used social history information to facilitate the Aboriginal Continuum of Care and address Aboriginal offenders' needs.

During a night bed check, Mr. M punched a Correctional Officer in the face when he entered his cell with a flashlight. Mr. M was placed in segregation. This was considered unusual behaviour for Mr. M who had been compliant since his arrival at this institution several months prior.

Mr. M's Case Management Team met in the morning to interview the inmate and to consider sanctions to this incident. When questioned as to why this abrupt change in behaviour, Mr. M said he was about halfway through the Basic Healing Program, which was developed to address the intergenerational impact of the Indian residential school system. In part, it provides an overview of the disquiet caused within traditional Aboriginal social systems as a result of historical Canadian government attempts to assimilate Aboriginal people. The inmate added that the program caused him to relive many unpleasant memories of his years at residential school. When the Correctional Officer entered his cell with a flashlight, Mr. M had a flashback to his days at the school when the teachers often came to the dormitories during the night with a flashlight to remove children to sexually abuse them. Mr. M automatically lashed out at the person who entered his cell during the middle of the night with a flashlight.

After considering his Aboriginal social history and the fact that he was a survivor of the Indian Residential School system, Mr. M was removed from segregation and the CMT came up with several alternative resolutions to the incident that were restorative rather than punitive in nature: a sign would be posted on the cell door of every offender taking this program, each offender in the program would have a nightlight for his cell, and the correctional officers would no longer enter the cells of those offenders enrolled in the program but would do their bed checks through the cell window with the help of the nightlight. The correctional officer who was assaulted was also in agreement with the decisions taken

This example demonstrates how case management staff can operationalize the Gladue principles by considering an offender's Aboriginal social history to arrive at alternative resolutions. Providing staff members with concrete examples, such as the one presented above,

may assist CMTs in making culturally informed and appropriate case decisions for the unique needs of the Aboriginal offenders.

1.1.2 Healing Plans

Once an offender's social history has been identified and collected, the Elder, in consultation with the ALO, works with interested offenders to develop their Healing Plan. The Healing Plan serves an essential role in the correctional planning of Aboriginal offenders. It is integrated into the Correctional Plan and Correctional Plan Progress Reports (CPPRs), as detailed in CDs 702: Aboriginal Offenders and 705-5: Supplementary Intake Assessments, and is intended to identify and consider the unique situation of Aboriginal offenders. This information is then recorded and used by staff members to determine the programming needs of these Aboriginal offenders (CSC, 2008a; CSC, 2010c).

Upon closer examination, the evaluation team found that information pertaining to Healing Plans was not uniformly entered into OMS. Data on the number of Healing Plans developed was inconsistent throughout the regions and time. However, data collected through interviews suggested that approximately two-thirds (61%; $n = 72$) of offenders interviewed had a Healing Plan. Of these, nearly all were involved in the development of their Healing Plans (89%; $n = 65$) and thought the Healing Plan helped them to identify their healing goals (86%; $n = 62$). Many reported that the Healing Plan has proven beneficial in a number of other ways. Specifically, the plan reminded them of their healing goals and provided them with a sense of direction and guidance (43%; $n = 22$). It also helped them identify their individual needs and risks (29%; $n = 15$) and fostered a sense of accountability (29%; $n = 15$), as well as motivated them towards their healing goals (27%, $n = 14$). In addition, the majority of Elders (88%; $n = 7$) and staff (93%; $n = 95$) respondents agreed that 'some' or 'most' of the Aboriginal offenders they work with are committed to their Healing Plans and are participating in Aboriginal activities and interventions.

Therefore, Healing Plans are being developed and completed for Aboriginal offenders and most of these offenders are involved in the development of their plans. Furthermore, offenders reported a commitment to their plans and agreed that the plan serves as a positive reinforcement in the maintenance of their healing paths.

1.1.3 Elder Reviews

Elder Reviews are a means to continuously assess an offender's progress along their healing path. It is completed by the Elder or the ALO within 50 days after an offender's admission to federal custody or within 40 days from referral, and must be done prior to completion of the initial security classification (CSC 2008a).

There are two kinds of Elder Reviews: initial and progress. The initial Elder Review includes the Elder's first observation where a determination is made as to whether the offender will continue to work with the Elder and take part in Aboriginal interventions. The Healing Plan will be discussed as an option and if the Elder and offender agree, the Plan will be developed and integrated into the Correctional Plan. The progress Elder Review is more detailed and is completed once the offender has been working with the Elder for at least six months. These reviews are updated by the Elder (or by the ALO in conjunction with the Elder) upon request of the CMT for decision making purposes.

In FY 2007-08, categories were created in OMS to document and track the number of Elder Reviews performed. Since the implementation of this system, a total of 3,987 Elder Reviews (including initial and progress) were completed for 3,058 Aboriginal offenders. As seen in Table 3, the overall number of reviews completed and entered into OMS has been increasing over the last few years.

Table 3: Regional Breakdown of the Number of Elder Reviews Completed between FYs 2007-08 and 2010-11

Region	2007-08	2008-09	2009-10	2010-11
Atlantic	8	55	28	46
Quebec	-	42	45	36
Ontario	-	128	155	479
Prairie	-	362	790	1,107
Pacific	-	52	109	149
Total	8	639	1,127	1,777

Source: OMS (2011).

Note: Missing yearly information for 436 cases.

Data quality issues surfaced when examining the Elder Review data within OMS. Specifically, there were missing dates and document information in the database, thereby making it difficult to analyse.

In the cases where the type of Elder Review was known, one-fifth (19%; $n = 596$) of offenders were identified as having both an initial and a progress Elder Review completed. The low proportion of completion for progress Elder reviews could be the result of data quality issues as stated above. Otherwise, since the policy (CSC, 2008a) states that progress Elder reviews must be completed once an offender has worked with the Elder for six months, this could either be an indication that the reports are not being completed or that the Elder does not work with the offenders for a sufficient period of time to necessitate the progress report. Further inquiry would be needed to determine this.

When operational staff members were asked about the importance of Elder Reviews in their work, 88% ($n = 90$) agreed that these were 'somewhat' to 'very' important, and 89% ($n = 86$) indicated that they use Elder Reviews in their work. In addition, the majority of staff (71%; $n = 69$) and management (81%; $n = 61$) respondents agreed that CSC has made 'some' to 'substantial' improvement when it comes to engaging Elders in providing culturally-sensitive assessments and interventions.

However, despite these observed improvements, several concerns remain. Close to two-thirds (61%; $n = 51$) of staff members rated the quality of Elder Reviews as 'poor' to 'fair', and 71% ($n = 59$) noted that the availability of these reviews were also 'poor' to 'fair'. Results from an internal audit also revealed that the timeliness of Elder assessments was also insufficient (CSC, 2009c). Additionally, only a few (22%; $n = 2$) Elders were fully aware of the purpose or use of Elder Reviews within offender case management. A small number of Elders interviewed believed that Elder Reviews were used for decision making purposes, as well as progress reports. However, most (67%; $n = 6$) reported that despite contributing information and/or feedback for the review, they remained unclear as to how this information will eventually be used by the CMT.

Overall, Elder Reviews are a way to assess and monitor Aboriginal offenders' progress along their healing journey. While these assessments are considered valuable, evidence suggests that there is a disconnect between the information that is provided in the Elder Review and the information that is needed by the CMT to accurately report on the correctional progress that an offender has made while working with the Elder.

RECOMMENDATION 1: CSC should enhance correctional case management for Aboriginal offenders by ensuring that all members of the case management team fully understand the purpose of the Aboriginal offender assessment process (collection of social history information, Elder Review) and fulfill their respective roles in using this assessment information to better inform decision making.

1.2 Aboriginal-Specific Correctional Interventions and Services

An integral component of the Aboriginal Continuum of Care is the provision of culturally-appropriate correctional interventions and services that address the specific criminogenic needs of Aboriginal offenders. To achieve this objective, CSC has developed and implemented a number of initiatives and activities such as: enhancing the delivery of Aboriginal correctional programs; providing access to culturally-specific living environments; Aboriginal-specific staff; Elder services; and, various other spiritual/cultural activities (i.e., ceremonies and traditional engagements).

SUMMARY FINDING 2: Inuit offenders were found to have low participation rates in the Continuum of Care initiatives.

The small number of Inuit offenders (N = 196; 1% of the Aboriginal offender population as of April 2011) present in the correctional system may partially account for the fact that Inuit participation in Aboriginal-specific initiatives is rare. However, various other factors may also contribute to the low engagement of Inuit offenders in Aboriginal initiatives, such as their unique criminal profile and criminogenic needs which differ from those of First Nations and Métis offenders. As previously mentioned, research has found that Inuit offenders present a higher rate of serious and sexual offences, a higher proportion of incarceration (vs. community supervision), and a higher risk to re-offend (Hamilton, 2003 as cited in Trevethan, Moore, Navaqitarvik, Watson & Sanders; 2004b).

According to the Northern Corrections Framework Discussion Paper (CSC, 2011c), Inuit offenders are found to be connected to their culture at the time of admission, however later become disengaged once incarcerated, possibly due to the distance between CSC institutions and their Inuit communities. Inuit offenders are often isolated from family and friends, where contact is often very limited. Moreover, many Inuit offenders also find it difficult to adjust to the drastic change in climate, landscape and lack of access to traditional food from the land (CSC, 2011c).

Additionally, Aboriginal correctional programming and interventions are often targeted to meet the needs of First Nations offenders, for which the traditions, ceremonies and language vastly differ from those of the Inuit culture (CSC, 2011c). Programming specific to the criminogenic and cultural needs of Inuit offenders remains limited whereby Aboriginal programs are not accessible to Inuit offenders due to the language barrier since most Inuit offenders primarily speak Inuktitut. Thus, it is not surprising that Inuit participation in Aboriginal programs is low.

However, recent efforts have been made by CSC to provide relevant correctional programming and services to meet the needs of these offenders. Furthermore, as part of the Sivvupiak Action Plan (2010-2015), CSC has developed a strategy that will provide a continuum of culturally-appropriate interventions to Northern offenders (Northern Corrections Framework). This strategy focuses on increasing Inuit cultural competence, improving the delivery of Inuit services to facilitate their transition to lower security levels, building community capacities to manage Inuit offender reintegration through victim consultation, enhancing supervisory and intervention activities in the North, and enhancing Section 84 releases to Inuit communities (Trevethan, 2012).

1.2.1 Aboriginal Correctional Programs

SUMMARY FINDING 3: Following the implementation of SPAC, CSC has increased its capacity to deliver Aboriginal-specific national correctional programs. Enhanced correctional results were found to be associated with participation in national correctional programs in violence prevention, sexual offender or substance abuse among Aboriginal men offenders whereas no significant results were found among Aboriginal women offenders who participated in any national correctional program.

CSC is mandated to provide Aboriginal offenders with culturally-appropriate correctional programs that meet their identified needs. As such, a number of programs have been developed and implemented in accordance with the Continuum of Care model that aim to assist Aboriginal offenders in connecting to their culture, families, and communities (CSC, 2006a). Further details on specific correctional programs are provided in the Program Background section of this report.

Aboriginal-Specific National Correctional Program Availability

As per CSC policies, offenders with identified programming needs must be assigned and enrolled to a program(s) in accordance with their Correctional Plans. In the case of Aboriginal offenders, program assignment may include either mainstream or Aboriginal-specific programming. However, CD 705-6: Correctional Planning and Criminal Profile specifically states that Aboriginal offenders will be referred to culturally-appropriate programming whenever possible (CSC, 2007). Since the implementation of SPAC, the number of Aboriginal enrolments in the seven core Aboriginal-specific national correctional programs has increased by over 84% (from 290 to 534; see Table 4).

Table 4: National Aboriginal Correctional Program Enrolments Among Aboriginal Offenders between FYs 2006-07 and 2010-11

Program	2006-07	2007-08	2008-09	2009-10	2010-11
Basic Healing Program	6	109	59	60	197
Circles of Change Program	20	21	5	0	0
Spirit of a Warrior Program	18	15	26	46	4
In Search of Your Warrior Program	108	118	108	117	119
High Intensity Aboriginal Family Violence Prevention Program	30	32	12	26	9
The Aboriginal Offender Substance Abuse Program (High and Medium)	99	131	198	222	169
Aboriginal Sex Offender Programs*	9	11	10	11	2
Aboriginal Women's Maintenance Program	0	7	29	47	34
Total Number of Enrolments	290	444	447	529	534

Source: OMS (2011).

Note: *This category includes the Tupiq program, as well as an Aboriginal-specific adaptation of the mainstream sex offender program.

The Inuit CMP is in the pilot stage and therefore was not included among the other national Aboriginal correctional programs.

A number of enrolments occurred for the AICPM since January 2010. However, these were not included in this table or in the effectiveness analyses since the program was not offered for the majority of the SPAC period.

AICPM was however included in the rate-based analyses presented below pertaining to Aboriginal program assignment, enrolments and completion.

Effectiveness of National Correctional Programs among Aboriginal Offenders

Research has shown that participation in correctional programs that are targeted to offenders' specific criminogenic needs is associated with a higher likelihood of discretionary

release, as well as with a lower rate of conditional release failure (Andrew & Bonta, 2006; Nafekh et al., 2009).²² This evaluation examined the impact of participation in national correctional programs, both mainstream and Aboriginal-specific,²³ on the correctional outcomes of Aboriginal offenders (i.e., discretionary release grant and conditional release failure). CSC offers a range of programs that are tailored to the criminogenic need areas of offenders. For this evaluation, program participation was assessed in five national correctional program categories of the Program Activity Architecture (PAA), namely ‘Violence Prevention’, ‘Sexual Offender’, ‘Substance Abuse’, ‘Family Violence Prevention’, and ‘Social Skills’ programs. Due to low participation in some of these categories, certain categories were not included in analyses. Participation in community maintenance programs and ICPM was not examined for this Aboriginal offender release cohort due to data reliability issues or limited data, as discussed in the limitations section.

Aboriginal Men

FINDING 2: Aboriginal men offenders who participated in a mainstream or Aboriginal-specific violence prevention, a mainstream substance abuse or mainstream sexual offender program were more likely to be granted discretionary release than their non-participant counterparts.

The majority (84%; $n = 3,069$) of Aboriginal men offenders in our release cohort had been identified as presenting a need in at least one national correctional program (mainstream and/or Aboriginal; see Table 5 for breakdown by program category). Across all program categories, successful completion of programs occurred in high proportions, ranging from 75% to 83%.

²² This result was found for all offenders and was not specific to Aboriginal offenders.

²³ National Aboriginal correctional programs included in the analyses of national program participation among the Aboriginal offender release cohort included: In Search of Your Warrior, Spirit of a Warrior, Hi Intensity Aboriginal Family Violence Prevention, Tupiq, Aboriginal Offender Substance Abuse (High and Medium intensity), Basic Healing and Circles of Change.

Table 5: National Correctional Program (Mainstream and Aboriginal) Assignment, Enrolment, and Successful Completion among Aboriginal Men Offenders

	Program Assignment		Program Enrolment (Exposure)		Successful Completion	% of successful completion among Enrolments
	<i>N</i>	(%) ^a	<i>N</i>	(%) ^b	<i>N</i>	(%)
Violence Prevention	1,023	(28)	714	(70)	575	(81)
Sexual Offender	354	(10)	243	(69)	194	(80)
Substance Abuse	2,491	(68)	1,964	(78)	1,621	(83)
Family Violence Prevention	653	(18)	428	(66)	322	(75)
Social Skills	915	(25)	626	(68)	504	(81)

Source: OMS (2011).

Note: a Percentage was calculated from the total number of offenders in the Aboriginal offender release cohort (*N* = 3,639).

b Percentage was calculated from the number of offenders with identified need within the program area.

Discretionary Conditional Release

Statistical analyses²⁴ were performed to compare the conditional release grants between Aboriginal offenders who had been enrolled to national mainstream and Aboriginal-specific programs and Aboriginal offenders who had been assigned to these programs, but never enrolled.²⁵ Specifically, the objective was to determine the impact of any exposure (successful or non-successful) to correctional programs in each program category on the likelihood of obtaining discretionary release. Overall results revealed that Aboriginal men offenders having been exposed to a violence prevention (mainstream and Aboriginal-specific), a sexual offender (mainstream), or a substance abuse (mainstream) program, were significantly more likely to be granted discretionary release than a comparison group of Aboriginal non-participant counterparts. Aboriginal men offenders exposed to family violence prevention or social skills programs were as likely to be released on statutory release as their non-participant counterparts (see Table 6).

²⁴ Analyses using the logistic regression procedure controlled for offender profile differences in regard to the levels of overall need and risk prior to release.

²⁵ Logistic regression results: Aboriginal (OR: 1.969 (1.244-3.119), Wald: $\chi^2(1, n = 1022) = 5.9469, p = .0147$) vs. Mainstream (OR: 1.739 (1.115-2.713), Wald: $\chi^2(1, n = 1,022) = 5.9469, p = .0147$).

Table 6: Likelihood of Being Granted Conditional Release (Participants vs. Non-Participants – Any Exposure)

	Aboriginal-Specific Program	Mainstream Program
Violence Prevention ²⁶	Higher likelihood (2 times)	Higher likelihood (1.7 times)
Sexual Offender ²⁷	No analyses	Higher likelihood (2.4 times)
Substance Abuse ²⁸	Similar likelihood	Higher likelihood (2 times)
Family Violence Prevention	Similar likelihood	Similar likelihood
Social Skills	Similar likelihood	Similar likelihood

Similar findings were maintained when only considering successful participation (as opposed to any exposure) in all national correctional program categories, mainstream and Aboriginal specific combined (see APPENDIX E).

Conditional Release Failure (i.e., return to custody after conditional release)

FINDING 3: Aboriginal men offenders who participated in either a mainstream or Aboriginal-specific violence prevention program, or in a mainstream sexual offender program, presented a lower rate of conditional release failure than their non-participant counterpart. Successful completion of a substance abuse program was associated with lower rates of conditional release failures with a new offence.

Statistical analyses²⁹ were performed to compare the rate of conditional release failure between Aboriginal offenders who had been enrolled to national mainstream and Aboriginal-specific programs and Aboriginal offenders who had been assigned to these programs, but never enrolled. As presented in Table 7, results found that significantly lower rates of conditional release failure (with any return) were observed among Aboriginal men offenders who were exposed to mainstream or Aboriginal-specific violence prevention or mainstream sexual offender

²⁶ Logistic regression results: Aboriginal (OR: 1.969 (1.244-3.119), Wald: $\chi^2(1, n = 1022)=5.9469, p = .0147$) vs. Mainstream (OR: 1.739 (1.115-2.713), Wald: $\chi^2(1, n = 1,022)=5.9469, p = .0147$).

²⁷ Logistic regression results: Mainstream - OR: 2.449 (1.321- 4.538), Wald: $\chi^2(1, n = 354)=8.0946, p <.0001$.

²⁸ Logistic regression results: Mainstream (OR: 1.380 (1.055-1.805), Wald: $\chi^2(1, n = 2,490)=5.5295, p = .0187$) vs. Aboriginal (OR: 0.967 (0.686-1.363), Wald: $\chi^2(1, n = 2,490)=0.0372, p = .8470$).

²⁹ Analyses using the Cox regression procedure controlled for offender profile differences such as level of need and risk prior to release, age at release, release type and previous sentences.

prevention programs when compared to a comparison group of Aboriginal non-participant counterparts (see APPENDIX E for results of statistical analyses).

Table 7: Rate of Conditional Release Failure (Participants vs. Non-Participants – Any Exposure)

	Any Return		Return with a New Offense	
	Aboriginal-Specific Program	Mainstream Program	Aboriginal-Specific Program	Mainstream Program
Violence Prevention	Lower rates (21%)	Lower rates (21%)	Similar rates	Similar rates
Sexual Offender	No analyses	Lower rates (44%)	Similar rates	Similar rates
Substance Abuse	Similar rates	Similar rates	Similar rates	Similar rates
Family Violence Prevention	Similar rates	Similar rates	Similar rates	Similar rates
Social Skills	Similar rates	Similar rates	Similar rates	Similar rates

Successful completion of substance abuse programs, mainstream and Aboriginal combined, was significantly associated with a 20% lower rate of conditional release failure with a new offence (see APPENDIX F for results of statistical analyses).

Aboriginal Women

FINDING 4: Aboriginal women offenders having participated in national correctional programs (mainstream and/or Aboriginal) were as likely to be granted discretionary release as their non-participant counterparts who were assigned to such programs.

Similar to men, the majority (84%; $n = 321$) of Aboriginal women offenders included in the offender release cohort were identified as presenting a need in at least one national correctional program category (mainstream and Aboriginal; see Table 8 for breakdown by program category). Successful completion of national correctional programs was also achieved in high proportions, ranging from 69% to 91%.

Table 8: National Correctional Program (Mainstream and Aboriginal) Assignment, Enrolment, and Successful Completion among Aboriginal Women Offenders

	Program Assignment		Program Enrolment		Successful Completion	% of successful completion among Enrolments
	<i>N</i>	(%) ^a	<i>N</i>	(%) ^b	<i>N</i>	(%)
Violence Prevention	139	(36)	121	(87)	101	(83)
Sexual Offender ³⁰	-	-	-	-	-	-
Substance Abuse	260	(62)	215	(83)	148	(69)
Family Violence Prevention	-	-	-	-	-	-
Social Skills	71	(19)	56	(79)	51	(91)

Source: OMS (2011).

Note: a Percentage was calculated from the total number of offenders in the Aboriginal offender release cohort (N = 381).

b Percentage was calculated from the number of offenders with identified need within the program area.

Discretionary Conditional Release

Discretionary release grants were examined through statistical analyses³¹ to compare the likelihood among Aboriginal women offenders who had been enrolled to mainstream and Aboriginal-specific programs and Aboriginal women offenders who had been assigned to these programs, but never enrolled. Due to the low number of Aboriginal women offenders in the cohort, all national correctional program categories were combined into one general category for any program assignment and enrolment. Results found that there were no significant differences between the likelihood of discretionary release of Aboriginal women who had been exposed (successfully or non-successfully) to a national correctional program and those of a comparison group of Aboriginal women offenders who were assigned, but never exposed.

³⁰ CSC is currently offering sex offender therapy for women, but this is mostly offered through one-on-one meetings with psychologists. A new program has been developed which should be offered by program officers in February 2012.

³¹ Analyses using the logistic regression procedure controlled for offender profile differences in regard to the levels of overall need and risk prior to release.

Conditional Release Failure

FINDING 5: Aboriginal women offenders who participated in any national correctional programs (mainstream and Aboriginal) were found to experience similar rates of conditional release failure as their non-participant counterparts.

Statistical analyses³² comparing the rate of conditional release failure among Aboriginal women offenders who had been enrolled to mainstream and Aboriginal-specific programs and Aboriginal women offenders who had been assigned to these programs, but never enrolled were performed. Results revealed that the rates of conditional release failure (any return and return with a new offence) among Aboriginal women offenders who had been exposed to any national correctional program, mainstream and Aboriginal combined, were statistically similar to those of the comparison group of Aboriginal women non-participant counterparts (see APPENDIX E).³³

Summary

Overall, CSC has made some progress in enhancing the availability of culturally-specific programming. Staff, management and offenders agreed that Aboriginal-specific programs are positive contributors to offender reintegration. Results from statistical analyses found that Aboriginal men offenders who were exposed to a national correctional program, specifically for violence prevention, sexual offender and substance abuse programs, demonstrated improvements in correctional results when compared to Aboriginal men offenders who presented a need for the program but were never exposed.

³² Analyses using the Cox regression procedure controlled for offender profile differences such as level of need and risk prior to release, age at release, release type and previous sentences.

³³ Analyses of the rate of conditional release failure took into consideration offender profile differences such as level of need and risk prior to release, age at release, release type and previous sentences.

1.2.2 Culturally-Specific Living Environments

SUMMARY FINDING 4: Since the implementation of SPAC, CSC has successfully expanded culturally-specific living environments, such as Pathways and Healing Lodges. The majority of staff, management and offenders agree that culturally-specific living environments provide a positive contribution to Aboriginal offenders' reintegration. Enhanced correctional results were associated with participation in Healing Lodges. Opportunities to increase correctional results among Pathways participants were found.

Culturally-specific living environments offer Aboriginal offenders the opportunity to practice their culture and traditions in a structured correctional setting where their criminogenic and cultural needs are supported through enhanced access to culturally-specific programs, Aboriginal ceremonies, Elders' teachings and counselling, as well as interactions with other Aboriginal staff members and people. These services are designed to provide a gradual Continuum of Care, as Aboriginal offenders cascade to lower security levels and are eventually released. The culturally-specific living environments offered by CSC include Pathways Units (Pre-Pathways Day Programs and Pathways Transition Units) and Healing Lodges (CSC and Section 81 Healing Lodges).

Pathways Units

As previously mentioned, Pathways Units are designated ranges or houses within medium level institutions that provide a traditional and cultural healing environment to offenders who choose to pursue an Aboriginal healing path. Offenders within these units work alongside Elders and a CMT composed of Aboriginal-specific staff members. These offenders are provided with a greater opportunity to participate in Aboriginal-specific programming, cultural/spiritual activities and ceremonies. Pathways Units were first implemented in 2002 at three sites and four more sites were later developed in 2006. Following the implementation of SPAC, CSC expanded its Pathways capacity to include seven additional sites, thus there are currently 14 Pathways Units operating.³⁴ These units are found in each CSC region, where some regions have multiple

³⁴ It is important to note that although all 14 Pathways sites are currently in operation, many are still addressing areas for improvement identified by the AID Pathways review (2010-2011 and 2011-2012) to ensure they are operating consistent with National Guidelines. As of June 2012, 15 Pathways have been approved/ conditionally approved and 10 units have been deferred. Some Pathways Units were also closed along the way. With the majority of Pathways being established in 2009, and being given a two year window to establish and develop, the 2010-2011

units depending on the size of the Aboriginal offender population. As of 2011, these units have a combined capacity of 363 beds, ranging from 6 to 102 beds per site (see Table 9).

In 2009, CSC expanded their Pathways Units by creating Pre-Pathways interventions and Pathways Transition Units. Pre-Pathways Day Programs are offered in select maximum security institutions and focus on preparing offenders for their transfer to a Pathways Unit. CSC currently operates two Pre-Pathways Day Programs which have a combined capacity of 8 places. Similarly, Pathways Transition interventions are offered in certain minimum security institutions as a follow-up for Pathways residents who are cascading to a lower security level. These living units offer an alternative to offenders who may not be interested or are ineligible to go to a Healing Lodge. Pathways Transition Units are available at seven of CSC's minimum institutions and have a combined bed capacity of 106 beds.

Table 9: Capacity per Pathways Unit, Pre-Pathways Day Program and Pathways Transition Unit

Region	Institution	Opening Date [†]	Capacity	
			2009	2011
Pathways Units (Medium)				
Atlantic	*Dorchester Institution	March, 2006	13	11
	Springhill Institution	Not yet operational	-	8
Quebec	*La Macaza Institution	April, 2002	20	10
	Cowansville	November, 2010	-	10
Ontario	*Warkworth Institution	March, 2006	17	10
	Fenbrook Institution	January 2011	-	10
Prairies	*Stony Mountain Institution	May, 2002	118	78
	*Saskatchewan Penitentiary	July, 2002	52	102
	Drumheller Institution	September, 2005	21	42
	Bowden Institution	October, 2005	20	20
	Edmonton Institution for Women	December, 2005	10	10
Pacific	*Mission Institution	December, 2005	18	26
	Mountain Institution	June 22, 2011	-	20
	*Fraser Valley Institution	September, 2006	6	6
Pre-Pathways Day Programs (Maximum)				
Prairies	Edmonton Institution	September, 2006	4	4
Pacific	Kent Institution	January, 2008	4	4
Pathways Transitions Units (Minimum)				
Atlantic	*Westmorland Institution	July, 2005	12	8
Quebec	Saint-Anne-des-Plaines	Pilot since early in the	-	6

review was meant to review progress (mid-point) and provide early recommendations with regards to expected improvements.

Region	Institution	Opening Date [†]	Capacity	
			2009	2011
Pathways Units (Medium)				
		summer of 2011		
Ontario	Pittsburg Institution	September, 2006	6	6
Prairies	Rockwood Institution	September 2005	28	24
	Riverbend Institution	January 2007	12	14
	Grand Cache Institution	August 2010	-	28
Pacific	William Head Institution	June 2002	20	20

Source: AID (2011).

Note: * These Pathways Units were the only nationally recognized initiatives to receive funding for the entire SPAC period (FY 2006-07 to 2010-11). Other Pathways Units were only nationally recognized and funded as part of the Pathways Initiative as of FY 2009-10, and thus were not recognized as Pathways Units as part of the National Initiative and may not have adhered to national guidelines prior to this date.

† Although these initiatives were implemented on the indicated dates, sites may have temporarily closed and reopened since.

Over the last five years, CSC has engaged in 2,105³⁵ Aboriginal offender transfers to Pathways Units, of which 1,954 (93%) were men and 151 (7%) women. As shown in Table 10, the number of Aboriginal offender transfers to Pathways Units has been increasing since the implementation of SPAC. In addition, there were a total of 182 Aboriginal offender transfers to Pre-Pathways Day Programs and 249 Aboriginal offender transfers to Pathways Transition Units between FYs 2006-07 and 2010-11.

Table 10: Regional Breakdown of Transfers to Pathways Units for Aboriginal Offenders between FYs 2006-07 and 2010-11

Region	2006-07	2007-08	2008-09	2009-10	2010-11
Atlantic	1	58	46	13	27
Ontario	8	7	11	22	18
Pacific	13	25	40	39	30
Prairie	147	269	403	350	487
Quebec	17	19	10	10	36
Total	186	378	510	434	597

Source: OMS (2011).

The data collected through interviews indicated that over half (54%; $n = 64$) of Aboriginal offenders had participated in a Pathways Unit. Of the offenders who had never participated in Pathways, the majority (61%; $n = 36$) presented an interest in residing in this

³⁵ One offender may account for multiple Pathways transfers due to various reasons (i.e., multiple sentences, institution transfers, etc.).

living environment. Reasons given to support their interest pertained to the greater opportunity to learn and practice their Aboriginal culture and spirituality, greater access to cultural supports and better opportunity for self improvement. Furthermore, the vast majority of management (98%; $n = 62$) and staff (92%; $n = 86$) respondents reported that participation in Pathways Units provided 'some' to 'substantial' contribution to successful Aboriginal offender reintegration. A prior evaluation of Pathways Units (Jensen & Nafekh, 2009a) has found that the majority of staff members and offenders involved in Pathways viewed this initiative as a positive experience and would recommend it to other Aboriginal offenders who wish to follow a traditional healing path.

Approximately one-third (34%; $n = 20$) of Aboriginal offenders interviewed mentioned that they were not planning on living in a Pathways Unit. Of these, 39% ($n = 7$) indicated that they were content with their current situation or were expecting to be released soon and did not wish to transfer. However, a few offenders believed that Pathways created a segregation among Aboriginal offenders (17%; $n = 3$) or had concerns with specific staff members and offenders in the unit (22%; $n = 4$). Similar issues were found in the Pathways evaluation (Jensen & Nafekh, 2009a) where offenders reported the admission of inappropriate offenders who did not follow their healing path, the lack of support from staff members resulting in negative attitudes, the separation from other inmates created by Pathways, as well as non-participants' negative views of Pathways participants receiving preferential treatment. Additionally, staff members had reported issues with resistance from other staff members, lack of knowledge regarding Pathways criteria and low cultural awareness (Jensen & Nafekh, 2009a). Both staff (50%; $n = 43$) and management (44%; $n = 8$) surveyed for the current evaluation and past evaluation (Jensen & Nafekh, 2009a) highlighted the need for additional training on cultural sensitivity and Aboriginal case management.

The negative views regarding Pathways, such as the sense that this initiative is a form of segregation, were raised by a few offenders in the context of a broader question. It remains unclear whether these perceptions are shared by other offenders. Further research could help determine the extent of this issue.

Effectiveness of Pathways Units

Previous research has attested to the positive impact of providing culturally-specific living environments on Aboriginal offenders' correctional outcomes. For example, benefits

found to be associated with Pathways Units include lower rates of return to custody with a new violent offence (Jensen & Nafekh, 2009a).³⁶ For the current evaluation, analyses were performed regarding the likelihood of being granted conditional release as well as the rate of conditional release failure following residency in Pathways Units.³⁷ To assess the contribution of Pathways Units, this evaluation examined the impact of participation in Pathways Units on the correctional outcomes of Aboriginal offenders (i.e., discretionary release grant and conditional release failure). It is important to note that data pertaining to offender participation in Pathways Units has been recorded in OMS since 2008. As detailed in an OMS Bulletin entitled Aboriginal Enhancements (CSC, 2008e), new fields were then created to record Pathways Unit involvement among offenders. Prior to 2008, data specific to Pathways participation was recorded at the regional level in tracking documents that were specific to the regions. To ensure that Pathways information for all five fiscal years (2006-07 to 2010-11) were captured in this evaluation, the data contained in OMS was combined with the data contained in the regional tracking documents prior to 2008. However, data reliability issues could stem from the unstandardized method of entry prior to 2008.

FINDING 6: Aboriginal offenders who resided in a Pathways Unit were more likely to be released on statutory release than non-participant counterparts, which is counter to the intended goal of Pathways. As well, Pathways residents experienced conditional release failure (both with any return and return with a new offence) at a similar rate.

³⁶ This past evaluation employed a different methodology than the current evaluation, using specific Pathways sites, as will be discussed further, and including both Aboriginal and non-Aboriginal offenders.

³⁷ For the purpose of these analyses, only participation in Pathways sites that have been operational for the majority of the SPAC period were considered (i.e., Dorchester Institution, Warkworth Institution, Stony Mountain Institution, La Macaza Institution, Saskatchewan Penitentiary, Mission Institution, Fraser valley Institution, Bowden Institution, Dorchester Institution and Edmonton Institution for women).

***Aboriginal Men
Discretionary Conditional Release***

Approximately 12% ($n = 435$; $N = 3,639$) of Aboriginal men offenders in the release cohort had resided in a Pathways Unit. Results³⁸ indicated that Aboriginal men offenders who had resided in any Pathways Unit were 40% less likely³⁹ to receive discretionary release than a comparison group of Aboriginal non-resident counterparts.⁴⁰

These results somewhat differ from findings of the Pathways Healing Units evaluation (Jensen & Nafekh, 2009a) where an equal likelihood of being granted discretionary release was found between Pathways participants and non-participants (Jensen & Nafekh, 2009a). Differences in samples may account for this contradictory finding as the prior study included both non-Aboriginal and Aboriginal offenders. Additionally, Jensen and Nafekh (2009a) specifically evaluated the seven original nationally recognized and funded Pathways Units,⁴¹ whereas this evaluation examined all Pathways Units that have been operating for the majority of the SPAC period.⁴² The additional Pathways Units were only nationally recognized in FY 2009-10 and did not receive national funding for prior years.⁴³

In light of possible disparities between the recognized funded and non-recognized non-funded Pathways Units, additional analyses were performed solely on Aboriginal offenders who participated in the seven original nationally recognized and funded Pathways Units. Results indicated similar findings; participants of original Pathways Units were in fact 26% less likely⁴⁴ to be released on discretionary release than the comparison group of non-participants.⁴⁵ Additional analyses performed specifically on individual Pathways Units found no significant results.⁴⁶ These results are opposite to the intended goals of Pathways Units which aim to accelerate offender preparation for release into the community.

³⁸ Analyses using the logistic regression procedure controlled for profile differences pertaining to the overall levels of risk and need prior to release.

³⁹ Logistic regression results: OR: 0.600 (0.462 - 0.78), Wald $\chi^2(1, n = 3,634) = 14.4898, p = .0001$.

⁴⁰ Statistical analyses controlled for risk and need, as well as participation in Healing Lodges.

⁴¹ These include Stony Mountain Institution, Saskatchewan Penitentiary and La Macaza Institution funded in 2002 and Dorchester Institution, Warkworth Institution, Mission Institution, and Fraser Valley Institution funded in 2006.

⁴² These include all seven original Pathways Units, as well as Bowden Institution, Drumheller Institution and Edmonton Institution for Women.

⁴³ These sites began operating with regional and local funding.

⁴⁴ Logistic regression results: OR: 0.736 (0.543 - 0.997), Wald $\chi^2(1, n = 3,634) = 3.9132, p = .0479$.

⁴⁵ Statistical analyses controlled for risk and need, as well as participation in Healing Lodges.

⁴⁶ The site-specific analyses were performed for four Pathways institutions where the number of Pathways participants in the Aboriginal offender release cohort allowed it (i.e., Bowden Institution, $n = 44$; Drumheller Institution, $n = 84$; Saskatchewan Penitentiary, $n = 131$; and Stony Mountain Institution, $n = 95$). A matched

Offender survey results collected for the SPAC evaluation may provide some insight as to why Pathways participants are not being released on discretionary release. Of the offender interviewees who identified having participated in a Pathways Unit and being eligible for parole, close to two-thirds (62%; $n = 26$) stated they had not applied for parole where nearly one-third (32%; $n = 8$) of these also indicated that they will not be applying. Some of the stated reasons for not applying for parole included: an approaching statutory release date; feeling that parole would not be granted by PBC; and, feeling that parole was not supported by one's parole officer at that time. An examination of parole cancelations among offenders in the Aboriginal release cohort found that a significantly higher proportion of Pathways participants waived or withdrew from their full parole review in comparison to non-participants (68% vs. 60%, respectively). However, in examining the reasons given for waivers or withdrawals, it was unclear as to what factors could explain the higher parole cancelation among Pathways participants. These findings suggest possible explanations for the lower discretionary release grants for Pathways participants. Further research would be necessary to better understand this outcome.

comparison group was created for all four sites using a propensity score matching technique similar as that described in the Methodology section. The potential matches for the comparison group were limited to those released from the region in which the Pathways Unit was located. The comparison group was matched on overall need, risk, motivation and reintegration potential ratings, as well as the seven criminogenic needs ratings, when significant. This allowed the comparison of correctional results between Aboriginal Pathways participants and non-Pathways participants from the same region.

Conditional Release Failure

Statistical analyses⁴⁷ revealed that the rate of conditional release failure (with any return or return with a new offence) was not found to be significantly associated with participation in Pathways Units (APPENDIX F)⁴⁸. Interestingly, analyses performed by Pathways institutions⁴⁹ found that the Pathways Unit at Bowden Institution was the only site where a 53% reduction in the rate of conditional release failure could be observed among Pathways participants when compared to a non-participant comparison group (APPENDIX F). However, this result must be interpreted with caution as the limited sample of Aboriginal Pathways participants ($n = 44$) for this site may not be an accurate representation of the interventions at this site.⁵⁰

Other positive correctional results were found in the Pathways Healing Units evaluation (Jensen & Nafekh, 2009a) where participation in Pathways Units was associated with lower rates of involvement in minor and major institutional incidents. Additionally, other correctional indicators approached statistical significance⁵¹ such as a higher likelihood of being transferred to a Healing Lodge (which is a minimum level facility) and lower likelihood of being transferred to a maximum security facility, as well as a lower rate of various incidents (i.e., refusing to submit to random urinalysis testing, taking intoxicants, possessing contraband).

⁴⁷ Analysis using the Cox regression procedure controlled for offender profile differences such as overall levels of need and risk prior to release, age at release, release type and previous sentences.

⁴⁸ Analyses were not significant for all Pathways units, as well as just for the funded Pathways units.

⁴⁹ The site-specific analyses were performed for four Pathways institutions where the number of Pathways participants in the Aboriginal offender release cohort allowed it (i.e., Bowden Institution, $n = 44$; Drumheller Institution, $n = 84$; Saskatchewan Penitentiary, $n = 131$; and Stony Mountain Institution, $n = 95$). A matched comparison group was created for all four sites using a propensity score matching technique similar as that described in the Methodology section. The potential matches for the comparison group were limited to those released from the region in which the Pathways Unit was located. The comparison group was matched on overall need, risk, motivation and reintegration potential ratings, as well as the seven criminogenic needs ratings, when significant. This allowed the comparison of correctional results between Aboriginal Pathways participants and non-Pathways participants from the same region.

⁵⁰ In addition to possible limited representation, the small sample size impacted the ability to perform the propensity score matching by limiting the significance of certain factors on which offenders were matched.

⁵¹ Statistical significance for this evaluation was $p = .05$.

Aboriginal Women Discretionary Conditional Release

Less than one-tenth (9%; $n = 35$, $N = 381$) of Aboriginal women offenders in the release cohort had resided in a Pathways Unit prior to their first conditional release. Statistical analyses⁵² confirmed that Aboriginal women who had resided in a Pathways Unit were 53% more likely⁵³ to be released on statutory release than a comparison group of Aboriginal non-participant counterparts.⁵⁴ However, the especially low number of women having resided in Pathways Units merits caution when interpreting results. Similar reasons as those provided for Aboriginal men may account for the difference found between these results and those of the Pathways Healing Units evaluation (Jensen & Nafekh, 2009a). No analyses could be conducted for Aboriginal women offenders who participated specifically in the funded Pathways because the number was too small ($n = 11$).

Conditional Release Failure

Similar to the results obtained for Aboriginal men offenders, statistical analyses⁵⁵ indicated that residency in a Pathways Unit did not statistically impact the rate of conditional release failure (with any return or return with a new offence) among Aboriginal women offenders (see APPENDIX F for statistical results).

Healing Lodges

FINDING 7: Healing Lodges provide Aboriginal offenders with an environment focused on culture, spirituality and healing. Positive changes in the level of Aboriginal cultural knowledge of Healing Lodge residents, as well as in their behaviour and attitudes were reported by offenders and staff members.

⁵² Analyses using the logistic regression procedure controlled for profile differences among Aboriginal women offenders in terms of overall levels of need and risk prior to release.

⁵³ Logistic regression results: OR: 0.472 (0.225 - 0.988), Wald $\chi^2(1, n = 381) = 3.9667, p < .0464$.

⁵⁴ Statistical analyses controlled for risk and need, as well as participation in Healing Lodges.

⁵⁵ Analysis using the Cox regression procedure controlled for offender profile differences such as overall levels of need and risk prior to release, age at release, release type and previous sentences.

FINDING 8: Difficulties have been identified with respect to the application and transfer process for CSC-operated and Section 81 Healing Lodges. As well, the need for additional educational services and vocational training in Healing Lodges to further increase offenders' potential for reintegration was highlighted.

Once Aboriginal offenders cascade to a minimum security level, select individuals may participate in a transfer to a Healing Lodge (or Healing Village). These minimum security facilities are either operated by CSC, or by an Aboriginal community under Section 81 of the CCRA. Their purpose is to provide offenders with a culturally-based holistic healing process, which contributes to Aboriginal offenders' reintegration. Similar to the Pathways Units, offenders must commit to working with Elders and staff members, as well as follow an Aboriginal healing path.

CSC has currently implemented a total of nine Healing Lodges across the country. Of these, four are CSC-operated and five are operated under a Section 81 agreement. CSC-operated and Section 81 Healing Lodges operate under different legislative frameworks, therefore their operations differ on various levels. Differences pertaining to the transfer process and management practices are further detailed in Chapter One: Aboriginal Healing Lodges of the SPAC Evaluation (Didenko & Marquis, 2011).

The majority of the Healing Lodges are located in the Prairie Region with one situated in each of the Pacific and Quebec Regions, and none exist in the Ontario and Atlantic Regions. Capacity within these facilities ranges from 5-60 beds (see APPENDIX G). A new Section 81 Healing Lodge for women offenders opened in September 2011; however, this is outside the scope of the current evaluation timeframe (FY 2006-07 to 2010-11) and was therefore not included in this report.

Over the five years following the implementation of SPAC, CSC has facilitated a total of 1,065 Aboriginal offender transfers to Healing Lodges. Table 11 shows the breakdown of transfers by facility. Although the overall number of Aboriginal offender transfers has decreased over the five year SPAC period, average occupancy rates, for the most part, have remained similar or increased during the same time, ranging from 62 - 100% for CSC-operated Healing Lodges and from 67 - 80% for Section 81 Healing Lodges in 2010-11 (additional details on occupancy rates are provided in APPENDIX G). This suggests that offenders may be remaining in the Healing Lodges for longer periods of time.

Table 11: Number of Aboriginal Offender Transfers to Healing Lodges between FYs 2006 07 and 2010-11

Region	CSC-operated	2006-07	2007-08	2008-09	2009-10	2010-11
Prairie	Okimaw Ohci Healing Lodge	20	18	15	17	13
	Pe Sakastew Centre	56	49	84	58	55
	Willow Cree Healing Lodge	52	47	59	45	37
Pacific	Kwikwexwelhp Healing Village	27	26	38	21	31
Section 81						
Prairie	Prince Albert Grand Council Spiritual Healing Lodge	9	5	10	4	3
	Stan Daniels Healing Centre	41	38	28	16	23
	O-Chi-Chak-Ko-Sipi Healing Lodge	18	9	19	15	20
Quebec	Waseskun Healing Center	8	14	5	8	4
Total		231	206	258	184	186

Source: CRS – Inmate Movement Data Cube, April-04-10, taken at April 20, 2012 for CSC-operated Healing Lodges and OMS (2011) for Section 81 Healing Lodges.

The majority of management (97%; $n = 62$) and staff (92%; $n = 84$) respondents reported that participation in Healing Lodges, both CSC and Section 81 operated, contributed to successful Aboriginal offender reintegration. Findings from the Healing Lodge evaluation (Didenko & Marquis, 2011) suggest that the majority of Aboriginal offenders residing in Healing Lodges agreed that the Healing Lodge met their overall needs and increased their knowledge of Aboriginal culture. Both staff members and offenders noted that participation in Healing Lodges had a positive impact on offenders' behaviour in terms of their engagement in programs and cultural activities, as well as their self-awareness, self-confidence, motivation, personal responsibility and pro-social attitudes. These improvements were also supported by quantitative data that indicated positive changes in offenders' criminogenic need levels.

Although management and staff members shared positive views of Healing Lodges, Didenko and Marquis (2011) identified several challenges with the facilitation of transfers to these facilities. Some general challenges identified included the large number of Aboriginal offenders who do not meet the security level criteria (i.e., minimum security or in rare cases, medium security) required to be eligible for transfer to a Healing Lodge, limited availability of Healing Lodges across the country, remote geographical locations of Healing Lodges, low staff and management awareness of Healing Lodge functioning resulting in low promotion, and lack of interest by offenders. Furthermore, staff and management members, as well as community representatives and offenders, all agreed on the need for further vocational training; employment

and employability skill development; and, educational training for offenders residing in Healing Lodges. Further information pertaining to challenges specific to CSC-operated and Section 81 Healing Lodges are detailed in the Chapter One of the SPAC Evaluation (Didenko & Marquis, 2011).

Recent evaluations have found that Healing Lodges are not operating at maximum capacity (Didenko & Marquis, 2011; Delveaux et al., 2007; Nafekh, Allegri & Li, 2005). According to the latest data, although some Healing Lodges have maintained lower occupancy rates throughout the five years following the implementation of SPAC, others have succeeded in reaching occupancy levels near maximum capacity and have even implemented waiting lists. The issues mentioned above pertaining to difficulties with the transfer process may account for the lower occupancy levels in some Healing Lodges. However, it should be noted that the range in occupancy levels for Healing Lodges is similar to that of other minimum security level institutions suggesting that many offenders remain at the maximum and medium security level.

Overall, Healing Lodges are seen by CSC staff and management members, as well as offenders, as a positive factor associated with offender participation and commitment in Aboriginal activities and interventions. Yet, various areas within the application and transfer process, such as: the eligibility and interest of offenders, availability of Healing Lodges and services, as well as staff and management awareness and support, indicated a need for improvement.

Effectiveness of Healing Lodges

The benefits of residing in Healing Lodges have been presented in the Healing Lodge evaluation (Didenko & Marquis, 2011), where a higher likelihood of a discretionary release grant was found among participants. The current evaluation performed analyses surrounding the likelihood of being granted conditional release, as well as the rate of conditional release failure following residency in Healing Lodges. To assess the contribution of Healing Lodges, this evaluation examined the impact of participation in both CSC and Section 81 Healing Lodges on the correctional outcomes of Aboriginal offenders (i.e., discretionary release grant and conditional release failure).

FINDING 9: Aboriginal offenders who participated in a Healing Lodge were more likely to be granted discretionary release than a comparison group of non-participant counterparts and experienced conditional release failure (both with any return and return with a new offence) at a similar rate.

*Aboriginal Men
Discretionary Conditional Release*

Approximately one-fifth (17%; $n = 617$, $N = 3,639$) of Aboriginal men offenders in the release cohort had resided in a Healing Lodge. Statistical analysis⁵⁶ confirmed that Aboriginal men offenders who resided in a Healing Lodge were over two times more likely⁵⁷ to receive a discretionary release than a comparison group of Aboriginal non-resident counterparts.

This finding is similar to results from the Healing Lodges evaluation (Didenko & Marquis, 2011) which also reported an increased likelihood of discretionary release grants among Healing Lodge participants. However, this finding was specific to CSC Healing Lodges; Aboriginal offenders from Section 81 Healing Lodges were found to be twice as likely to be denied discretionary release as a comparison group of Aboriginal offenders from minimum security institutions. Although the evaluation report did not provide any conclusion as to the reasons for this discrepancy, possible explanations were suggested within the offender, staff and management interviews. Over half of staff and management interviewees from Section 81 Healing Lodges indicated a need to improve communication with institutional and community CMTs. Section 81 Healing Lodge residents also identified difficulties with release planning and irregular contact with CSC parole officers.

⁵⁶ Analyses using the logistic regression procedure controlled for offender profile differences pertaining to the overall levels of risk and need prior to release.

⁵⁷ Logistic regression results: OR: 2.076 (1.698-2.539), Wald $\chi^2(1, n = 3,634) = 50.6229, p < .0001$.

Conditional Release Failure

Statistical analysis⁵⁸ revealed that the rate of conditional release failure (with any return or return with new offence) was not significantly associated with residency in a Healing Lodge (see APPENDIX F). This finding is supported by results obtained in the Healing Lodge evaluation, where an equal rate of conditional release failure was found among both Aboriginal men offenders who had participated in a Healing Lodge and a comparison group of offenders who were released from a minimum level institution (Didenko & Marquis, 2011).

Aboriginal Women Discretionary Conditional Release

Over one-quarter (29%; $n = 112$, $N = 381$) of Aboriginal women offenders in the release cohort had resided in a Healing Lodge. Statistical analyses⁵⁹ confirmed that Aboriginal women offenders who had resided in a Healing Lodge presented an almost 3 times greater⁶⁰ likelihood of being granted discretionary release than a comparison group of Aboriginal non-resident counterparts. This higher likelihood of discretionary release was also found in the Healing Lodge evaluation (Didenko & Marquis, 2011).

Conditional Release Failure

Similar to the results obtained for Aboriginal men offenders, statistical analyses⁶¹ indicated that the impact of residency in Healing Lodges on the rate of conditional release failure (with any return or return with new offence) among Aboriginal women offenders was not statistically significant (see APPENDIX F).

Therefore, Healing Lodge residents, both Aboriginal men and women, showed a higher likelihood of obtaining discretionary release, but did not demonstrate a lower rate of conditional release failure. This could suggest that PBC board members are granting discretionary release at a higher rate to Healing Lodge participants as they have assessed that the offenders' participation in the initiative has assisted in reducing their risk level and enhancing their potential to be

⁵⁸ Analyses using the Cox regression procedure controlled for offender profile differences such as overall levels of need and risk prior to release, age at release, release type and previous sentences.

⁵⁹ Analyses using the logistic regression procedure controlled for profile offenders differences in terms of overall levels of need and risk prior to release.

⁶⁰ Logistic regression results: OR: 2.911 (1.681 - 5.040), Wald $\chi^2(1, n = 381) = 14.5418, p < .0001$.

⁶¹ Analyses using the Cox regression procedure controlled for offender profile differences such as overall levels of need and risk prior to release, age at release, release type and previous sentences.

managed within the community. When offenders who have participated in the initiative are more likely to receive discretionary releases, it suggests that PBC board members assessed that offenders' risk was reduced following participation in the program. However, when these participants do not present lower rates of conditional release failure, this implies that the assessment did not translate into correctional results (i.e., the offenders returned to custody at comparable rates).

Summary

The contributions of culturally-specific living environments were favourably viewed by offenders as well as management and staff members. However, issues were identified regarding the planning, approval and transfer processes for these initiatives, specifically for Healing Lodges. Concerns pertained to the lack of resources impacting the timeliness of applications, eligibility/interest of offenders, availability of services due to remote locations, as well as awareness and support from some management and staff members. Overall, participation in Healing Lodges (specifically CSC-operated Healing Lodges) was associated with an improved likelihood of being granted discretionary release among Aboriginal offenders, whereas participation in Pathways did not yield any results with respect to discretionary release grants or rates of conditional release failure. Additional research would be necessary to explain these results. To better track the correctional outcomes of Pathways participants and facilitate research efforts in the future, CSC has recently enhanced fields in OMS to further explain the reasons for offender departures from Pathways (as detailed in an OMS Bulletin entitled Additions to the Departure Reason Table in OMS; CSC, 2012c).

1.2.3 Elder Services

FINDING 10: Elders serve an invaluable function within institutions, Healing Lodges, and the community. They provide cultural and spiritual interventions and services, as well as offer guidance and support to Aboriginal offenders.

Elders form the cornerstone of Aboriginal corrections. They play a pivotal role in working with CSC to provide culturally and spiritually appropriate services and interventions to the Aboriginal offender population. As was highlighted in interviews with Aboriginal offenders

and Elders as well as in findings from the Healing Lodge evaluation (Didenko & Marquis, 2011), the scope of the services provided by Elders is quite vast. CSC defines an Elder or Spiritual Advisor as the following:

[A]ny person recognized by an Aboriginal community as having knowledge and understanding of the traditional culture of the community, including the physical manifestations of the culture of the people and their spiritual and social traditions and ceremonies. Knowledge and wisdom, coupled with the recognition and respect of the people of the community, are the essential defining characteristics of an Elder/Spiritual Advisor. Elders/Spiritual Advisors are known by many other titles depending on the region or local practices (CSC, 2008a).

AID established the Elder's Statement of Work⁶² that outlines objectives and activities for which the Elder is responsible, either in the institution or the Healing Lodge. These include participating in programs; conducting spiritual services and various traditional ceremonies; providing teachings and counselling the Aboriginal offenders regarding areas of Aboriginal spirituality and culture; providing advice/information to staff and management members on issues of Aboriginal spirituality and its impact on the institution; and, providing information case management as part of the CMT.

When asked to explain their role within CSC, most Elders expressed that they were considered positive role models and they facilitate holistic healing among Aboriginal offenders. "As an Elder, you are [their] father" explained an Elder interviewee. One offender addressed his Elder during an observation period and said: "You are like a chapel to us. You teach us our spirituality and the meaning of life itself. Today, if you were not here we wouldn't be moving anywhere. We would be sitting in our cells." Moreover, Elder observations collected from all the sites revealed that Elders provide regular informal relational support to offenders. One Elder noted that "[Elders] need to help offenders learn their culture and their language to connect them to where they are from; empowerment gives them tools."

Similarly, Elders also serve an integral function within Healing Lodge operations. Findings from the Healing Lodge evaluation (Didenko & Marquis, 2011) identified the significant role Elders play in the delivery of services and interventions to Aboriginal offenders

⁶² The *Elder's Statement of Work* was revised and distributed in an internal memorandum dated October 3, 2011.

at the Lodges. Elders were identified by staff, management, offenders and community representatives as “the single most important aspect of the Healing Lodge” (p. 52).

According to the offenders interviewed for this evaluation, nearly all (89%; $n = 107$) indicated that they meet with Elders in the institution, where many (42%; $n = 43$) reported individual/ one-on-one meetings as the most common reason for engaging with Elders. It should be noted that the institutions selected as interview sites had at least one full-time Elder.

In addition to accessing the services of institutional Elders, offender interviewees also indicated that they meet with Elders from the community. Contributions from community Elders will be further discussed later in Theme One. Details pertaining to the availability of Elders will be discussed in Theme Three.

1.2.4 Aboriginal-Specific Positions

As part of the implementation of the Continuum of Care, a variety of CSC Aboriginal-specific positions were created. These positions will be further discussed in terms of availability and vacancy in Theme Three of this report.

1.2.5 Other Cultural Services, Activities and Regional Initiatives

In addition to the interventions and services described above, CSC offers a series of activities that serve to integrate Aboriginal cultural practices within the correctional environment. Several offender interviewees reported involvement in a number of cultural and spiritual activities during their incarceration, including: smudges; sweats; artisan activities; individual counselling with the Elder; and, sharing/ morning circles. Additionally, almost one-quarter of offenders interviewed identified involvement in community cultural events (e.g., sundance, pow-wow, etc.).

To supplement CSC’s national Aboriginal-specific correctional programs and interventions, there are many regionally implemented, services and interventions offered specifically to the Aboriginal offender population. These local initiatives not only provide ways to meet the unique needs of Aboriginal offenders in that location, but they also serve as creative solutions to meet specific local and regional needs. The following provides some examples of locally-run initiatives that have enhanced the Continuum of Care in various CSC regions.

Atlantic Region- Wabanaki Healing House at Nova Institution

Wabanaki Healing House is a cultural living environment at Nova Institution that provides women offenders with the opportunity to reconnect with their spiritual self through participation in Aboriginal-specific programming with cultural and spiritual activities, as well as connecting with community supports. Women within the house are required to participate in both their Correctional Plan and Healing Plan, and are supported by Elders, Elder's helpers, ALOs and peer counselling groups. In addition, Wabanaki ensures that a Continuum of Care exists for these Aboriginal women by encouraging and fostering partnerships with local Aboriginal communities and establishing resources accessible upon release.

Quebec Region- Association Sectorielle Paritaire-Construction (ASP-Construction)

This association has worked with CSC at the La Macaza institution to deliver training specifically for Aboriginal offenders who wish to work in the field of construction. This five day training focuses on health and safety concerns on construction sites and was recognized by the Commission de la santé et de la sécurité du travail. Upon completion of the training, participants receive a Certification issued by ASP-Construction, which they may present to private sector employers to enhance their job prospects upon release into the community.

Ontario Region- Inuit Carving Program at Fenbrook Institution

For nearly 10 years, Fenbrook Institution has offered an Inuit carving program for offenders. The initiative runs in partnership with the Arctic Cooperative and enables Inuit offenders to access soap stone which they carve and sell back to the Arctic Cooperative. The money from the sales is then deposited into the accounts of the carvers. The program assists Inuit offenders in developing specialized skills that align with their unique cultural traditions and can be used to gain employment which may assist in their successful transition into community.

Prairie Region- Affordable Housing Initiative at Riverbend Institution

Riverbend Institution provides Aboriginal offenders with the opportunity to participate in the Affordable Housing Initiative. This initiative was created in partnership with the Saskatchewan Housing Corp, the Muskeg Lake First Nation, The Saskatoon Tribal Council, CSC and CORCAN. Houses are constructed by offender crews on-site at Riverbend Institution, and

the reserve coordinates the delivery of materials to the reserves. The initiative targets offender's employability needs by allowing them to gain professional carpentry and construction skills and experience which fosters offender reintegration through engagement in community activities.⁶³

Pacific Region- Tsow- Tun Le Lum

Tsow-Tun Le Lum, meaning “healing house”, is a community-based substance abuse treatment centre located in Lantzville, British Columbia. The Centre offers programs that address the issues of addictions and substance abuse, and that support the survivors of trauma and residential schools. CSC's regional community office has maintained a contract with the Centre for over 20 years as a means of ensuring the existence of a Continuum of Care for offenders who need it. In recent years, the Centre has seen an increase both in the number of program seats occupied by federal offenders as well as the number of program completions.

These regional examples showcase the array of culturally-specific institutional initiatives that enhance the Aboriginal Continuum of Care.

RECOMMENDATION 2: In developing the next phase of SPAC, where Aboriginal-specific correctional interventions and services have experienced challenges or have not yet fully demonstrated anticipated outcomes (i.e., some Aboriginal-specific programs, Pathways Units, Section 81 Healing Lodges), CSC should explore options to ensure that the way these interventions and services have been developed and implemented is truly responsive to the needs of Aboriginal offenders (First Nations, Métis and Inuit).

⁶³ As of December 2011, a similar initiative has been implemented in the Ontario Region between CORCAN at Frontenac Institution and the Mohawks of the Bay of Quinte (MBQ). This initiative provides the opportunity to create another partnership with the First Nations community by allowing offenders to work toward their reintegration through gaining experience in various construction trades.

1.3 Community Support Mechanisms

SUMMARY FINDING 5: Since the implementation of SPAC, CSC has made significant progress in establishing and increasing community support mechanisms. This has been achieved by involving Aboriginal communities in the reintegration and release process through enhanced capacity to facilitate community contacts and Section 84 releases. These various community support mechanisms were viewed by staff, management and offenders as positive contributors to Aboriginal offender reintegration. Enhanced correctional results were associated with participation in cultural escorted temporary absences (ETAs) and Section 84 releases. Opportunities for improvement were identified with respect to the facilitation processes for Section 84 releases and cultural ETAs.

The Aboriginal Continuum of Care model concludes with the provision of post-incarceration support to Aboriginal offenders to facilitate their successful reintegration into the community. As such, SPAC has worked on implementing a series of community support mechanisms to sustain offenders' progress throughout their incarceration and upon release to prevent re-offending.

1.3.1 Enhancing Involvement of Aboriginal Communities in Release Planning

In 2010, the OCI recommended that CSC enhance involvement of Aboriginal communities in the reintegration process of Aboriginal offenders by “increas[ing] its use of 84 of the CCRA to their fullest and intended effect” (OCI, 2010). Since the implementation of SPAC, CSC has created over 18 ACDO positions across the country⁶⁴ which are responsible for engaging Aboriginal communities in the supervision of Aboriginal offenders.

Section 84 Releases

FINDING 11: Participation in Section 84 releases was found to be associated with lower rates of conditional release failure.

⁶⁴ Of the 18 ACDO positions, 4 are inactive and 3 are not filled. This will be further discussed in Theme 3: Corporate Services.

Section 84 releases involve engaging Aboriginal communities in the discretionary release⁶⁵ process of Aboriginal offenders. When offenders express interest in being released to an Aboriginal community and have demonstrated a commitment towards their healing path, it is the responsibility of the ACDO to facilitate this process by collaborating with the communities in planning the successful reintegration of the offender, as outlined in Section 84 of the CCRA.

Over the last five years, ACDOs have engaged over 30 Aboriginal communities (see APPENDIX H) in the first discretionary release of 92 offenders (84 men and 8 women). Of these, 88% ($n = 81$) of releases were for day parole and 12% ($n = 11$) for full parole. Furthermore, OMS data show that the number of reported Section 84 releases has been increasing since FY 2006-07 (See Table 12).

Table 12: Regional Breakdown of Section 84 Releases among Aboriginal Offenders between FYs 2006-07 and 2010-11

Region	2006-07	2007-08	2008-09	2009-10	2010-11
Atlantic	0	0	1	1	1
Ontario	0	0	0	0	1
Pacific	0	0	0	5	1
Prairie	1	2	11	22	32
Quebec	0	0	0	4	12
Total	1	2	12	32	45

Source: OMS (2011).

Despite this increase, the overall number of Section 84 releases remains low. This may be explained by various challenges identified by over 45% ($n = 32$) of management members surveyed concerning the facilitation of Section 84 releases. Issues encountered included limited resources which results in difficulties specific to the planning and transfer process (e.g., lack of staff and time, lack of preparation, timely application/approval process), low staff and management awareness of the Section 84 release process resulting in the limited promotion of this service, lack of eligibility or interest from Aboriginal offenders, as well as lack of support from the Aboriginal communities.

⁶⁵ For the period covered by this evaluation, Section 84 releases under the CCRA (updated 2011-03-28) were only for discretionary releases and thus offenders being released on statutory release who had a Section 84 plan are not considered as a successful Section 84 release.

Jensen and Nafekh (2009b) highlighted concerns surrounding the timeliness of Section 84 release planning for Aboriginal offenders. The evaluation found that at the time of offenders' PBC hearings, half of the Section 84 release plans initiated were completed, whereas the other half were pending or incomplete.⁶⁶ This finding suggests that there is more interest in Section 84 releases than what the limited number of ACDOs (12) has been able to process. However, it is important to consider this finding in its legal context. Specifically, CSC is mandated by the CCRA to initiate a Section 84 release plan for every Aboriginal offender who expresses an interest in being released to an Aboriginal community. Therefore, many plans may be initiated, but possibly due to lack of human resources, a proportion of these cannot be completed.

Survey data revealed that notwithstanding issues identified above, the majority (91%; $n = 81$) of operational staff members encourage Aboriginal offenders to pursue Section 84 releases to Aboriginal communities. Similarly, most (86%; $n = 103$) of Aboriginal offenders interviewed identified that they were aware of their right to pursue a Section 84 release to an Aboriginal community under the CCRA, and over two-thirds (66%, $n = 77$) reported an interest in being released to an Aboriginal community.⁶⁷ Reasons for pursuing a release to an Aboriginal community included receiving support from and being closer to their community and family, having the ability to practice the Aboriginal way of life, heal and stay on the right path, and having increased access to various community resources (e.g., programs, employment opportunities, etc.).

Of the Aboriginal offenders who expressed interest in a Section 84 release, only 11% ($n = 8$) indicated that their release plan had been completed, and less than 20% ($n = 14$) said it was in the process of being completed. The majority (81%; $n = 17$) of offenders with initiated or completed plans confirmed that community members were involved in the preparation of the release plan. These members included justice committees, band councils, various community leaders and friendship centres, Elders as well as family and friends.

Furthermore, statistical analyses⁶⁸ found that participation in Section 84 releases was associated with enhanced correctional results. Specifically, the rate of conditional release failure

⁶⁶ Due to data accessibility issues, this information was not available for the current evaluation, thus it was not possible to comment on the rate of completion of Section 84 release plans over the last few years.

⁶⁷ The high offender interest may be linked to the fact that offender interviews were conducted in facilities where the Aboriginal services were more currently available.

⁶⁸ Analyses using the Cox regression procedure controlled for offender profile differences such as overall levels of need and risk prior to release, age at release, release type and previous sentences.

(with any return) among Aboriginal offenders released to an Aboriginal community through Section 84 of the CCRA was 54% lower than that of a matched comparison group of Aboriginal offenders conditionally released through means other than the Section 84 release process. However, no differences were found in the rate of conditional release failure with a new offence (see APPENDIX I for analysis results). Although analyses of the likelihood of discretionary release grants were not feasible for this evaluation due to the unavailability of data, the previous evaluation of the ACDO initiative found that offenders who had a Section 84 release plan completed prior to their PBC parole hearing were more likely to receive discretionary release than a comparison group of offenders without a plan (Jensen & Nafekh, 2009b).

Thus, Section 84 releases to Aboriginal communities are supported and encouraged by management, staff members and offenders. Section 84 releases have demonstrated effectiveness in improving Aboriginal correctional results.

1.3.2 Enhancing Community Contact throughout Incarceration

Community Elders

CSC encourages Aboriginal offenders to use the services offered by Elders from the community as this assists them in maintaining contact with their community throughout their incarceration and thereby ensuring a possible continuity of cultural practices upon release. Interviews conducted with offenders revealed that community Elder services were offered for 82% ($n = 98$) of interviewees and over half (57%; $n = 56$) of those did meet with their community Elder. Offender interviewees indicated that there were various opportunities for offenders to meet with community Elders, such as during ceremonies, TAs and/or social gatherings, through telephone and/or written communication, and when the Elder comes to visit the institution. Offenders identified that the community Elder provides them with support and often complements the teachings and perspectives of the institutional Elder, as well as provides a link to their community assisting them in establishing contacts upon release. For offenders who did not have access to community Elders, reasons mentioned included the inability to go into the community, distance from their community and the lack of interest to do so.

As previously mentioned, the support provided by Elders forms the foundation of SPAC. In addition to institutional Elders, the majority of offenders interviewed had access to community

Elders and this component was considered as a support for offenders transitioning back into the community.

Cultural Temporary Absences (TAs)

In addition to promoting community Elder services, SPAC had the objective of enhancing participation in cultural TAs among Aboriginal offenders. TAs “provide offenders with opportunities to maintain family and community ties and avail themselves of rehabilitative, employment, personal and cultural activities [...]” (CSC, 2010d), thus they are considered to be another contributing factor to the reintegration of offenders in the community. There are three types of TAs, namely escorted temporary absences (ETAs), unescorted temporary absences (UTAs) and work releases.

An examination⁶⁹ of cultural TAs among Aboriginal offenders has revealed that since the implementation of SPAC, the average rate of ETA occurrences has significantly increased for Aboriginal men offenders (285 to 345), but has remained similar for Aboriginal women offenders (401 to 394). The rates of UTAs and work releases have remained statistically similar from pre to post SPAC periods among Aboriginal men offenders (31 to 39 and 9 to 8, respectively). However, among Aboriginal women offenders, the rate of UTAs has slightly decreased (35 to 25) and the rate of work release slightly increased (12 to 28).

The Healing Lodge evaluation (Didenko & Marquis, 2011) found that management, staff and offenders agreed on the importance of community contact through cultural TAs as it allows offenders to have access to community-based services and take part in the community’s functioning by becoming a contributing member. These benefits are considered essential factors in the successful reintegration of Aboriginal offenders. However, several issues restricting the facilitation of TAs were identified, such as the low number of staff and volunteers available, and difficulties with transportation to remote communities.

Effectiveness of Participation in TAs

Previous research has demonstrated the benefit of participation in TAs on offender rates of discretionary release and offender success in the community (see, for example, Motiuk & Belcourt, 1996; Grant & Gal, 1998; Grant & Johnson, 1998). This evaluation examined

⁶⁹ Interrupted time series analyses were performed to examine if the pre and post SPAC rates for TAs were statistically different among Aboriginal men offenders. Only visual analyses were performed on pre and post SPAC rates for Aboriginal women offenders. Refer to methodology section for additional details.

participation in TAs among Aboriginal men and women offenders from the release cohort to determine its impact on correctional outcomes (i.e., conditional release grant and conditional release failure).⁷⁰

FINDING 12: Aboriginal offenders who participated in cultural ETAs, were more likely to be granted discretionary release and experienced conditional release failure at a lower rate than a comparison group of non-participants.

***Aboriginal Men
Discretionary Conditional Release***

Over one-quarter (26%; $n = 943$, $N = 3,639$) of the Aboriginal men offenders in the release cohort had participated in one or more TA throughout their sentence at the time of their first release. The vast majority (99%; $n = 935$) took part in cultural ETAs, whereas only 17% ($n = 159$) of offenders participated in UTAs and 11% ($n = 103$) in work releases. The number of TAs ranged from 1 to 745 occurrences per offender; however, half of the offenders had less than 15 occurrences.⁷¹

Statistical analyses⁷² demonstrated that Aboriginal men offenders who participated in cultural ETAs were 2.7 times more likely⁷³ to be granted discretionary release than a comparison group of Aboriginal non-participant counterparts. Participation in either UTAs⁷⁴ or work releases⁷⁵ did not significantly impact the likelihood of being granted discretionary release.

Conditional Release Failure

Statistical analyses⁷⁶ revealed that Aboriginal men offenders who participated in cultural ETAs presented a 21% lower rate of conditional release failure (any return) in comparison to Aboriginal non-participant counterparts, whereas participation in UTAs and work releases showed no significant effect on returns to custody upon conditional release (see APPENDIX J).

⁷⁰ For the purpose of this evaluation, TAs pertaining to non-rehabilitative reasons (medical, compassionate, sentence administration) were not included in the analyses.

⁷¹ The average number of TA occurrences was 38 (SD = 70.56).

⁷² Analyses using the logistic regression procedure controlled for offender profile differences such as the overall level of need and risk prior to release.

⁷³ Logistic regression results: OR: 2.65 (2.193 - 3.205), Wald $\chi^2(1, n = 3,634) = 101.4124, p < .0001$.

⁷⁴ Logistic regression results: OR: .974 (0.662 - 1.435), Wald $\chi^2(1, n = 3,634) = 0.0182, p = .8926$.

⁷⁵ Logistic regression results: OR: 1.263 (0.778 - 1.964), Wald $\chi^2(1, n = 3,634) = 0.8059, p = .3693$

⁷⁶ Analyses using the Cox regression procedure controlled for offender profile differences such as levels in overall need and risk prior to release, age at release, previous federal sentences and release type.

Aboriginal Women Discretionary Conditional Release

More than half (57%; $n = 216$, $N = 381$) of Aboriginal women offenders in the release cohort had participated in one or more TA. The majority (98%; $n = 212$) of the women offenders participated in cultural ETAs. A small number were involved in UTAs (11%; $n = 23$) and even fewer in work releases (4%; $n = 9$). The number of TAs ranged from 1 to 149; however, over half of the women offenders had experienced six occurrences or less.⁷⁷

Statistical analyses⁷⁸ revealed that Aboriginal women offenders who participated in cultural ETAs were 70% more likely⁷⁹ to obtain a discretionary release than a comparison group of Aboriginal non-participants. Due to the small number women having participated in UTAs and work releases, no valid analysis could be conducted on the likelihood of discretionary release grants.

Conditional Release Failure

Similar to results found for men, statistical analyses⁸⁰ confirmed that participation in cultural ETAs was also significantly associated with the rate of failure on conditional release for Aboriginal women offenders. Aboriginal women having participated in cultural ETAs presented a 35% lower rate of conditional release failure than a comparison group of Aboriginal non-participant counterparts (see APPENDIX J). Analyses for participation in UTAs and work releases could not be performed due to the low number of Aboriginal women participants.

Summary

Overall, the various initiatives undertaken by SPAC to create community support mechanisms were recognized as presenting positive correctional results. Through the creation of ACDO positions facilitating Section 84 releases, the involvement of community Elders and the enhanced access to cultural TAs, additional services were offered to Aboriginal offenders whereby facilitating the development of community contacts. Participation in initiatives such as Section 84 releases was associated with lower rates of conditional release failure. Participation in

⁷⁷ The average number of TAs occurrences was 12 (SD = 18.32).

⁷⁸ Analyses using the logistic regression procedure controlled for offender profile differences such as the overall level of need and risk prior to release.

⁷⁹ Logistic regression results: OR: 1.703 (1.098 - 2.651), Wald $\chi^2(1, n = 381) = 26.3176, p < .0001$.

⁸⁰ Analyses using the Cox regression procedure controlled for offender profile differences such as levels in overall need and risk prior to release, age at release, previous federal sentences and release type.

ETAs were associated with earlier releases and lower rates of conditional release failure among Aboriginal offenders. Improvements were observed regarding Aboriginal offenders' interest in engaging with their communities and Aboriginal communities were said to be more open and collaborative in receiving Aboriginal offenders back. The majority of staff (80%; $n = 79$) and management (95%, $n = 69$) members noted that CSC has made 'some' to 'substantial' improvement in encouraging Aboriginal offenders to connect to their culture and communities and a high proportion of staff (62%; $n = 58$) and management (76%; $n = 55$) respondents identified that CSC had made 'some' to 'substantial' improvement in engaging Aboriginal communities to support Aboriginal offenders' reintegration.

Although advancements have been made, the need for further improvement was highlighted. Approximately half of staff (53%; $n = 48$) and management (48%; $n = 33$) members indicated that CSC has made 'no' to 'little' improvement in developing community capacity to support Aboriginal offenders beyond the end of their sentence. The number of communities engaged through the above mentioned activities remains limited due to various factors such as low awareness, lack of interest and community resources, as well as limited CSC resources (i.e., small number of ACDOs across the country). Elder interviewees have raised concerns that some Aboriginal offenders are not adequately prepared for release in the community. Elders mentioned that many Aboriginal offenders are afraid to leave the institution for reasons such as they believe it is easier to function inside the prison, they fear that their community might not accept them or that upon return to the community they will fall into old destructive habits. It is unclear to what extent this has an impact on Aboriginal offenders' rates of parole cancellation, discretionary release grants and conditional release failure. Further research could be done to explore this issue. Therefore, further community development would be beneficial for the reintegration of Aboriginal offenders.

RECOMMENDATION 3: In light of the positive correctional outcomes among Aboriginal offenders participating in initiatives involving direct contact with their community, enhanced focus should be placed on community capacity building to support offender reintegration following the continuum of care in the institution.

OVERALL CONCLUSION- THEME ONE

The first main objective of SPAC was to fully develop and implement the Aboriginal Continuum of Care. Since the implementation of SPAC, CSC has enhanced its capacity to implement an Aboriginal Continuum of Care, which includes culturally-specific correctional assessments, programs and interventions aimed at addressing the specific criminogenic needs of Aboriginal offenders.

Successes:

- A culturally informed correctional assessment and planning process including social history collection, Healing Plans and Elder Reviews (initial and progress), have been integrated into policies and are being completed for Aboriginal offenders throughout their sentence.
- CSC has enhanced its capacity to deliver Aboriginal-specific national correctional programs and has successfully expanded culturally-specific living environments.
- Initiatives such as select Aboriginal programs, Healing Lodges, Section 84 releases, and cultural ETAs are demonstrating enhanced correctional results among Aboriginal offenders
-

Areas for Improvement:

- Although Aboriginal assessments are being conducted, concerns remain surrounding the full integration and use of certain Aboriginal assessments in correctional decision making.
- Several initiatives such as certain Aboriginal-specific programs, Pathways Units, and Section 81 Healing Lodges have not demonstrated anticipated outcomes with respect to discretionary release grants and conditional release failure. Further research could help understand how to improve on these correctional outcomes.
- There is a need to further enhance community capacity building for Aboriginal offenders, where a greater focus should be placed on the involvement of community in Aboriginal offender transition following in the continuum of care in the institution.

Theme Two – Enhanced Collaboration

Collaboration is an essential component of effective correctional practice, particularly within the development and delivery of Aboriginal corrections. One of the objectives of SPAC is to “enhance horizontal collaboration and coordination within CSC, within the Public Safety portfolio, and with other levels of government, Aboriginal organizations and stakeholders” (CSC, 2006a). In particular, the Aboriginal Continuum of Care is reliant upon CSC’s collaboration with community stakeholders in Aboriginal corrections.

As well, CSC’s sixth priority specifically states the need to establish “productive relationships with increasingly diverse partners, stakeholders, and others involved in public safety” (CSC, 2011d). Moreover, the CCRA and CSC policy mandate that the Service actively engage in partnerships to provide culturally-appropriate programs in the institution and the community to facilitate offender reintegration. As such, collaboration within the context of this evaluation has been assessed by discussing SPAC’s three expected results: a coordinated approach to Aboriginal corrections within CSC and government-wide, as well as engaging Aboriginal stakeholders in Aboriginal corrections (CSC, 2006a).

Finally, it is important to note that SPAC’s objective within the first five years of implementation was to build capacity for effective collaboration within CSC, whereas expanding horizontal and external collaboration were understood as on-going objectives intended to be strengthened over several years. This evaluation examined all three areas.

SUMMARY FINDING 6: Collaboration on Aboriginal issues is present at all levels within CSC (national, regional, institutional), as well as between CSC and other government departments and Aboriginal community-based organizations. Within CSC, most staff reported receiving adequate direction from RHQ and NHQ in order to support the delivery of services to Aboriginal offenders. Collaboration between CSC and Aboriginal community organizations is viewed by CSC staff members and external stakeholders as effective. Specifically, stakeholders reported a positive relationship with CSC, where many benefits to offenders, CSC and their organizations were noted. Increasing community contacts was suggested to enhance collaboration.

2.1 Internal Collaboration⁸¹

SPAC highlighted internal collaboration as an essential component to be strengthened within Aboriginal corrections. Specifically, the strategy sought to ensure the planning, reporting and accountability mechanisms at all levels were integrated into Aboriginal correctional activities (CSC, 2006a). To assess this component, information was solicited from a number of internal key informants representing various levels within CSC (refer to methodology for more details).

Almost all (95%; $n = 40$) internal key informants provided examples of activities performed by their sector or region which support CSC's Aboriginal corrections agenda. Specifically, the most commonly reported activities included: providing services and/or programs of a cultural or spiritual nature (45%; $n = 18$); offering cultural awareness or sensitivity training to staff members (35%; $n = 14$); as well as, facilitating and coordinating Section 81 transfers and/or Section 84 releases (33%; $n = 13$). Among these key informants, over half (52%; $n = 22$) indicated that the identified activities aligned with and supported SPAC by contributing to the safe reintegration of Aboriginal offenders, and where approximately one-fifth (19%; $n = 8$) reported helping to ensure that staff members were culturally aware and sensitive.

Two-thirds (67%; $n = 28$) of internal key informants reported collaborating with other CSC institutional, community and/or regional staff members on Aboriginal issues. Specifically, this collaboration involved: providing support in areas concerning Elder contracts, training, and security briefings (46%; $n = 13$); establishing working relationships with Aboriginal community members (46%; $n = 13$); and, exchanging information (i.e., best practices and mentoring opportunities) (39%; $n = 11$).

Despite reporting internal collaboration, over two-thirds (68%; $n = 19$) of key informants also identified having experienced barriers and/or challenges in collaborating with other CSC staff members on Aboriginal issues. Challenges included: insufficient communication and collaboration particularly in the areas of Aboriginal programming and strategies on connecting with Aboriginal communities (47%; $n = 9$); lack of awareness surrounding Aboriginal policy and/or cultural sensitivity (37%; $n = 7$); and, insufficient resources for programs, activities, and community engagement opportunities (37%; $n = 7$).

⁸¹ Further aspects of an integrated approach to Aboriginal corrections will be explored in Theme 3: Corporate Response to Address Systemic Barriers where Aboriginal-specific policies and staff familiarity with those policies will be discussed.

Additionally, all internal key informants from NHQ reported collaborating with other sectors, divisions, and directorates on Aboriginal initiatives. Nearly all (80%; $n = 4$) key informants working outside of AID identified collaborating with AID for guidance and consultation regarding programming, services, and policy changes. However, two-thirds (67%; $n = 6$) also reported having experienced barriers or challenges over the course of this collaboration, where the majority noted a need for increased support for Aboriginal initiatives.

Moreover, CSC has taken steps to foster accountability in the provision of leadership to advance Aboriginal corrections within CSC. For example as stated within the Strategy for Aboriginal Corrections Accountability Framework (CSC, 2009b), the Senior Deputy Commissioner (SDC) has a direct responsibility to provide leadership in the integration of Aboriginal initiatives within CSC. Regional Deputy Commissioners (RDC) are responsible for ensuring that SPAC is fully implemented in their regions. Therefore, accountability is fostered through linking the performance agreements of RDCs and the SDC to the Framework.

Institutional staff and management also noted sufficient collaboration with RHQ and NHQ; yet suggested some areas for improvement. The majority of operational staff and management members reported receiving adequate direction from RHQ (58%; $n = 57$ and 80%; $n = 55$, respectively) and NHQ (54%; $n = 53$ and 71%; $n = 50$, respectively) to effectively provide services to Aboriginal offenders. However, half (50%; $n = 43$) of operational staff respondents identified the need for additional guidance in the form of training. Specifically, respondents suggested that training in the areas of cultural sensitivity and awareness on Aboriginal issues (44%; $n = 19$), as well as in case management and program delivery (42%; $n = 18$), would be beneficial. Similarly, nearly one-third (31%; $n = 18$) of operational management respondents identified that they required additional information to implement Aboriginal-specific interventions and services in their institution, district, or office.

To summarize the results of internal collaboration within CSC, most key informants provided several examples of how their sector or region supports and contributes to Aboriginal corrections. CSC staff members at all levels indicated they were collaborating and the majority reported having adequate support from management.

2.2 Horizontal Collaboration

SPAC outlines enhanced collaboration between CSC, various federal departments and agencies, and other levels of government as one of its key objectives. As such, CSC staff members and key informants were asked about their involvement with other government departments regarding Aboriginal activities and initiatives, as well as the effectiveness of this relationship.

Operational management and staff respondents reported improvements in collaborating with various government departments to provide culturally-appropriate interventions and services. Specifically, a large proportion of staff and management (56%; $n = 51$ and 59%; $n = 41$, respectively) respondents reported 'some' to 'substantial' improvement in collaborating with government departments or agencies.

Additionally, the majority of NHQ senior management interviewees reported collaborating with other federal government departments on Aboriginal-specific files or activities. The government departments with which respondents reported the most frequent collaboration included Aboriginal Affairs and Northern Development Canada and Human Resources and Skills Development Canada. Collaborative activities involved those related to CORCAN (i.e., housing projects) and CSC receiving advice and guidance about Aboriginal programming. Other federal government departments with which CSC reported collaborating included: Parole Board Canada, Canadian Mortgage and Housing Corporation, Royal Canadian Mounted Police, Department of Justice and Service Canada.

Furthermore, of those who reported collaborating with other federal government departments on Aboriginal issues, the majority provided responses that indicated effective collaboration, while the remaining informants indicated collaboration that was less effective. Suggestions for improved collaboration included an enhanced focus on working groups and community development.

In summary, results from CSC staff members and key informant interviews indicated that collaboration has been occurring between CSC and other government departments regarding Aboriginal activities. Staff members reported improvements in collaborating with government entities to provide culturally-appropriate interventions and services. Many key informants also viewed the nature of this relationship as effective.

2.3 External Collaboration

Aboriginal community engagement is identified as an essential component within SPAC. Survey data from CSC staff and management, key internal informants and Aboriginal community-based organizations were used to examine the nature of collaboration between these parties regarding Aboriginal initiatives. External stakeholders were identified by RAAIs and contacted by the evaluation team to participate in interviews. This group consisted largely of people from Aboriginal community organizations.

Staff and management respondents reported improvements in collaborating with Aboriginal organizations to provide culturally-appropriate interventions and services. Almost two-thirds of staff members (63%; $n = 59$) and more than three-quarters of management (83%; $n = 60$) respondents reported that ‘some’ to ‘substantial’ improvements had been made in collaborating with Aboriginal organizations.

The majority (90%; $n = 38$) of key internal informants reported collaborating with Aboriginal community groups on Aboriginal-specific files or activities. These agencies included: Aboriginal community services (45%; $n = 17$), friendship centres (32%; $n = 12$), Native Counselling Services of Alberta (21%; $n = 8$), Aboriginal committees (16%; $n = 6$) and Aboriginal band councils (13%; $n = 5$). Among interviewees who reported collaboration, most (76%; $n = 29$) described this collaboration as either ‘somewhat’ or ‘very’ effective.

Although many internal informants provided favourable responses regarding the effectiveness of the collaboration with Aboriginal community organizations, most (86%; $n = 36$) indicated that the relationship could be strengthened or expanded. Some suggestions for CSC to enhance collaboration and improve engagement with communities included: establishing more community contacts and relationships (42%; $n = 15$); providing additional funding for Aboriginal-specific positions (e.g., ALOs, ACDOs and Elders) (17%; $n = 6$); and, enhancing CSC staff knowledge of communities through increased contact with local bands, post-secondary institutions, or Aboriginal organizations (14%; $n = 5$).

Additionally, contributions from the National Aboriginal Advisory Committee (NAAC) form another component of Aboriginal stakeholder engagement. In 1997, CSC formed the NAAC as required by the CCRA. The Committee’s membership includes nominations from national Aboriginal organizations and is chaired by CSC’s Commissioner. The Committee plays a key role in facilitating collaboration between CSC and its external stakeholders by serving as a

forum where the chair receives advice and recommendations concerning the provision of correctional services to Aboriginal offenders. CSC is responsible for ensuring that the NAAC is informed of correctional programs and services, where the NAAC in turn provides CSC with advice, counsel and recommendations on policy, procedures, and interventions impacting Aboriginal offenders (CSC, 2008b).

Similar to the staff, management and internal interviewees, the majority (90%; $n = 26$) of external stakeholders also reported collaborating with CSC. Specifically, two-thirds (67%; $n = 8$) of those who reported their role as consultative in nature noted that they provided CSC with advice related to pre-sentencing and offender release planning activities. Moreover, 33% ($n = 4$) reported providing general advice on Aboriginal issues with some of this work being facilitated through stakeholders' involvement with advisory boards and/or committees.

When external stakeholders were asked to assess the relationship and the level of collaboration between their organizations and CSC on Aboriginal corrections issues, 41% ($n = 12$) indicated that they had an excellent relationship and collaborated closely with CSC at various stages of an offender's sentence. Approximately one-third (28%; $n = 8$) reported a good relationship, yet identified some challenges and areas for improvement. Nearly one-quarter (24%; $n = 7$) of external stakeholders reported a poor relationship with CSC, characterized by minimal amounts of contact, communication, and collaboration.⁸²

In addition, external stakeholders identified a number of areas where collaboration between their organization and CSC benefited Aboriginal offenders, their organization and CSC. Specifically, these included: providing offenders with a strong support network that assists in addressing their specific needs (70%; $n = 19$); contributing to offenders' successful reintegration into the community (30%; $n = 8$); and, ensuring that Aboriginal offenders are provided with a healing path that is culturally-appropriate (19%; $n = 5$).

The majority (93%; $n = 27$) of stakeholder interviewees also noted the benefits their organizations received from collaborating with CSC. Stakeholders reported that they are provided the opportunity to assist Aboriginal offenders in areas regarded as important such as promoting cultural awareness within CSC (59%; $n = 16$) and enhancing the overall quality and availability of services and programs provided to Aboriginal offenders (33%; $n = 9$).

⁸² A number of open-ended responses were provided within interviews with external stakeholders that were classified as excellent, good or poor.

Furthermore, nearly all (97%; $n = 28$) external stakeholder interviewees noted that CSC has benefited from collaborating with their organizations. Specifically, responses indicated that they assist CSC in providing culturally-appropriate treatment, programs, and resources to Aboriginal offenders (71%; $n = 20$). As well, CSC gains additional knowledge from communities about the diversity of Aboriginal culture and history, which CSC can apply in correctional programming (32%; $n = 9$).

Similarly, the Healing Lodge evaluation (Didenko & Marquis, 2011) revealed several benefits associated with the reciprocal relationship between Healing Lodges and the community. In particular, it was found that many offenders on TAs participate in service work and/or cultural activities in the community, and the community benefits from having the Healing Lodge residents perform maintenance in the community. Moreover, the Healing Lodges provide volunteer and employment opportunities to community members which benefits all parties involved.

External stakeholders were specifically asked during the interviews to describe ways in which CSC has been successful in terms of responding to the needs of Aboriginal offenders, as well as identify any challenges encountered in collaborating with CSC on Aboriginal issues. Nearly all (90%, $n = 26$) stakeholders provided examples of how CSC has demonstrated success in responding to the needs of Aboriginal offenders. Specifically, more than one-third (34%; $n = 10$) noted that CSC has increased its efforts to meet the needs of Aboriginal offenders and ensure their successful reintegration; and half (50%; $n = 13$) identified that CSC has been doing well in collaborating with Aboriginal communities and seeking community input on Aboriginal correctional practice.

External stakeholders were also asked if they had experienced any challenges in collaborating with CSC on Aboriginal issues and many (76%; $n = 22$) noted these. Some of the challenges included: limited program funding and resources (32%; $n = 7$); lack of cultural understanding (32%; $n = 7$); staffing concerns (lack of staff, high turnover, insufficient staff training, and unclear roles and responsibilities) (27%; $n = 6$); and, inadequate communication (23%; $n = 5$). When asked whether these barriers had been addressed, 58% ($n = 11$) of stakeholders indicated that some had been addressed with little to some success, while 37% ($n = 7$) reported the issues had yet to be addressed.

Additionally, interviewees identified insufficient and ineffective information sharing between CSC and external stakeholders (57%; $n = 16$). When asked how this area could be improved, all ($n = 16$) identified that more communication and transparency were required both within CSC and among community organizations. Specifically, this included the need for more contact and/or meetings between organizations and key CSC personnel involved in assisting Aboriginal offenders, as well as for CSC to provide updates on larger issues such as policy changes, which affect the work of external stakeholder organizations.

The overall results from interviews suggest that positive collaboration is present between community organizations and CSC. As well, this collaboration has resulted in a number of identifiable benefits for Aboriginal offenders, external stakeholders and CSC.

OVERALL CONCLUSION- THEME TWO

The second SPAC objective was to enhance collaboration amongst various stakeholders and partners. SPAC has been successful at enhancing collaboration interdepartmentally, government-wide and with Aboriginal communities and stakeholders.

Successes:

- Active and effective collaboration exists between the various CSC sectors at all levels (national, regional and institutional), as well as between inter-governmental departments and Aboriginal community organizations.
- External stakeholders noted that collaboration provided a number of benefits for Aboriginal offenders, their organizations and CSC.

Areas for Improvement:

Effective information sharing practices between CSC and external stakeholders is an area requiring further improvement.

Theme Three - Corporate Response to Address Systemic Barriers

Theme three of the report focuses on CSC's corporate response to address systemic barriers. This section specifically examines CSC policies and legislation which support SPAC, as well as staff member's knowledge and application of these; planning, reporting and accountability mechanisms implemented for the strategy; the number and availability of

Aboriginal human resources operating within Aboriginal corrections (including Elders); as well as cultural competence among staff members.

3.1 Policies Supporting SPAC Objectives

FINDING 13: Legislation and policies to support SPAC have been established and are outlined in a number of CDs and in the CCRA. CSC staff and management respondents reported familiarity with these policies, as well as the provisions set out in Sections 81 and 84 of the CCRA.

This section examines relevant legislation and policies that have been implemented in support of SPAC's goal to release Aboriginal offenders at the earliest possible time in their sentence. Specifically, this includes Sections 81 and 84 of the CCRA, CD 702: Aboriginal Offenders and many other relevant CDs.

Sections 81 and 84 of the CCRA define the provisions for offenders to be transferred to a community-operated Healing Lodge or released into an Aboriginal community, respectively. In the 2005-06 OCI Report, CSC was asked to “significantly increase the number of Aboriginal offenders appearing before the National Parole Board⁸³ at their earliest eligibility dates; and, build capacity for and increase the use of Sections 81 and 84 agreements with Aboriginal communities” (OCI, 2006).

One of the most comprehensive policies regarding Aboriginal offenders is CD 702. The objective for this CD is: “To contribute to rehabilitation, reintegration and public safety by providing clear and concise direction regarding CSC's responsibility to respond to the specific needs of Aboriginal offenders through the provision of effective interventions” (CSC, 2008a). The directive outlines a multitude of specific responsibilities which are to be carried out through each stage of correctional supervision to ensure that culturally-appropriate interventions are available to Aboriginal offenders within the Continuum of Care. In addition to implementing CD 702 specifically for the needs of Aboriginal offenders, CSC has integrated Aboriginal components within various CDs⁸⁴ pertaining to correctional planning and offender case management, where Aboriginal status should be considered in the decision making process.

⁸³ Now called the Parole Board of Canada (PBC).

⁸⁴ Additional policies in which Aboriginal components were integrated include, amongst others: CD 580 Discipline of Inmates; CD 700 Correctional Interventions; CD 701 Information Sharing; CD 705-1 Preliminary Assessments and Post-Sentence Community Assessments; CD 705-2 Information Collection; CD 705-4 Orientation; CD 705-6 Correctional Planning and Criminal Profile; CD 705-7 Security; Classification and Penitentiary Placement; CD 710-1 Progress against the Correctional Plan; CD 710-2 Transfer of Offenders; CD 710-3 Temporary Absences and Work Releases; CD 710-5 Judicial Review; CD 710-6 Review of Offender Security Classification; CD 712 Case Preparation and Release Framework; CD 715 Community Supervision Framework; CD 715-2 Community Supervision and Monitoring; CD 715-3 Post-Release Decision Process; CD 715-5 Community Supervision of

The majority of staff and management respondents indicated that they were ‘moderately’ to ‘very’ familiar with the policies and procedures contained within CD 702 (81%; *n* = 84 and 86%; *n* = 64, respectively), as well as with Section 81 (68%; *n* = 72 and 75%; *n* = 57, respectively) and Section 84 (75%; *n* = 80 and 80%; *n* = 61, respectively) of the CCRA. Most staff and management (72%; *n* = 67 and 88%; *n* = 65, respectively) respondents indicated that CSC has shown improvement in establishing clear policies and procedures to guide the implementation of Aboriginal-specific interventions and services.

Although staff members reported an awareness of policies and legislation, qualitative responses from the management survey identified challenges in the areas of Aboriginal-specific policy application and case management (57%; *n* = 39). In particular, these included: a lack of common understanding/interpretation of guidelines and procedures for correctional planning (32%; *n* = 22); and, the untimely and inconsistent completion of assessments, reviews, and Healing Plans by Elders and staff members (19%; *n* = 13) as was discussed in Theme One.

Additionally, recent audits have identified compliance issues with Section 81 and Section 84 processes. CSC’s *Audit of Pre-release Decision Making within the Case Preparation and Release Framework* (CSC, 2011e) and the *Audit of Offender Intake Assessment* (2009c) found that the overall compliance rate for all CSC policy items was approximately 80% “when excluding the unique assessments completed for Aboriginals” (CSC, 2009c). When examining evidence of compliance with Aboriginal-specific policies, the rates of compliance were much lower. Specifically, auditors found lower rates of compliance in the following areas: integration of Section 84 release plans into reports (25%); working collaboratively with the ACDO and community representatives in preparing Section 84 releases (36%); and, evidence of consultation with the ACDO (25%) and Elders (11%; CSC, 2011e). Similarly, *the Audit of Offender Intake Assessment* found low compliance rates for Aboriginal-specific policy requirements (39%) and Aboriginal social history (36%; CSC, 2009c).

In summary, policy to support the functioning of SPAC has been established and is articulated in CD 702 and in many other policies. Staff and management report being aware of these policies and procedures; yet some concerns were identified in the areas of Aboriginal-specific policy application, case management and compliance with policy requirements.

Women with Children; CD 719 Long-term Supervision Orders; CD 720 Education Programs and Services for Offenders; CD 726 Correctional Programs; CD 850 Mental Health Services; and others.

3.2 Planning, Reporting and Accountability Mechanisms

FINDING 14: Planning, reporting and accountability mechanisms for SPAC are established and reported in the Report on Plans and Priorities, the Departmental Performance Report and the Aboriginal Corrections Accountability Framework Year End Report. However, data limitations on Aboriginal offenders participating in Continuum of Care initiatives were found to impact CSC’s ability to report on SPAC’s performance.

CSC’s third corporate priority strives for “enhanced capacities to provide effective interventions for First Nations, Métis and Inuit offenders.” As such, the Report on Plans and Priorities (RPP), *Departmental Performance Report (DPR)*, *Strategy for Aboriginal Corrections Accountability Framework: Template for Results Reporting and Monitoring* and the *Aboriginal Corrections Accountability Framework Year End Report* report on the current status of Aboriginal offenders within federal corrections and monitor the expected results of SPAC.

In the RPP from FY 2006-07 to 2011-12 (CSC, 2006d; CSC, 2011f), CSC articulates its commitment concerning Aboriginal corrections. In accordance with these reports, CSC is committed to reducing the gap in correctional results between Aboriginal and non-Aboriginal offenders by identifying initiatives and activities to bridge the gap. The DPR outlines CSC's achievements against the planned performance expectations and commitments as set out in CSC's RPP. The DPR plays a key role in the planning, monitoring, evaluating and reporting of results, and has tracked some of the SPAC key results.⁸⁵

Another important accountability tool is the Strategy for Aboriginal Corrections Accountability Framework (2009). The Framework was created to operationalize the intended objectives of SPAC, as well as measure, monitor and report on results. It also lists SPAC’s expected intermediate results for the next five years (as listed in Table 2). Following the Framework was the Template for Results Reporting and Monitoring (2009d) which specified the necessary actions and anticipated results in the short, medium and long-term to eliminate the gap between Aboriginal and non-Aboriginal offenders’ correctional results. The tool also includes timelines for actions and expected results for 2009 and future years.

⁸⁵ These results included: the rate of violent re-offence while offenders are under CSC supervision in the community, number of Section 84 releases, enrolment and completion rates for Aboriginal correctional programs, and employment among Aboriginal offenders (CSC, 2008d; CSC, 2009d; CSC, 2010d) and provides an update on what has been accomplished to date regarding SPAC.

Recently, the Aboriginal Corrections Accountability Framework Year End Report (2011) was released internally by AID. This report included data results for specific indicators identified within Aboriginal corrections.

Despite having established reporting mechanisms, it is important to note that the Year End Report revealed a number of limitations. Specifically, the report acknowledged that “CSC’s capacity to report on progress in this area [the Aboriginal Continuum of Care] is somewhat limited but improving.” AID explained that despite the addition of the OMS screens in 2008, which were designed to capture data concerning Aboriginal offenders’ involvement in the Continuum of Care interventions (e.g., Elder Reviews, Pathways, Sections 81 and 84, etc.), appropriate utilization of these screens varies from region to region, thereby impacting the quality of the data extracted and subsequently reported on. Perhaps related to the limitations identified by AID, concerns were noted by the evaluation team surrounding the descriptive nature of the data presented in the report. In addition, limited information was provided on analyses that would demonstrate the correctional outcomes of Aboriginal offenders who participated in specific Continuum of Care interventions, and no data was offered concerning rates of Section 84 releases and offenders’ success on this type of release.

Although monitoring, reporting and accountability mechanisms have been implemented, the above suggests that improved efforts made at the site level to ensure that complete and accurate data entry is occurring would enhance CSC’s ability to report on the correctional outcomes of Aboriginal offenders participating in Continuum of Care initiatives.

RECOMMENDATION 4: CSC should enhance its capacity to report on the correctional progress of Aboriginal offenders involved in the Continuum of Care. This would be achieved by ensuring that relevant information is consistently collected in all regions and that national reporting through established mechanisms is completed in an analytical and integrated manner, thereby improving CSC’s ability to depict progresses made by SPAC, as well as guide the strategy in the future.

3.2.1 Workforce Availability

FINDING 15: : CSC has increased the number of Aboriginal employees in the past ten years such that the CSC workforce availability estimates have been met and exceeded in all regions except the Prairie Region. Although some regions have many actively filled Aboriginal-specific positions, a number of these positions remain vacant

The representation of Aboriginal peoples among CSC employees is an important component of SPAC's third objective to "address systemic barriers internally and increase CSC cultural competence" (CSC, 2006a). Within this evaluation, representation of Aboriginal employees was measured against workforce availability (WFA). The Public Service Commission of Canada defines WFA as following:

The distribution of people in the Employment Equity designated groups as a percentage of the total Canadian workforce. For federal public service purposes, workforce availability is based on Canadian citizens in those occupations in the Canadian workforce corresponding to the occupations in the public service and is derived from census statistics⁸⁶ (Public Service Commission of Canada, 2011).

The WFA for Aboriginal peoples employed within CSC was set higher than that of the core public administration as a whole (6% vs. 3%) because the proportion of Aboriginal peoples was higher in the areas where CSC workplaces are located (CSC, 2010e; TBS, 2009b).⁸⁷ WFA was calculated for each of CSC's regions by TBS, and as shown in Table 13, Aboriginal representation met or exceeded the WFA estimates in all regions excluding the Prairie Region. The Prairie Region had a significantly higher WFA estimate than the other regions because of the higher population of Aboriginal residents in the province and communities surrounding CSC's facilities.

⁸⁶ The exception is the estimate of persons with disabilities, which is derived from data collected in the Participation and Activity Limitation Survey (Public Service Commission of Canada, 2011).

⁸⁷ WFA is adjusted for CSC by TBS using data derived from the 2006 Census.

Table 13: Workforce Availability by Region for 2010

Region	% Aboriginal Employees ^a	Regional WFA ^b
NHQ	4%	3%
Atlantic	5%	4%
Quebec	2%	2%
Ontario	5%	4%
Prairie	19%	28%
Pacific	8%	5%

Source: a HRMS (2011).

b Snapshot of Employment Equity at Correctional Service of Canada, Internal PowerPoint Presentation (June 23) (CSC, 2010f).

In a ten year period (FY 2000-01 to 2009-10 inclusively),⁸⁸ the number of Aboriginal employees⁸⁹ within CSC increased by 74% (792 to 1,377). This increased the Aboriginal representation within CSC from 6% in FY 2000-01 to 8% in FY 2009-10, exceeding the national CSC WFA. Within the same timeframe, NHQ demonstrated the largest increase in Aboriginal employees, followed by the Atlantic and Ontario Regions respectively (see APPENDIX K for regional breakdown).

3.2.2 Position Classification

In 2009-10, the majority of Aboriginal people employed by CSC were found in four classification groups: Correctional Services (CX), Welfare Programmes (WP), Administrative Services (AS), and Clerical and Regulatory (CR). These four groups also constituted the largest classification groups for all CSC employees. Also, within the same ten year timeframe (2000-01 to 2009-10), there was an increase in the number of Aboriginal employees occupying management positions within CSC (227%; 37 to 121). Furthermore, while there were only 10 Aboriginal employees in executive (EX) positions in 2010, this was an increase from four at the end of 2000-01 and met the national WFA of 5.2% for the CSC EX classification (see APPENDIX L for additional details).

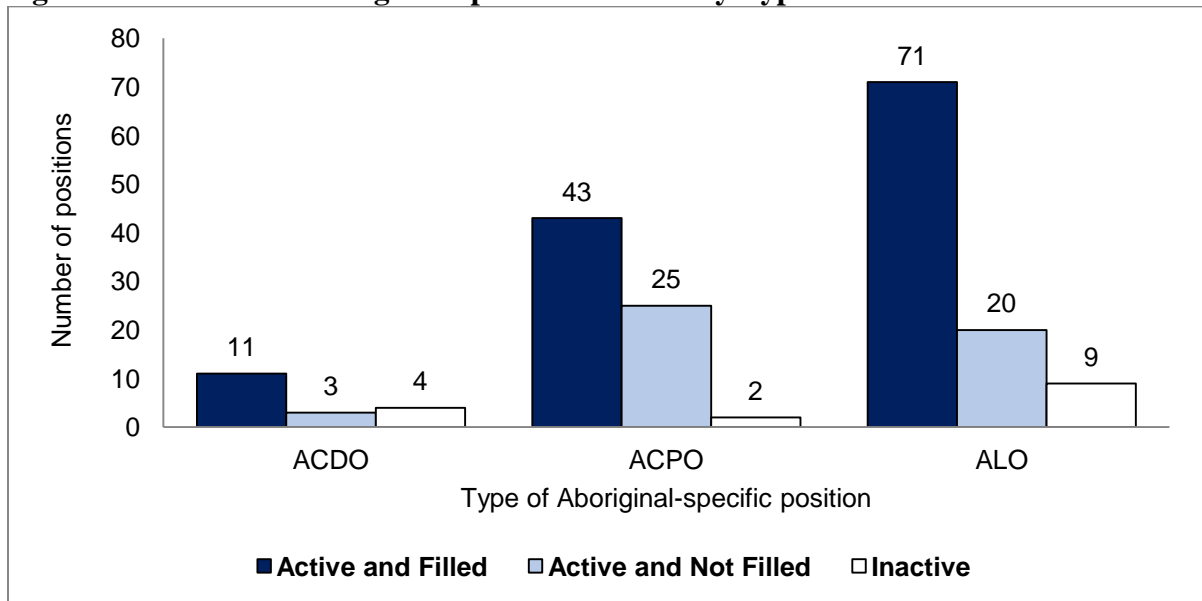
⁸⁸ This includes ten year-end reports, taken on March 31st of each year.

⁸⁹ Employees include indeterminate, term of 3 or more months, and seasonal employees. It does not include students and casual workers or workers from temporary employment agencies.

3.2.3 Aboriginal-Specific Positions at CSC

According to HRMS data, CSC currently staffs approximately 200 Aboriginal-specific positions nation-wide, including ACDOs, ACPOs, ALOs and ACLOs⁹⁰ (refer to the Program Profile section for a description of these positions). Of CSC’s 57 institutions, at least one Aboriginal-specific position existed at 50 of these sites.⁹¹ As shown in Figure 5, two-thirds (66%; $n = 125$) of all Aboriginal-specific positions were active and filled in 2011, where more than half (57%; $n = 71$) of these were for ALO positions. It is important to note however that some of the Aboriginal positions had never been filled, had been vacant for some time, or were now considered inactive positions^{92, 93}.

Figure 5: Number of Aboriginal-Specific Positions by Type



Source: HRMS (2011).

Note: The following data provides a snapshot of all of the Aboriginal-specific positions by region as of June 30, 2011.

⁹⁰ The ACLO positions were officially created in 2011 and thus, no data entry for these positions was available in HRMS before July 28, 2011. Prior to this date, ACLO were assigned to an ALO position under the District Directors. For this reason, no analyses were conducted.

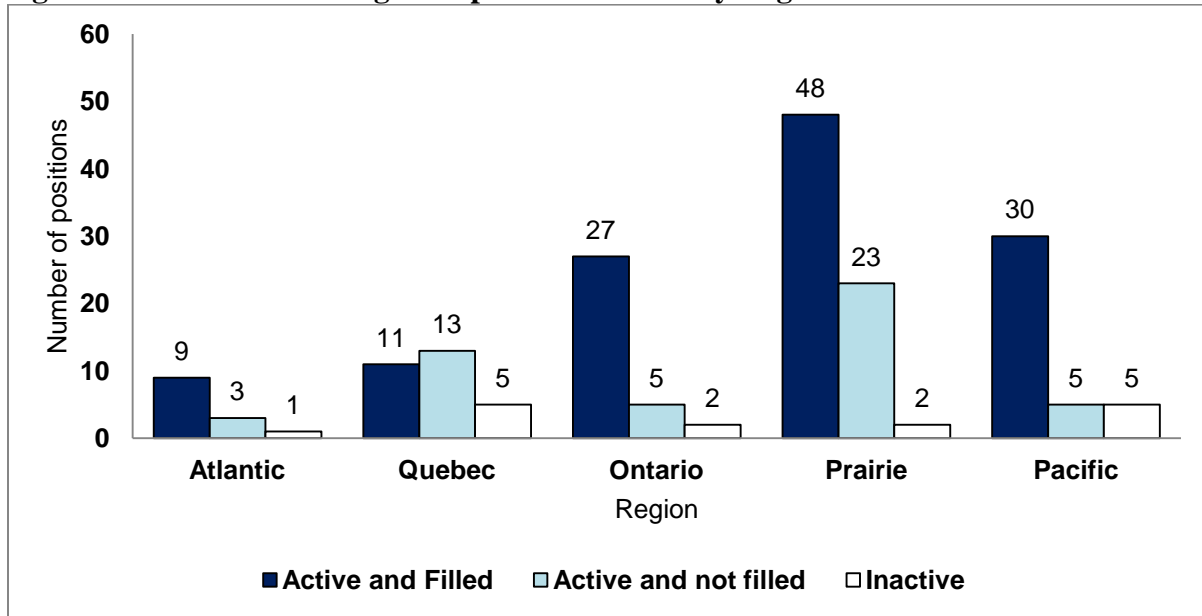
⁹¹ Reasons accounting for the absence of designated Aboriginal-specific positions at the other 7 institutions may include: very low Aboriginal offender counts to justify a need as well as the possible sharing of Aboriginal-specific staff between CSC facilities.

⁹² Inactive positions are positions that are no longer active and cannot be staffed without re-activating them, which involves the same process as creating a new position. Active positions are positions that are active in the system and can be staffed without classification action” (Classification Branch, Personal Communication).

⁹³ Out of the 189 positions in the data report, 12 were listed as inactive and had never been filled, and 20 positions were active, but never filled.

In addition, the majority of all active, filled Aboriginal-specific positions were found in the Prairie Region (38%; $n = 48$), followed by the Pacific (24%; $n = 30$) and Ontario Regions (22%; $n = 27$; see Figure 6).

Figure 6: Number of Aboriginal-Specific Positions by Region



Source: HRMS (2011)

Note: The following data provides a snapshot of all of the Aboriginal-specific positions by region as of June 30, 2011.

Elder Availability

Elders work on a contractual basis with CSC and are not technically CSC employees. Following the implementation of SPAC, CSC has increased offender access to Elders by increasing the number of contracted Elders. Since the 2008-09 FY,⁹⁴ CSC has entered into contract with approximately 297 Elders, 89% of which were full-time contracts⁹⁵ and 11% were part-time contracts. The regional breakdown of Elders working within CSC is provided in Table 14

⁹⁴ The regional information on the number of Elder contract was not available prior to 2008-09.

⁹⁵ Full-time Elder contracts may include Elders who worked on a full-time basis for a portion of the year.

Table 14: Regional Breakdown of Contracted Full and Part-time Elders between FYs 2008-09 and 2010-11

Region	2008-09		2009-10		2010-11	
	Full	Part	Full	Part	Full	Part
Atlantic	4	1	5	1	7	1
Ontario	11	5	12	5	15	4
Pacific	23	1	31	1	26	1
Prairie	25	-	49	-	33	-
Quebec	7	3	9	5	7	5
Total	70	10	106	12	88	11

Source: AID (2011).

Funding allocations for Elder positions are determined by AID and are based on an Elder to Aboriginal offender ratio, where the following allocations are applied (see Table 15).

Table 15: Elder Position Allocations

Number of Aboriginal Offenders	Allocated Elder Positions
1- 25	0.5
26- 124	1
Over 124	0.5 for every additional 50 offenders
Number of Aboriginal Offenders in Healing Lodges	
15	1

Source: AID (2011).

When questioned on the availability of Elders, more than half (57%; $n = 59$) of offenders who met with an Elder noted that the amount of time they spend with the Elder was sufficient. Of the offenders that felt they required more time with the Elder (43%; $n = 44$), many reported they would benefit from additional ceremonies (32%; $n = 14$), teachings (23%; $n = 10$), and one-on-one meetings (20%; $n = 9$).

Nearly half (46%; $n = 31$) of management respondents identified challenges regarding the availability and recruitment of Elders. Elder interviewees also noted some issues surrounding their ability to perform expected duties. Many agreed that the resources necessary to support Elder services are not always readily available (i.e., ceremonial objects/ instruments, office space, Aboriginal-specific staff), and security considerations often make it difficult to perform certain activities or ceremonies. Similar findings were noted during the observations, where most sites presented a lack of designated office space for Elders to perform their routine activities

(e.g., interview offenders for Elder Reviews, conduct one-on-one counselling, complete paperwork, etc.).

ALO Services

ALOs provide a support function to Elders and assist them with Elder Reviews, Healing Plans and with the use of OMS. They also plan and facilitate Aboriginal-specific activities in addition to a variety of other necessary functions (for a detailed position description, refer to the introduction section). Given that ALOs often provide a bridge between offenders and non-Aboriginal staff, they also serve a vital function to Aboriginal offenders.

The number of ALO positions allocated to each institution is based on the Aboriginal offender population within the institution. Funding allocations for ALO FTEs have been determined, where the following formula is applied: 0.5 FTE (costed out at WP-03 level) for 12.5 Aboriginal offenders and 0.5 supplementary FTE for each additional 25 Aboriginal offenders. If there are fewer than 12 Aboriginal offenders at the institution there will not be an ALO provided to assist the Elder and respond to the specific cultural needs of offenders. Without an ALO, a gap in service could result where Aboriginal offenders may not have access to cultural/traditional interventions, Elder Reviews or Healing Plans.

3.2.4 Cultural Competence throughout CSC

FINDING 16: While efforts have been made by CSC to provide adequate training to employees on Aboriginal culture, staff members suggested that there was still room for improvement with respect to increasing cultural competence within CSC.

Developing and enhancing cultural competence among staff members is one of the key objectives of SPAC. CSC policy states that staff members working with Aboriginal offenders, as well as with certain Aboriginal-specific interventions (i.e., Pathways Units and Healing Lodges) require an appropriate level of cultural competence and this competence is a consideration during the recruitment and hiring process (CSC 2008a). As well, CSC's Transformation Agenda has highlighted the continued importance of acquiring and maintaining culturally competent staff, outlining the various initiatives that have been implemented to foster this (CSC, 2010b). CSC has defined cultural competence as the:

ability of individuals and systems to respond respectfully and effectively to people of all cultures, classes, races, faiths and ethnic backgrounds in a manner that recognizes, affirms, and values the cultural differences and similarities, the worth of individuals, families and communities and protects and preserves the dignity of each (CSC, 2008a).

A large proportion (90%; $n = 95$) of staff survey respondents reported that they directly supervise or work with Aboriginal offenders and just over half (52%; $n = 55$) self-identified as an Aboriginal person. The majority of staff and management surveyed indicated that they were ‘moderately’ to ‘very’ familiar with Aboriginal culture, teachings and ceremonies (76%; $n = 81$ and 80%; $n = 61$, respectively), as well as with culturally-sensitive approaches to working with Aboriginal offenders (79%; $n = 84$ and 82%; $n = 62$, respectively). When asked to assess their own level of cultural competence, the majority (86%; $n = 89$) of respondents rated themselves as having a ‘medium’ to ‘very high’ level of cultural competence.

The majority of staff and management also noted that CSC has improved in developing cultural awareness (i.e., sensitivity and understanding) on Aboriginal issues (68%; $n = 65$ and 83%; $n = 63$, respectively). Most (54%; $n = 41$) management respondents also reported that staff members were culturally sensitive to the needs of Aboriginal offenders in their institution/district/office.

Despite the above findings for this evaluation, cultural competence was identified as an issue within the Healing Lodge evaluation (Didenko & Marquis, 2011). Specifically, staff and management members interviewed for that evaluation noted that not all staff members understood the history and the vision behind Healing Lodges and/or followed Aboriginal traditions. Healing Lodge residents also agreed with these findings, where they expressed that it was staff members’ limited understanding of, and connection to, Aboriginal culture that resulted in staff members not being supportive of the traditional healing methods used in the Healing Lodge. As such, several key informants suggested the need for increased Aboriginal awareness training for Healing Lodge personnel. The need to develop staffing procedures that assess cultural awareness and competence was also noted.

CSC Cultural Awareness and Cultural Sensitivity Training

CSC has demonstrated notable efforts in educating employees on various aspects of Aboriginal corrections, culture, and the achievements of Aboriginal employees within the Service. Various mandatory training courses are offered by CSC for specific groups within

operations (e.g., Correctional Officers, Primary Workers and Parole Officers) which include Aboriginal-specific components.

The *Correctional Training Program* (CTP) is part of the initial pre-hiring training for Correctional Officer trainees and provides information on how CSC is responding to the challenges of the increasing Aboriginal offender population (CSC, 2008c). The *Parole Officer Continuous Development* (POCD) training also incorporates Aboriginal-specific components. The POCD provides parole officers with an overview of CD 702, describes Aboriginal-specific interventions, discusses the importance of collecting social history information on Aboriginal offenders, and how various cultures exhibit different non-verbal cues and understanding/evaluating what these represent (CSC, 2005). The Parole Officer Structured Decision Making Training highlights the importance of taking into consideration responsiveness issues such as, ethnicity, culture and gender during the initial assessment and for program assignment.

Facilitators and Elders responsible for delivering the Aboriginal Offender Correctional Programs must complete initial training specific to these programs and do not complete the mainstream initial training. In addition, the Women-Centered training for those working with women offenders also contains Aboriginal components.

As well, CSC seeks to increase staff cultural competence through the Aboriginal Perceptions Training: *First Nations, Inuit and Métis Perceptions course*. The course is delivered internally in CSC and is primarily for front-line parole officers (CSC, 2007c). HRMS data showed that within the SPAC period, a total of 768 CSC employees had completed the Aboriginal Perceptions Training course. In addition to Aboriginal Perceptions Training, staff members reported other forms of Aboriginal sensitivity or awareness training including: conferences (43%; $n = 19$); participation in Aboriginal cultural teachings, ceremonies, or cultural events (16%; $n = 7$); and, education or self-teachings (16%; $n = 7$). Other training related to Aboriginal culture is available through the Canada School of Public Service (CSPS); however it was found that only 30 CSC employees had taken one of these courses between FYs 2005-06 and 2009-10.

Finally, in addition to the more formal training options, CSC also uses awareness campaigns as another method to foster cultural sensitivity among staff members. These are

communicated through CSC's news site, News@Work⁹⁶, where articles on Aboriginal events and achievements are regularly shared with CSC employees.

Over two-thirds (69%; $n = 24$) of survey respondents at the executive level within CSC (EX classification) reported that their performance agreement included a commitment to enhance cultural competence among staff members and more than half (55%; $n = 35$) of management respondents reported that their institution/ district/ office provided annual Aboriginal cultural awareness training for staff members.

Although nearly half (46%; $n = 47$) of staff agreed that they had received adequate training to provide interventions and services to Aboriginal offenders, a high proportion (38%; $n = 39$) reported the contrary. Additionally, the majority (70%; $n = 49$) of management respondents also indicated that there is a need for more frequent Aboriginal awareness training within their institution.

The need for enhanced cultural competence was further identified during key informant interviews. Specifically, respondents described a lack of cultural understanding and differentiation between First Nations, Métis, and Inuit populations. Approximately one-third (32%; $n = 13$) of internal key informants noted a need for more staff training, where some identified the need for cultural sensitivity training regarding First Nations, Métis, and Inuit populations.

Results from the 2011 Public Service Employee Survey (PSES) indicated that a slightly higher proportion of Aboriginal CSC employees (33%) reported being discriminated against compared to non-Aboriginal employees (21%; TBS, 2012). When comparing the 2008 and 2011 survey results, fewer CSC employees in the recent survey reported feeling discriminated against (TBS, 2012, TBS, 2009b), which can be viewed as a step in the right direction. As well, the majority of CSC Aboriginal and non-Aboriginal employees agreed that their department works hard to create a workplace that prevents discrimination (59% and 66%, respectively) (TBS, 2012).

In summary, enhancing cultural awareness and competence within CSC is understood as a priority. As such, CSC employees can access a number of opportunities to increase Aboriginal cultural awareness and competence. Respondents noted that CSC has made improvements in developing this area, and generally, CSC staff and management members self-reported high

⁹⁶ This publication has since been renamed to 'This Week at CSC'.

levels of cultural competence. However, some respondents identified a lack of cultural understanding and differentiation between First Nations, Métis, and Inuit populations. Findings seem to suggest that staff members would benefit from additional training on aspects of Aboriginal-specific service delivery, including Aboriginal-specific initiatives and the application of Aboriginal-specific case management strategies.

OVERALL CONCLUSION- THEME THREE

SPAC's third main objective included addressing systemic barriers internally and increasing cultural competence among CSC staff members. Aboriginal-specific policies and legislation have been developed, implemented and integrated within CSC's correctional practices to address systematic barriers internally. As well, SPAC has contributed to an overall increase in cultural competence among CSC staff members.

Successes:

- CSC has been successful in implementing clear policies and procedures to guide the implementation of Aboriginal-specific interventions and services within SPAC.
- Mechanisms have been implemented for monitoring, reporting, and maintaining accountability within Aboriginal corrections and more specifically SPAC.
- Progress has been demonstrated in enhancing Aboriginal representation among CSC employees.

Areas for Improvement:

- Data limitations exist for Aboriginal offenders' participation in Continuum of Care initiatives, whereby impacting CSC's ability to report on the performance of SPAC. CSC should ensure on-going development in the tracking and reporting of Aboriginal offender outcome data.
- Opportunities to further enhance cultural competence within CSC could be explored.

Theme Four - Gaps in Correctional Outcomes

As identified earlier in the report, concerns surrounding the overrepresentation of Aboriginal peoples in the Canadian correctional system have been well documented in the literature. In addition, a number of correctional gaps between Aboriginal and non-Aboriginal offenders have consistently been highlighted throughout the years. In light of these disparities, SPAC was implemented with the ultimate objective of closing the gap between Aboriginal and

non-Aboriginal offenders. Although the impact of SPAC on the various correctional indicators was intended to occur over a longer timeframe (i.e., over a 10 year period), the evaluation team conducted a preliminary examination of the extent to which the gap between the two populations has changed following the implementation of SPAC.⁹⁷ Analyses⁹⁸ were conducted on the overall Aboriginal offender population regardless of their participation in the Continuum of Care. A more thorough examination of the reduction in the gap between Aboriginal and non-Aboriginal offenders will be undertaken over the next five years as part of the Aboriginal Corrections Accountability Framework.

SUMMARY FINDING 7: Since the implementation of SPAC, preliminary analyses of the gap in correctional results between Aboriginal and non-Aboriginal offender populations have found some improvements in correctional results; however, the gap remains in several of the outcomes. Among the noted positive changes, the gap between Aboriginal and non-aboriginal women offenders has decreased with respect to the proportion of time spent in the community (vs. institution), security classification decreases, WED releases, and conditional release failure (any and technical). The gap specific to WED releases between Aboriginal and non-Aboriginal men offenders has also decreased.

SUMMARY FINDING 8: While some improvements have been made in addressing the gap between the Aboriginal and non-Aboriginal offender populations, other correctional results have deteriorated. The gap in correctional results between Aboriginal and non-Aboriginal offenders has increased for both men and women with respect to higher statutory releases (as opposed to day and full parole releases). The gap in conditional release failure (with any return and return with a technical violation) has also increased between Aboriginal and non-Aboriginal men offenders.

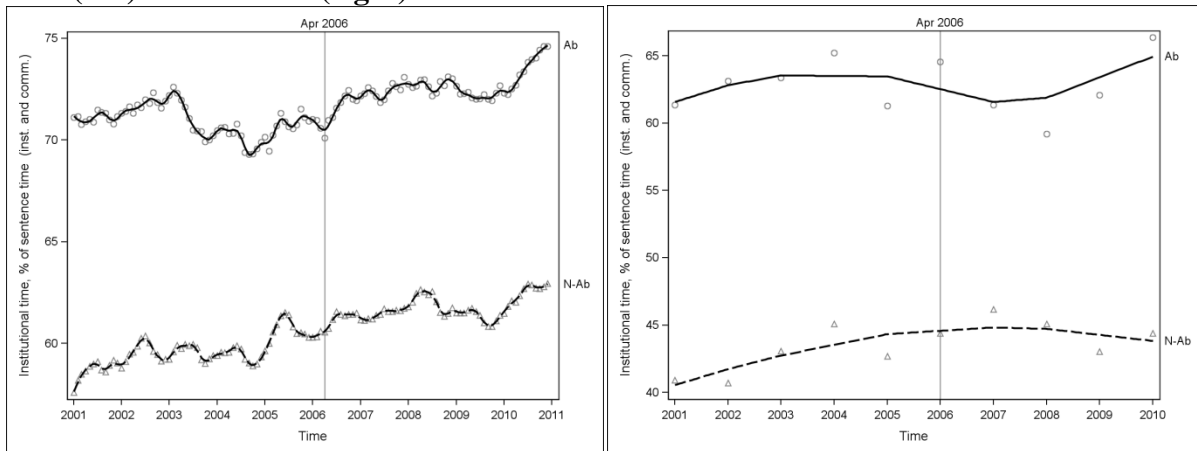
⁹⁷ This was accomplished by comparing average rates (per 100 OPY) of correctional indicators for a period of time prior to and following the implementation of SPAC.

⁹⁸ Interrupted time series analysis was used to determine the significance of change in the rates pre and post SPAC for men offenders. Refer to the Methodology section for further details. No statistical analyses were conducted on the rates of correctional indicators for women offenders. Only visual analyses were performed.

4.1 Aboriginal Offenders under CSC Supervision

Although CSC is not responsible for the number of Aboriginal offenders that enter the correctional system, a reduction in the overrepresentation of Aboriginal offenders is a desired long term objective that can be impacted by the collaborative initiatives undertaken by SPAC. To date, analyses revealed that the gap between Aboriginal and non-Aboriginal men offenders has remained; they have spent consistently more time in an institution throughout their sentence than non-Aboriginal offenders and no improvements were found in reducing the overall proportion of time spent by Aboriginal offenders in the correctional system. As for women offenders, the overall gap between Aboriginal and non-Aboriginal offenders regarding the proportion of incarcerated time (vs. community time) has decreased (3%) since SPAC, although the rate has increased in the last year and recently reached higher levels than seen in the pre SPAC period (see Figure 7).

Figure 7: Percentages of Institutional Time (vs. Community Time) Spent by Aboriginal Men (left) and Women (right) Offenders



Source: OMS (2011).

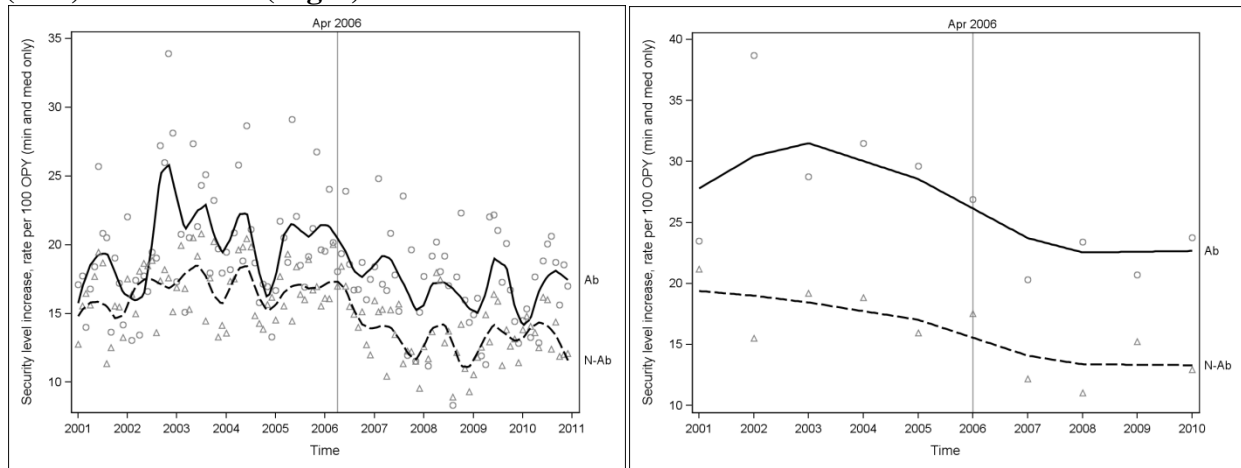
Note: The vertical line positioned in April 2006 in the figures represents the implementation of SPAC.

4.2 Security Classification Level

Aboriginal offenders are more often classified at the medium or maximum security levels (86%) than non-Aboriginal offenders (79%; Public Safety Canada, 2010). Select initiatives deployed under SPAC were aimed at reducing the number of Aboriginal offenders initially classified at higher levels.

Results from analyses indicated that the gap between Aboriginal and non-Aboriginal offenders regarding the rates of security level increases has remained similar from pre to post SPAC. Although the rate of security level increases has declined among Aboriginal offenders, men and women, they continue to show higher rates of security increase than non-Aboriginal offenders (see Figure 8).

Figure 8: Institutional Security Level Classification Increases⁹⁹ Among Aboriginal Men (Left) and Women (Right) Offenders



Source: OMS (2011).

Note: The vertical line positioned in April 2006 in the figures represents the implementation of SPAC.

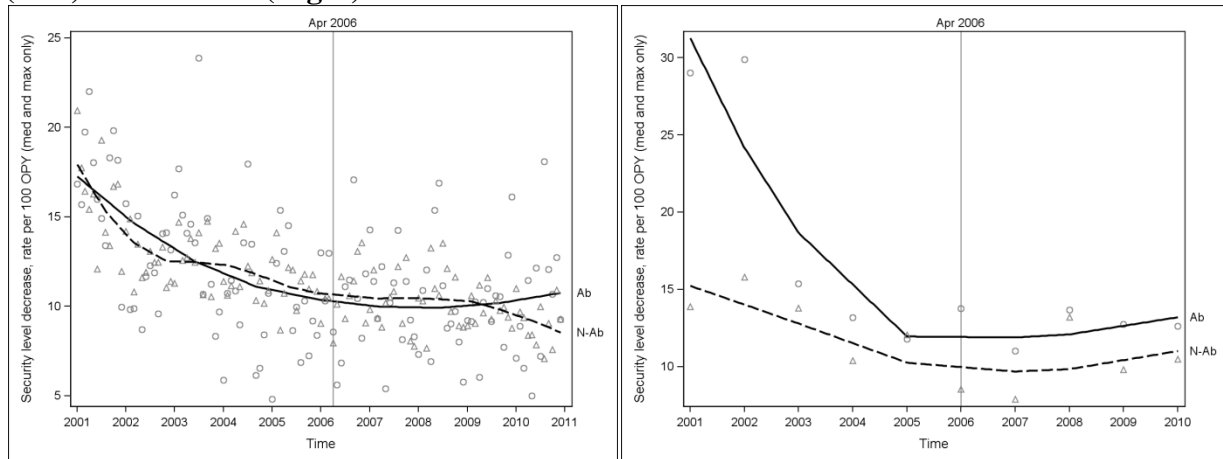
No substantial gap was found between Aboriginal and non-Aboriginal men offenders in terms of security level decrease, whether pre or post SPAC (see Figure 9). As for Aboriginal women offenders, they have consistently experienced higher rates of security decrease than non-Aboriginal women offenders, indicating a favourable outcome for Aboriginal women. However, as mentioned previously, visual analysis seems to suggest that since the implementation of SPAC, the rates of security decreases for Aboriginal women offenders have declined. That said, the inability to perform statistical analyses,¹⁰⁰ paired with the non-significant trends found in the men's gap, warrant caution when interpreting this finding. Overall, no improvements have been observed in terms of reducing the rates of medium and maximum security level classifications among Aboriginal offenders. In fact, more Aboriginal offenders are maintaining their initial

⁹⁹ Increases in security level classifications were obtained by comparing the initial security classification and the last security classification before release. An increase occurred when the offender was initially rated as minimum and increased to medium or maximum or if initially rated as medium and increased to maximum.

¹⁰⁰ As mentioned in the Methodology section, the low rates for women offenders' correctional events prevented the calculation of sufficient monthly rates to perform ITSA.

security classification, thus perpetuating the gap between Aboriginal and non-Aboriginal offenders.

Figure 9: Institutional Security Level Classification Decreases¹⁰¹ Among Aboriginal Men (Left) and Women (Right) Offenders



Source: OMS (2011).

Note: The vertical line positioned in April 2006 in the figures represents the implementation of SPAC.

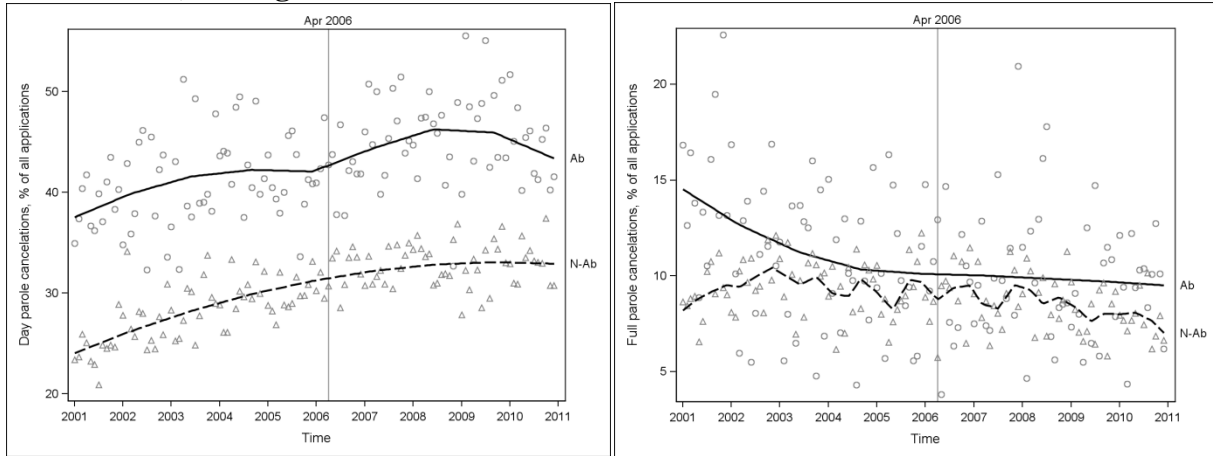
4.3 Day and Full Parole Review Cancellations (Waivers and Withdrawals)¹⁰²

A comparison of Aboriginal and non-Aboriginal men offender rates of parole waivers and withdrawals revealed that the gap between the two groups has remained similar from pre to post SPAC. As seen in Figure 10, Aboriginal men offenders have consistently had higher proportions of day and full parole review cancellations than non-Aboriginal men offenders.

¹⁰¹ Decreases in security level classifications were obtained by comparing the initial security classification and the last security classification before release. A decrease occurred when the offender was initially rated as maximum and cascaded to medium or minimum or if initially rated as medium and cascaded to minimum.

¹⁰² Waivers and withdrawals are voluntary requests made by the offenders to cancel their parole review. Specifically, according to the Commissioner's Directive on *Pre-Release Decision Making*, a waiver is "[a] voluntary written declaration from an offender that clearly gives up his or her legal right to a specific hearing and/or a review by the [PBC]. Waivers may be withdrawn, in writing, by the offender before the date of the hearing or review." Whereas a withdrawal is "[a] voluntary request from an offender advising the [PBC] that he or she no longer wishes to be reviewed for a day or full parole review as indicated by his or her earlier application." (CD 712-1; CSC, 2012b).

Figure 10: Percentages of Day and Full Parole Review Cancellations (Waivers and Withdrawals) among Men Offenders

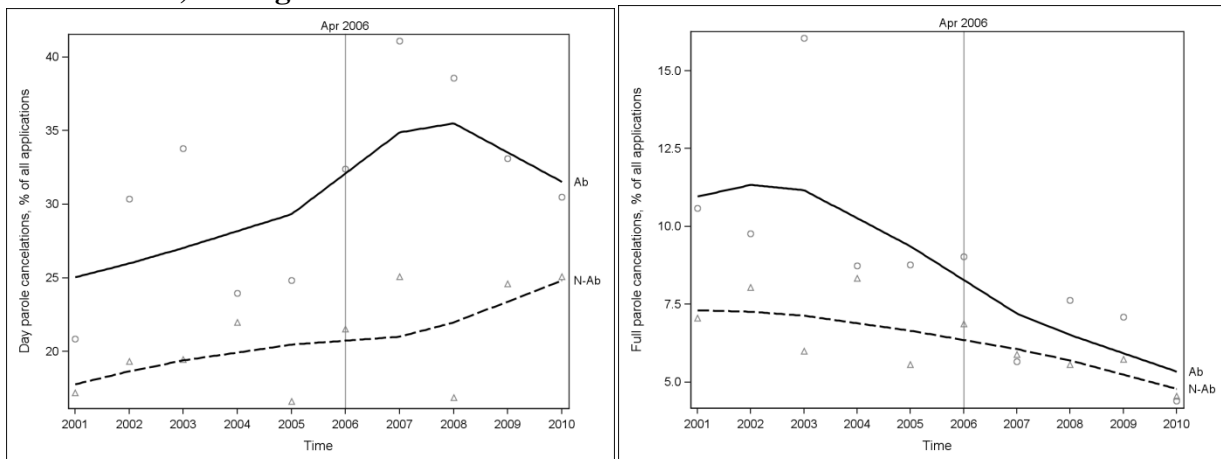


Source: OMS (2011).

Note: The vertical line positioned in April 2006 in the figures represents the implementation of SPAC.

As for women, the gap between Aboriginal and non-Aboriginal offenders has increased (7%) since the implementation of SPAC with respect to the percentage of day parole review cancellations (see Figure 11). However, the gap has decreased between the average percentage of full parole review cancellations for Aboriginal women offenders and non-Aboriginal women offenders, pre and post SPAC, indicating an improvement.

Figure 11: Percentages of Day and Full Parole Review Cancellations (Waivers and Withdrawals) among Women Offenders



Source: OMS (2011).

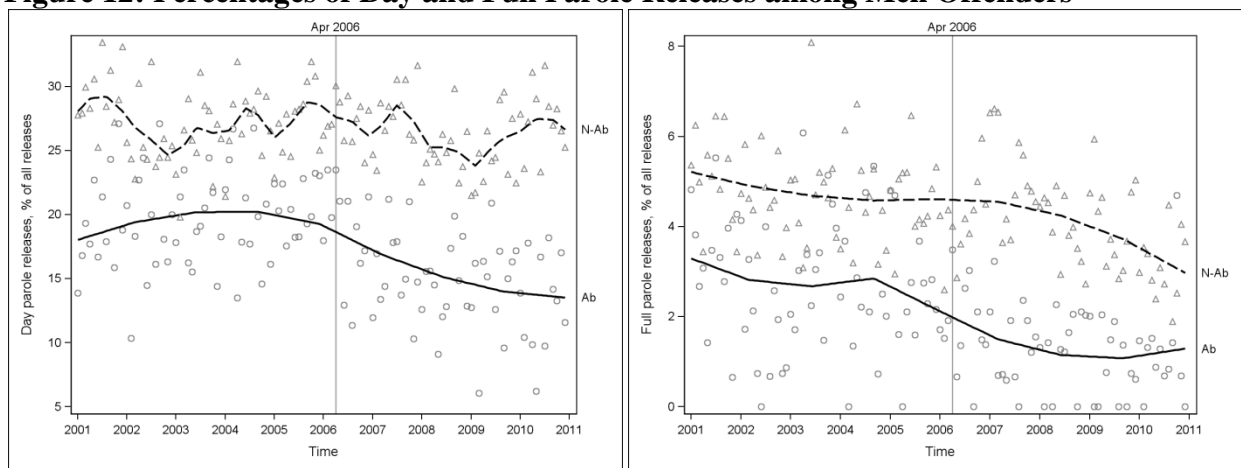
Note: The vertical line positioned in April 2006 in the figures represents the implementation of SPAC.

In sum, there has been an increase in the proportion of day parole waivers and withdrawals since the implementation of SPAC, whereas slight improvements were made in reducing the proportion of full parole cancellations. Regardless, the gap between Aboriginal and non-Aboriginal offenders remained similar throughout the pre and post SPAC periods, with the exception of day parole review cancellations among women offenders, which increased.

4.4 Types of Offender Releases

The evaluation team examined Aboriginal and non-Aboriginal offender releases to identify trends in release types throughout the pre and post SPAC periods. A comparison of the Aboriginal and non-Aboriginal offender release rates revealed that the gap between the two groups has increased among men (4% for day and 1% for full parole) and women (5% for day and 2% for full parole) offenders since the implementation of SPAC (see Figure 12 and Figure 13). Specifically, prior to SPAC, the percentage of Aboriginal offenders having been granted day and full parole was lower than that of non-Aboriginal offenders. Since the implementation, this difference has further increased, resulting in even lower rates among Aboriginal offenders.

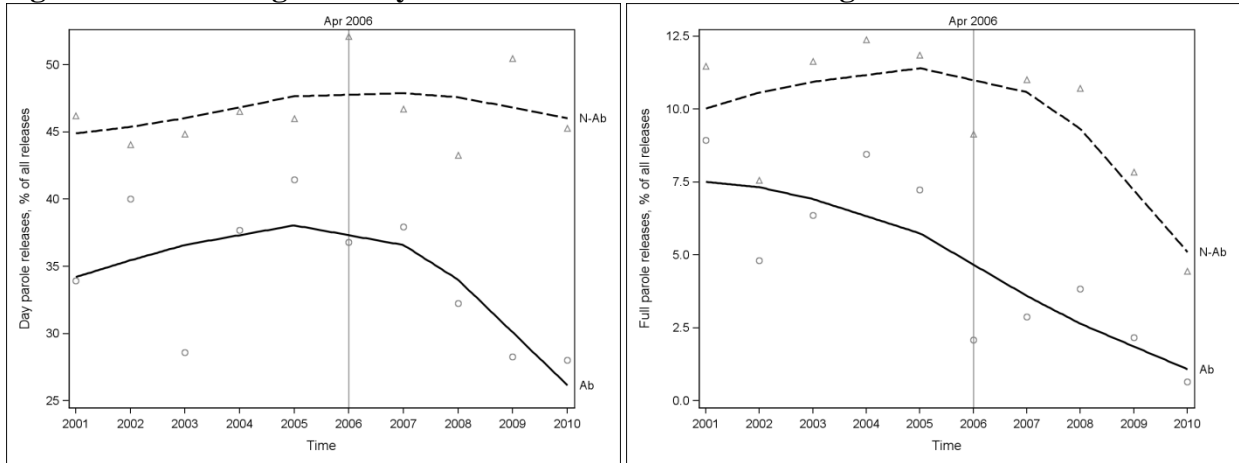
Figure 12: Percentages of Day and Full Parole Releases among Men Offenders



Source: OMS (2011).

Note: The vertical line positioned in April 2006 in the figures represents the implementation of SPAC.

Figure 13: Percentages of Day and Full Parole Releases among Women Offenders

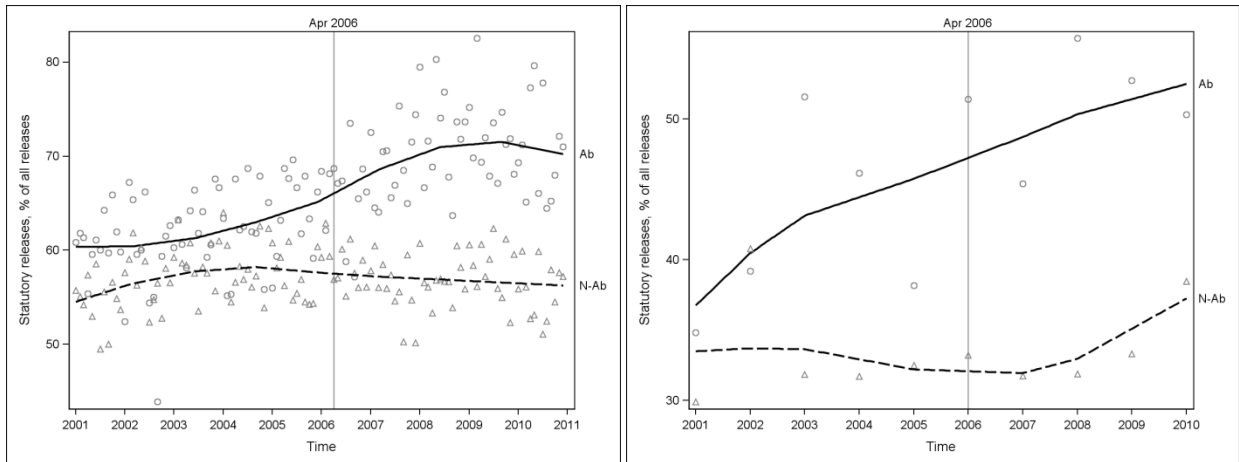


Source: OMS (2011).

Note: The vertical line positioned in April 2006 in the figures represents the implementation of SPAC.

Similarly, a higher proportion of Aboriginal offenders were released on statutory release in comparison to non-Aboriginal offenders prior to SPAC. This difference was further amplified for men (9%) and women (7%) following the implementation, thereby resulting in a decline of Aboriginal offenders being conditionally released (see Figure 14).

Figure 14: Percentages of Statutory Releases among Men (left) and Women (right) Offenders

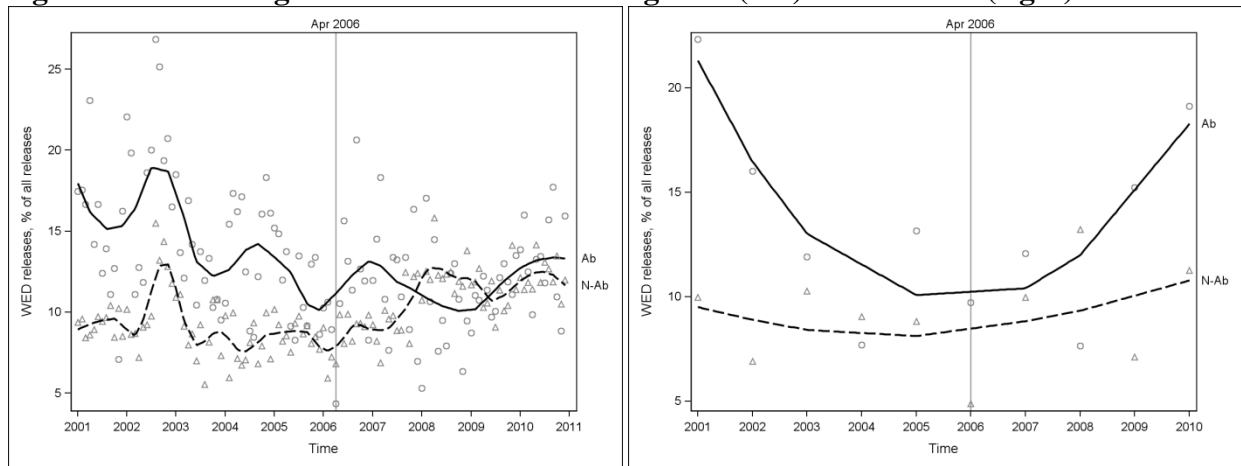


Source: OMS (2011).

Note: The vertical line positioned in April 2006 in the figures represents the implementation of SPAC.

Aboriginal men offenders were released on WED in a higher percentage than non-Aboriginal offenders, but this gap decreased (4%) following the implementation of SPAC¹⁰³. Aboriginal men offenders are now presenting WED release rates that are more comparable to those of non-Aboriginal men offenders. In the case of women offenders, although the gap was decreasing (2%) around the time of SPAC's implementation, it has been steadily increasing ever since (see Figure 15).

Figure 15: Percentages of WED Releases among Men (left) and Women (right) Offenders



Source: OMS (2011).

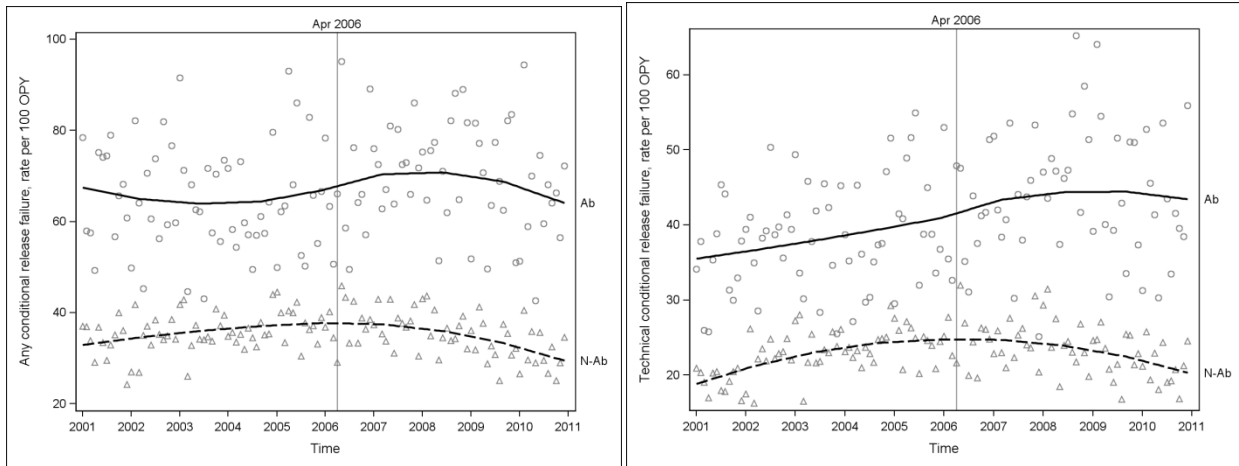
Note: The vertical line positioned in April 2006 in the figures represents the implementation of SPAC.

4.5 Conditional Release Failure

The conditional release failure rates of Aboriginal and non-Aboriginal offenders were examined as an indicator of community correctional outcome. Analyses indicated that the gap between Aboriginal and non-Aboriginal men offenders has significantly increased for both rates of any conditional release failure (29 to 35) and technical conditional release failure (21 to 26) from pre to post SPAC. More precisely, prior to SPAC, Aboriginal men offenders experienced conditional release failure (any and technical) in higher proportions than non-Aboriginal men offenders, as shown in Figure 16. Since the implementation of SPAC, Aboriginal rates have further increased, thereby increasing the gap between the two groups.

¹⁰³ This decrease is mostly attributed to an increase in non-Aboriginal WED releases (see Figure 15).

Figure 16: Rates of Conditional Release Failure (Any and Technical) among Men Offenders

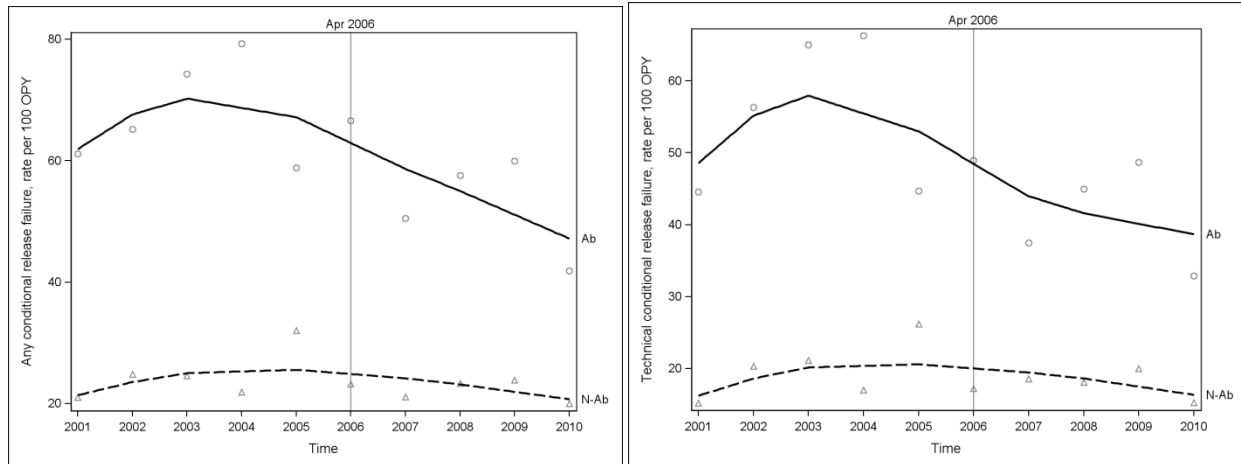


Source: OMS (2011).

Note: The vertical line positioned in April 2006 in the figures represents the implementation of SPAC.

Contrary to men offenders, a visual analysis of rates among women offenders indicated that the gap between Aboriginal and non-Aboriginal women offenders has decreased for any conditional release failure (43 to 30) and for technical conditional release failure (35 to 23) from pre to post SPAC. Specifically, the rates of both types of conditional release failure among Aboriginal women have decreased following the implementation of SPAC. Although these rates are still higher among Aboriginal women offenders, the gap between Aboriginal and non-Aboriginal women offenders seems to have closed (see Figure 17).

Figure 17: Rates of Conditional Release Failure (Any and Technical) among Women Offenders



Source: OMS (2011).

Note: The vertical line positioned in April 2006 in the figures represents the implementation of SPAC.

No difference was found from pre to post SPAC in the gap between Aboriginal and non-Aboriginal offenders in terms of rates of conditional release failure with a new offence. Aboriginal offenders have presented higher rates of conditional release failure with a new offence all through the timeframe examined, thus maintaining the gap.

4.6 Criminogenic Needs and Overall Ratings for Needs, Risk, Motivation and Reintegration Potential

The evaluation team examined trends in risk and need profiles of Aboriginal offenders compared to non-Aboriginal offenders during the time SPAC was implemented compared to non-Aboriginal offenders presenting similar risk and need characteristics.¹⁰⁴ As presented in Table 16, results indicated that over the course of their sentence, Aboriginal men offenders were more likely to show an improvement in their overall need, risk, motivation and reintegration potential ratings as well as in five of the seven criminogenic needs ratings when compared to non-Aboriginal offenders presenting similar characteristics at release. Aboriginal men offenders were also less likely than the comparison group of non-Aboriginal offenders to experience a decline in their reintegration potential and family/marital need ratings. Significant improvements were not found among Aboriginal women offenders as they presented an equal likelihood to improve as a comparison group of non-Aboriginal women offenders with similar ratings at

¹⁰⁴ Additional details pertaining to the analyses conducted and results are presented in the Methodology Section as well as in APPENDIX C

release. The low number of Aboriginal women in our sample may account for these non-significant results. Nonetheless, this finding suggests that the correctional interventions that specifically target Aboriginal offenders' high needs and risks, particularly for men, may be responsible for their discernible progress.

Table 16: Likelihood of Experiencing an Improvement or Decline in Ratings from Intake to Release (Aboriginal vs. Non-Aboriginal)

	Improvement in Ratings		Decline in Ratings	
	Men	Women	Men	Women
Overall Ratings				
Need	Higher likelihood (43%)	Similar likelihood	Similar likelihood	Similar likelihood
Risk	Higher likelihood (60%)	Similar likelihood	Similar likelihood	Similar likelihood
Motivation	Higher likelihood (22%)	Similar likelihood	Similar likelihood	Similar likelihood
Reintegration Potential	Higher likelihood (100%)	Similar likelihood	Lower likelihood (35%)	Similar likelihood
Criminogenic Needs Ratings				
Education / Employment	Higher likelihood (41%)	Similar likelihood	Similar likelihood	Similar likelihood
Family / marital	Higher likelihood (69%)	Similar likelihood	Lower likelihood (38%)	Similar likelihood
Associates	Higher likelihood (29%)	Similar likelihood	Similar likelihood	Similar likelihood
Substance abuse	Higher likelihood (41%)	Similar likelihood	Similar likelihood	Similar likelihood
Community functioning	Similar likelihood	Similar likelihood	Similar likelihood	Similar likelihood
Personal / emotional	Higher likelihood (99%)	Similar likelihood	Similar likelihood	Similar likelihood
Attitudes	Similar likelihood	Similar likelihood	Similar likelihood	Similar likelihood

Table 17: Overview of Pre and Post SPAC Trends and Outcomes by Indicator

	Aboriginal Men Pre/Post SPAC	Aboriginal Women Pre/Post SPAC	Gap- Aboriginal/ Non-Aboriginal Men	Gap- Aboriginal/ Non- Aboriginal Women
Institutional time (vs. Community Time)	Increase	Decrease (slight)	No change	Decreasing (slight)
Initial Security Classification- Maximum	No change	No change	NA	NA
Initial Security Classification- Medium	No change	No change	NA	NA
Security Classification Increase	Decrease	Decrease	No change	No change
Security Classification Decrease	Decrease	Decrease	No gap	Decreasing
Day Parole Review Cancelations	Increase	Increase	No change	Increasing
Full Parole Review Cancelations	Decrease	Decrease	No change	No change
Types of Offender Releases – Day Parole	Decrease	Decrease	Increasing	Increasing
Types of Offender Releases – Full Parole	Decrease	Decrease	Increasing	Increasing
Types of Offender Releases – Statutory	Increase	Increase	Increasing	Increasing
Types of Offender Releases - WED	No change	No change	Decreasing	Decreasing (slight)
Conditional Release failure (Any)	Increase	Increase	Increasing	Decreasing
Technical Conditional Release failure	Increase	Decrease	Increasing	Decreasing
Conditional Release failure with a New Offence	No change	No change	No change	No change

Note: NA – No analyses were performed on these indicators.

OVERALL CONCLUSION- THEME FOUR

Preliminary analyses indicate that SPAC's long-term objective to reduce the gap between Aboriginal and non-Aboriginal offender correctional outcomes has shown some positive shifts, wherein enhanced correctional outcomes have been demonstrated within the Aboriginal population.

Successes:

- The gap between Aboriginal and non-Aboriginal women has decreased with respect to the proportion of time spent in the community (vs. institution), security classification decreases, WED releases and conditional release failure (any and technical).
- A decrease in the gap between Aboriginal and non-Aboriginal men offenders for WED releases has also occurred.

Areas for Improvement:

- The gap in statutory release rates between Aboriginal and non-Aboriginal offenders has increased, demonstrating deteriorating results for men and women.

An increase in the gap between Aboriginal and non-Aboriginal men offenders has been identified concerning conditional release failure (with any return and return with a technical violation), indicating deteriorating results.

ECONOMY SECTION

1. Efficiency

SUMMARY FINDING 9: Where cost analyses could be conducted, initiatives under SPAC have shown to be cost-efficient and cost-effective when compared to mainstream initiatives. Opportunities to improve the cost-efficiency and cost-effectiveness were identified.

EFFICIENCY: The extent to which resources are used such that a greater level of output is produced with the same level of input or, a lower level of input is used to produce the same level of output (TBS, 2009a).

To measure CSC's efficiency in providing Aboriginal interventions and programs, the evaluation team examined several initiatives under SPAC to determine if the planned outputs were maximized in relation to financial resources used. Specifically, efficiency was examined for the Aboriginal national correctional programs and Healing Lodges (Section 81).¹⁰⁵

FINDING 17: Aboriginal-specific national correctional programs demonstrate similar levels of efficiency as mainstream programs, where the majority of the resources allocated have resulted in program completion.

1.1 Aboriginal-Specific National Correctional Programs

A total of \$16,049,993 was spent on providing Aboriginal-specific national correctional programs over the first five years of SPAC. A yearly breakdown of spending is provided below in Table 18.

¹⁰⁵ Since most of the initiatives provided under SPAC are also available to non-Aboriginal offenders, and that the financial data allotted to these activities are not separated by Aboriginal and non-Aboriginal ethnicity, it was not feasible to determine the costs associated only to Aboriginal offenders. Consequently, the cost-efficiency (and cost-effectiveness) figures presented below include both Aboriginal and non-Aboriginal expenses and participation in each activities.

Table 18: Expenditures for Aboriginal-Specific National Correctional Programs Between FYs 2006-01 and 2010-11 (Dollars)*

	2006-07	2007-08	2008-09	2009-10	2010-11
In Search of Your Warrior	538,595	804,144	929,599	707,304	434,302
Spirit of a Warrior	124,309	160,831	89,810	140,525	139,218
Aboriginal Sex Offender Programs**	441,726	454,248	449,798	259,678	303,946
Aboriginal Offender Substance Abuse Program	348,006	796,168	1,216,858	1,291,130	1,269,263
High Intensity Family Violence Program	796,600	591,403	506,766	667,244	609,908
Circles of Change Program	38,902	29,048	7,492	63	76
Aboriginal Basic Healing Program	381,534	318,738	302,968	363,238	342,071
Aboriginal Women's Maintenance Program	-	-	2,602	74,396	117,487
Total	2,669,672	3,154,580	3,505,893	3,503,578	3,216,271

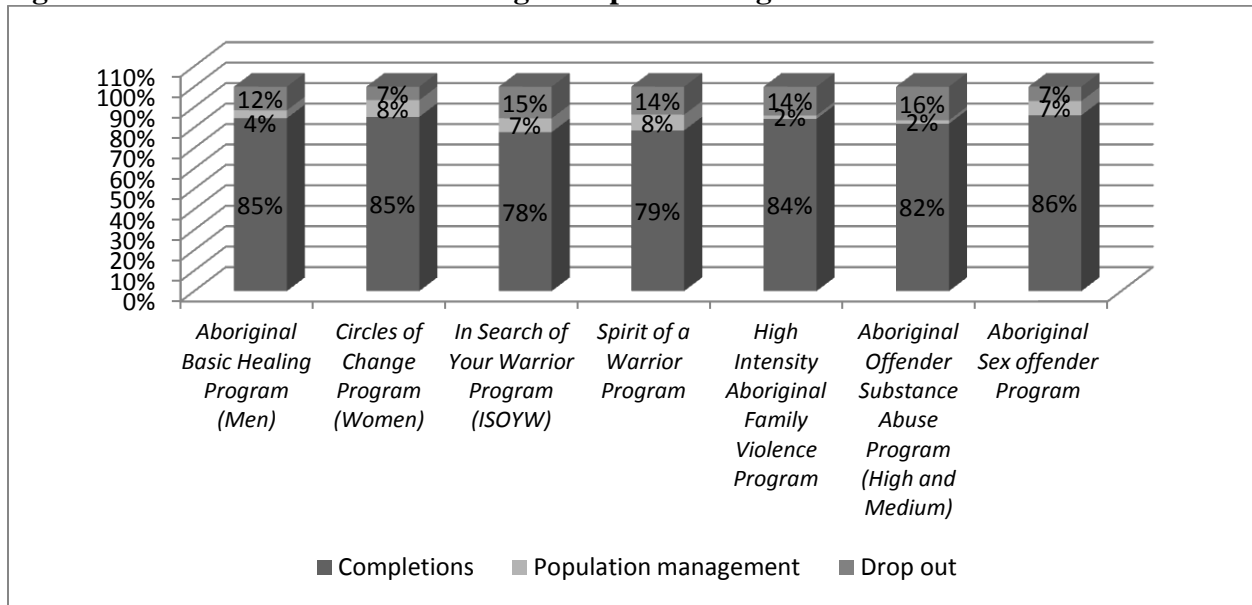
Source: IFMMS (2012).

Note: *Due to the structure of the financial coding, financial figures presented for each of the seven core national Aboriginal-specific programs may include expenditures for mainstream programs within the same PAA category that have been indigenized. ** Aboriginal Sex Offender Programs include Tupiq and an adaptation of the mainstream sex offender program.

Efficiency of Aboriginal-specific national correctional programs was measured using the proportion of program costs allocated to actual completion of the program in comparison to costs associated to program non-completion, including population management¹⁰⁶ and program drop outs.

¹⁰⁶ Program interruption due to population management may include parole, statutory or WED release, institution transfer, program cancellation, temporary reassignment, and assignment transfer.

Figure 18: Cost Allocations for Aboriginal-Specific Programs for FY 2006-07 to 2010-11



As shown in Figure 18, the majority of costs allocated to Aboriginal national correctional programs resulted in program completion, where the proportion of completions for the various programs ranged from 78 to 86%. Approximately one-fifth of resources were associated with program non-completion, whether due to population management or program drop out. These cost allocations are comparable to those of mainstream national correctional programs reported in a previous evaluation of CSC’s Correctional Programs (Nafekh et al., 2009).

1.2 Healing Lodges

FINDING 18: Section 81 Healing Lodges were found to be a cost-efficient option to CSC-operated Healing Lodges. Since some Healing Lodges were not operating at full capacity, opportunities to enhance efficiency were identified.

The efficiency of Healing Lodges was measured using financial information obtained from COMO, the signed agreements, as well as bed occupancy rates. Results reported in Chapter One of the SPAC evaluation, Aboriginal Healing Lodges (Didenko & Marquis, 2011), determined that Section 81 Healing Lodges were found to be comparable to minimum security institutions in terms of cost per offender and a more cost-efficient option when compared to CSC-operated Healing Lodges and multi-level security institutions for women. Given that some

Healing Lodges (CSC-operated and Section 81) are not operating at full capacity (see APPENDIX G for details), opportunities to improve their efficiency were found by increasing the number of offenders transferred to these facilities. Although this is a simplistic solution, several obstacles limited the potential number of offenders being transferred to Healing Lodges. The main obstacles identified in the Healing Lodge evaluation (Didenko & Marquis, 2011) pertained to Aboriginal offenders not having the appropriate security classification and the remote location of Healing Lodges. These factors must be taken into account in determining a strategy to enhance the efficiency of certain Healing Lodges.

2. Cost-Effectiveness

COST-EFFECTIVENESS: Cost-effectiveness determines the relationship between the resources spent and the results achieved relative to alternative design and delivery approaches.

As articulated in previous chapters, various initiatives provided by SPAC have demonstrated effectiveness in enhancing correctional results among Aboriginal offenders regarding prolonged stay in the community upon discretionary release. In order to establish the value for money of these initiatives, the evaluation team examined the cost of delivering the activities in relation to the effectiveness indicators measured. Specifically, the evaluation established cost-effectiveness for the Aboriginal-specific national correctional violence prevention program, ISOYW, and Section 84 releases.

2.1 Aboriginal-Specific Correctional Violence Prevention Program

FINDING 19: The Aboriginal-specific national correctional program In Search of your Warrior (ISOYW) is cost-effective with respect to earlier offender releases and lower rates of conditional release failure among offenders who participated in the program, which resulted in reduced incarceration time.

Analyses pertaining to effectiveness of Aboriginal-specific national correctional programs found that Aboriginal offenders who participated in the violence prevention program ISOYW were almost twice as likely to be granted discretionary release and had a lower rate of

conditional release failure than their non-participant counterparts.¹⁰⁷ Given the reduced cost of maintaining an offender in the community in comparison to in the institution, these results provide a significant opportunity for cost savings.

As presented in Table 18, CSC has spent \$3,413,943 to fund the ISOYW program in the five CSC regions. This has resulted in 621 program enrolments since FY 2006-07 (Aboriginal and non-Aboriginal offenders included). Therefore, the program cost per participant is estimated at \$5,497.49. By contrasting the institutional and community COMO, it was determined that offenders having participated in ISOYW would have to maintain their conditional release for 24 days longer than offenders who were assigned but never enrolled in order for the cost of the program to become beneficial (see APPENDIX P for formula). For each additional day an offender would stay in the community following this threshold, CSC would save an average of \$227.83 (see APPENDIX Q for breakdown of days and per institutional level). It is interesting to note that on average, Aboriginal offenders who participated in the program and were granted discretionary release were released 71 days earlier due to their participation¹⁰⁸ and remained 361 days (SD = 302.17) in the community under CSC supervision.¹⁰⁹ This results in a significant cost savings for CSC.

¹⁰⁷ Cost-effectiveness analyses specific to discretionary release grants were not conducted for other Aboriginal-specific national correctional programs as they did not yield significant results in terms of enhancing the likelihood of discretionary releases. This may be explained by the small number of participants contained in the offender release cohort, specifically for Aboriginal-specific sexual offender, family violence prevention and social skills programs. A previous evaluation of CSC's Correctional Programs (Nafekh, Allegri, Stys & Jensen, 2009) found that Aboriginal-specific violence prevention and substance abuse programs were cost-effective. However, cost-effectiveness analyses of Aboriginal-specific family violence prevention and sex offender programs were not possible since the Aboriginal violence prevention programs did not demonstrate effectiveness and no effectiveness analyses were conducted on Aboriginal sex-offender programs.

¹⁰⁸ To obtain the number of these days which can be attributable to program participation, the evaluation team calculated the "Attributable Fraction". This concept is explained by Rockhill, Newman & Weinberg (1998). The formula is provided in Appendix O. On average, program participants of ISOYW who were granted discretionary release spent 397 more days in the community than their statutory released participant counterparts. With analyses controlling for offender differences in risk, need and mainstream program participation, the number of days attributable to program participation as opposed to other factors inherent to the offender was calculated. Results revealed that 18%¹⁰⁸ of the 397 days (71 days) were attributable to participation in the ISOYW program.

¹⁰⁹ To calculate the average number of days spent in the community by ISOYW participants released, only offenders who had reached WED during the follow-up period were considered. Therefore, offenders with life sentences were not included.

2.2 Section 84 Release Initiative

FINDING 20: The Section 84 release initiative is cost-effective. The cost-savings are associated with a lower rate of conditional release failure among offenders with a successful Section 84 release plan, which resulted in reduced incarceration time.

Over the last five fiscal years, CSC has spent \$3,772,123¹¹⁰ to fund the Section 84 release initiative in the five CSC regions. This has resulted in 92 successful Section 84 release plans being carried out since FY 2006-07.

It was found that Aboriginal offenders released to an Aboriginal community through Section 84 releases presented lower rates of conditional release failure than Aboriginal offenders discretionarily released, but not through the Section 84 process. To establish the cost saving associated with the effectiveness of Section 84 releases, the evaluation team determined the number of days that an offender would have to stay in the community on discretionary release to account for the cost of ACDOs' involvement in their case work. By contrasting the institutional and community COMO, it was determined that offenders having been released through Section 84 would have to maintain their conditional release for 180 days longer than offenders released through regular discretionary release in order for the cost of the ACDO initiative to become beneficial (see APPENDIX P for formula). For each additional day an offender would stay in the community following this threshold, CSC would save an average of \$227.83 (see APPENDIX Q for breakdown of days and per institutional level). It is interesting to note that on average, offenders released through Section 84 have remained 545 days (SD = 410.31) in the community under CSC supervision.¹¹¹ This results in a substantial cost savings for CSC.

The ACDO evaluation (Jensen & Nafekh, 2009b) found that many Section 84 plans were initiated but not completed. Thus, these plans are not presented to PBC and an unknown proportion of plans that could have been approved are not. If a higher proportion of initiated plans would be completed and presented to PBC, this would result in additional successful plans being approved for parole. This would certainly enhance the cost-effectiveness of Section 84 releases and ACDOs.

¹¹⁰ This cost may include ACLO expenditures; however, due to the complexity of the financial data, it was not possible to identify and remove these specific costs from the ACDO expenditures.

¹¹¹ To calculate the average number of days spent in the community by Section 84 released offenders, only offenders who had reached WED during the follow-up period were considered. Therefore, offenders with life sentences were not included.

CONCLUSION

During the first five years following the implementation of SPAC, CSC has made progress in achieving the strategy's key objectives. An Aboriginal Continuum of Care, including culturally-specific correctional assessments, programs and interventions, is now available to Aboriginal offenders interested in following a cultural path. Collaborative initiatives and relationships exist between the various CSC sectors, inter-governmental departments and Aboriginal community organizations. Policies and legislation have been developed, implemented and integrated within CSC's correctional practices to address the systematic barriers that affect Aboriginal offenders. Although it is early to determine the overall impact of SPAC on the Aboriginal offender population, several individual initiatives comprised in the Strategy have demonstrated enhanced correctional outcomes with respect to discretionary release grants and/or conditional release failure among Aboriginal offender participants (i.e., Aboriginal violence prevention program, Healing Lodges, cultural ETA, Section 84 releases – see Table 19 for summary of results). Various areas of improvement were identified to better meet the needs of Aboriginal offenders. Efforts should be made to ensure that all SPAC initiatives available to Aboriginal offenders are delivered in a way that is truly responsive to their cultural needs and translate into enhanced correctional results. A focus should be placed on initiatives that have demonstrated correctional results and options should be explored to enhance results for interventions that have shown limited or no correctional outcomes. Future evaluations should explore participation in multiple interventions within the continuum of care to determine if there is a combined or cumulative treatment effect. Finally, collaboration with Aboriginal communities and organizations should be further enhanced to expand the development of community supports to facilitate offender rehabilitation during incarceration and offender transition following release.

Table 19: Summary of Effectiveness and Economy Results and Findings of the SPAC Evaluation

CONTINUUM OF CARE		
Aboriginal National Correctional Programs		
Aboriginal Initiative	Effectiveness	Economy
In Search of Your Warrior Program	<p>Aboriginal participants were more likely to be granted discretionary release.</p> <p>Aboriginal participants presented a lower rate of conditional release failure.</p>	<p><u>Cost -Efficiency:</u> Over 78% of financial resources allocated to the program resulted in completion which is comparable to mainstream program efficiency.</p> <p><u>Cost-Effectiveness:</u> For every dollar spent on In Search of your Warrior, the federal government saved \$2.94 due to enhanced discretionary release grants.</p> <p>In Search of your Warrior becomes cost-effective once an offender has remained in the community for 24 days due to lower rates of conditional release failure. On average, offenders who had participated in In Search of your warrior remained 361 days in the community.</p>
Spirit of a Warrior Program (women)	No analyses were conducted specifically on this program due to low number of participants.	<p><u>Cost -Efficiency:</u> Over 79% of financial resources allocated to the program resulted in completion which is comparable to mainstream program efficiency.</p> <p><u>Cost-Effectiveness:</u> N/A</p>
High Intensity Aboriginal Family Violence Prevention Program	No difference was found in the likelihood of discretionary release or the rate of conditional release failure.	<p><u>Cost -Efficiency:</u> Over 84% of financial resources allocated to the program resulted in completion which is comparable to mainstream program efficiency.</p> <p><u>Cost-Effectiveness:</u> N/A</p>
The Aboriginal Offender Substance Abuse Program (High and Medium)	No difference was found in the likelihood of discretionary release or the rate of conditional release failure.	<p><u>Cost -Efficiency:</u> Over 82% of financial resources allocated to the program resulted in completion which is comparable to mainstream program efficiency.</p> <p><u>Cost-Effectiveness:</u> N/A</p> <p>However, a prior evaluation (Kunic & Varis, 2009) found that AOSAP participants returned to custody at lower rates than other Aboriginal groups who did not participate in AOSAP. Also, successful participants of AOSAP were returned to custody</p>

		because of a new offence at lower rates than successful participants of mainstream substance abuse programming.
Aboriginal Sex Offender Programs (Tupiq program and Aboriginal adaptation of mainstream sex offender program)	No analyses were conducted specifically on this program due to low number of participants. A prior evaluation (Nafekh et al., 2009) found that Aboriginal participants presented a lower rate of conditional release failure.	<u>Cost -Efficiency:</u> Over 78% of financial resources allocated to the program resulted in completion which is comparable to mainstream program efficiency. <u>Cost-Effectiveness:</u> N/A
Basic Healing Program	No difference was found in the likelihood of discretionary release or the rate of conditional release failure.	<u>Cost -Efficiency:</u> Over 85% of financial resources allocated to the program resulted in completion which is comparable to mainstream program efficiency. <u>Cost-Effectiveness:</u> N/A
Circles of Change Program (Women)	No analyses were conducted specifically on this program due to low number of participants.	<u>Cost -Efficiency:</u> Over 85% of financial resources allocated to the program resulted in completion which is comparable to mainstream program efficiency. <u>Cost-Effectiveness:</u> N/A
Culturally-Specific Living Environments		
Aboriginal Initiative	Effectiveness	Economy
Pathways	Aboriginal participants were less likely to be granted discretionary release. No difference was found in the rate of conditional release failure. A prior evaluation (Jensen & Nafekh, 2009a) found other enhanced correctional outcomes: - Higher likelihood of transfer to a Healing Lodge - Lower likely to be transferred to a maximum level institution - Lower rates of charges for refusing to submit to random urinalysis testing, taking intoxicants, possessing contraband, involvement in minor incidents and fighting/ assaulting/ provoking violence	<u>Cost -Efficiency:</u> N/A <u>Cost-Effectiveness:</u> No effectiveness results were found by the current evaluation which prevented any cost effectiveness analysis. However, a prior evaluation (Jensen & Nafekh, 2009a) estimated that Pathways initiative could yield cost savings of \$118.04 per offender per day due to a reduced likelihood of transfer to maximum security institution.
Healing Lodges		

CSC-Operated	Aboriginal participants were more likely to be granted discretionary release. No difference was found in the rate of conditional release failure.	<u>Cost -Efficiency:</u> The Healing Lodge evaluation (Didenko & Marquis, 2011) found opportunities to enhance efficiency by increasing the bed occupancy rates. <u>Cost-Effectiveness:</u> N/A
Section 81-Operated	Aboriginal participants were less likely to be granted discretionary release. No difference was found in the rate of conditional release failure.	<u>Cost -Efficiency:</u> The Healing Lodge evaluation (Didenko & Marquis, 2011) found opportunities to enhance efficiency by increasing the bed occupancy rates. <u>Cost-Effectiveness:</u> N/A
Temporary Absences		
Aboriginal Initiative	Effectiveness	Economy
ETAs	Aboriginal participants were more likely to be granted discretionary release and presented a lower rate of conditional release failure.	N/A
UTAs and Work Releases	No difference was found in the likelihood of discretionary release or the rate of conditional release failure. No analyses were conducted for Aboriginal women offenders.	N/A
Section 84 Releases	Aboriginal participants presented a lower rate of conditional release failure.	<u>Cost -Efficiency:</u> A prior evaluation (Jensen & Nafekh, 2009b) found opportunities to enhance efficiency by reducing the number of Section 84 release plans that are initialized but not completed. <u>Cost-Effectiveness:</u> Section 84 releases become cost-effective once an offender has remained in the community for 180 days due to lower rates of conditional release failure. On average, offenders conditionally released through a Section 84 remained 545 days in the community.
COLLABORATION		
Aboriginal Initiative	Effectiveness	Economy
Internal Collaboration	Internal collaboration on Aboriginal issues is present at all levels within CSC (national, regional, institutional) and was viewed as supporting SPAC.	N/A

Collaboration Between Governments/ Departments	Improvements were reported in collaborating with other government departments to provide culturally-appropriate interventions and services.	N/A
External Collaboration	Collaboration between CSC and Aboriginal community organizations exists and is viewed as effective. A positive relationship between CSC and External collaborators resulting in benefits for offenders, CSC and their External organizations was reported.	N/A

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APPENDICES

APPENDIX A: Current Aboriginal Offender Profile Data (2011)

Table A1: Number of Aboriginal and Non-Aboriginal Offenders by Region

Region	Grand Total		Aboriginal		First Nations	Métis	Inuit	Non-Aboriginal	
	<i>N</i>	(%)	<i>N</i>	(%)	(%)	(%)	(%)	<i>N</i>	(%)
Atlantic	2,227	(10)	175	(4)	(5)	(1)	(11)	2,052	(11)
Ontario	6,453	(28)	648	(15)	(17)	(5)	(42)	5,805	(31)
Pacific	3,155	(14)	716	(17)	(17)	(18)	(2)	2,439	(13)
Prairie	5,596	(24)	2,253	(53)	(55)	(57)	(11)	3,343	(18)
Quebec	5,432	(24)	444	(11)	(6)	(19)	(33)	4,988	(27)
Grand Total	22,863	(100)	4,236	(100)	(100)	(100)	(100)	18,627	(100)

Source: OMS Snapshot (2011).

Table A2: Aboriginal and Non-Aboriginal Federal Offenders by Gender

Region	Grand Total		Aboriginal		First Nations	Métis	Inuit	Non-Aboriginal	
	<i>N</i>	(%)	<i>N</i>	(%)	(%)	(%)	(%)	<i>N</i>	(%)
Women	1,099	(5)	289	(7)	(8)	(5)	(3)	810	(4)
Men	21,764	(95)	3,947	(93)	(92)	(95)	(97)	17,817	(96)
Grand Total	22,863	(100)	4,236	(100)	(100)	(100)	(100)	18,627	(100)

Source: OMS Snapshot (2011).

Table A3: Aboriginal and Non-Aboriginal Offenders by Offender Security Level

Offender Security Level	Grand Total		Aboriginal		First Nations	Métis	Inuit	Non-Aboriginal	
	<i>N</i>	(%)	<i>N</i>	(%)	(%)	(%)	(%)	<i>N</i>	(%)
Maximum	2,018	(15)	531	(18)	(19)	(15)	(17)	1,487	(15)
Medium	8,456	(64)	1,919	(66)	(65)	(67)	(78)	6,537	(64)
Minimum	2,670	(20)	454	(16)	(16)	(18)	(5)	2,216	(22)
Institutional Total	13,144	(100)	2,904	(100)	(100)	(100)	(100)	10,240	(100)

Source: OMS Snapshot (2011).

Table A4: Number and percent of Aboriginal and Non-Aboriginal Federal Offenders by Offence Type

Offence Type	Grand Total		Aboriginal		First Nations	Métis	Inuit	Non-Aboriginal	
	N	(%)	N	(%)	(%)	(%)	(%)	N	(%)
Schedule I	15,330	(67)	3,311	(78)	(79)	(73)	(92)	12,019	(65)
Schedule II	3,665	(16)	280	(7)	(5)	(12)	(1)	3,385	(18)
Non-Schedule	3,868	(17)	645	(15)	(16)	(15)	(7)	3,223	(17)
Grand Total	22,863	(100)	4,236	(100)	(100)	(100)	(100)	18,627	(100)

Source: OMS Snapshot (2011).

Table A5: Aboriginal and Non-Aboriginal Federal Offenders by Gang Membership, April 2011

Gang Membership	Grand Total		Aboriginal		First Nations	Métis	Inuit	Non-Aboriginal	
	N	(%)	N	(%)	(%)	(%)	(%)	N	(%)
Yes	20,690	(91)	289	(7)	(8)	(5)	(3)	17,202	(87)
No	2,173	(10)	3,947	(93)	(92)	(95)	(97)	1,425	(14)
Grand Total	22,863	(100)	4,236	(100)	(100)	(100)	(100)	18,627	(100)

Source: OMS Snapshot (2011).

APPENDIX B: SPAC Evaluation Matrix

Evaluation Core Issue: Relevance			
Key Results	Expected Outcomes	Performance Indicators	Information Sources
<p>Issue 1: Continued need for interventions and services offered as part of SPAC</p>	<p>Interventions and services offered as part of SPAC continue to address a demonstrable need within federal corrections and are responsive to the needs of Aboriginal offenders</p>	<ul style="list-style-type: none"> • Representation/profile of Aboriginal offenders under CSC's jurisdiction (#s and proportions, trends over time) • % of Aboriginal offenders compared to % of Aboriginal peoples in Canada (over time) • Stakeholder perceptions of the need and rationale for SPAC interventions and services • Results reflected in the literature with regards to the effectiveness of Aboriginal-specific interventions 	<ul style="list-style-type: none"> • CSC Corporate Reporting System • Document and Literature Reviews • Key Informant Interviews/Survey • CSC projections • Environmental scan of Aboriginal corrections services
<p>Issue 2: Alignment with government priorities</p>	<p>The objectives of SPAC are consistent with federal government priorities and departmental strategic outcomes</p>	<ul style="list-style-type: none"> • Congruency between SPAC and federal government priorities • Congruency between SPAC and CSC strategic priorities & Transformation Agenda • Stakeholder perceptions as to the consistency between government priorities, CSC strategic outcomes & SPAC objectives 	<ul style="list-style-type: none"> • Review of SPAC documentation • Review of CSC strategic outcomes • Review of Government of Canada priorities and documents (e.g., budget, Speech from the Throne, Aboriginal Horizontal Framework) • Key informant interviews/survey
<p>Issue 3: Alignment with federal roles and responsibilities</p>	<p>CSC and the government have a legitimate role in the delivery of interventions and services offered as part of SPAC</p>	<ul style="list-style-type: none"> • Link between SPAC objectives and CSC mandate/ legislation • Link between SPAC and Government of Canada's priorities • Stakeholder perceptions regarding the role of federal gov't and CSC in providing services for Aboriginal offenders • Environmental scan of existing services available to Aboriginal offenders managed by other organizations/ jurisdictions in Canada and internationally, and potential links to SPAC interventions & services 	<ul style="list-style-type: none"> • Review of SPAC documentation • Review of CSC mandate/legislation • Review of Government of Canada documents • Environmental Scan of Aboriginal Corrections Services • Key informant interviews/survey
Evaluation Core Issue: Performance (Effectiveness, Efficiency and Economy)			
Key Results	Expected Outcomes	Performance Indicators	Information Sources

Issue 4: Achievement of expected outcomes	Theme 1: Continuum of Care		
		<p>Aboriginal offender assessments completed and healing plans developed</p>	<ul style="list-style-type: none"> • Aboriginal intake questionnaire, Aboriginal social history and Elder reviews (progress reports) are completed • Aboriginal offenders are aware of their rights under CCRA • Healing plans are developed and integrated in correctional plans, in accordance with CSC policies • Aboriginal offenders are committed to their healing plans and follow their paths to healing • # of Elders (Elder/ offender ratio per Region, institution) • Change in Elders' and Aboriginal staff' roles & responsibilities
	<p>Increased availability of Aboriginal-specific interventions and services at CSC (in the institution and the community)</p>	<ul style="list-style-type: none"> • # and type of Aboriginal-specific interventions developed and implemented in institution & community • # of CSC staff (i.e., ACPOs) trained and delivering Aboriginal-specific interventions • # of offenders assigned/waitlisted in Aboriginal-specific interventions • # of Aboriginal-specific positions created and filled (e.g., ACDO, ALO); job profiles & funding formulas • # of Elders on contract (Elder/offender ratio) • Type and scope of services provided by Elders • Healing Lodges and Pathways Units occupancy rates 	<ul style="list-style-type: none"> • OMS • HRMS • OPI data • Key informant interviews/survey • Focus group
	<p>Aboriginal offenders are appropriately assigned/enrolled in CSC interventions</p>	<ul style="list-style-type: none"> • Assessment of the extent to which Aboriginal offenders are appropriately assigned to interventions (e.g., match of correctional interventions with criminogenic needs; assignment to Aboriginal-specific vs mainstream programming) • CSC staff, Elder and offender perspectives of the appropriateness of assignments 	<ul style="list-style-type: none"> • Key informant interviews/survey • File Review • Review of previous evaluation and research reports
	<p>Aboriginal offender criminogenic needs are addressed through</p>	<ul style="list-style-type: none"> • # of offenders enrolled/ completing Aboriginal-specific interventions (completion and 	<ul style="list-style-type: none"> • OMS • Review of CSC documentation, particularly

	<p>appropriate Aboriginal-specific interventions and services</p>	<p>drop-out rates)</p> <ul style="list-style-type: none"> • Comparison of correctional outcomes for Aboriginal offenders participating in Aboriginal-specific and mainstream interventions and services (e.g., successful parole applications, % of sentence served in the community under supervision, conditional release failure) • Offender, Elder and CSC staff perspectives of the extent to which Aboriginal-specific interventions (including correctional programs, cultural living environments, cultural and spiritual interventions) address Aboriginal offender criminogenic needs • Offender, Elder and CSC staff perspectives of the extent to which Aboriginal offender spiritual well-being are supported through Aboriginal-specific interventions and services 	<p>past evaluation and research studies relating to interventions/services subsumed under SPAC</p> <ul style="list-style-type: none"> • Key informant interviews/survey
	<p>Increase in the transfers to lower security levels and healing lodges (CSC-run and s.81 agreements) for Aboriginal offenders</p>	<ul style="list-style-type: none"> • # and % of Aboriginal offenders transferred to lower security levels and healing lodges • # of placements to s.81 facilities • Healing lodge bed utilization rates • Comparison of conditional release failure rates among Aboriginal offenders released from Healing Lodges and minimum security institutions • Stakeholder perspectives of the effectiveness of s.81 facilities 	<ul style="list-style-type: none"> • Review of CSC documentation • OMS • Review of previous evaluation reports • Key informant interviews/survey
	<p>Increase in conditional release applications presented to NPB (including preparation of s.84 release plans) and in positive parole decisions</p>	<ul style="list-style-type: none"> • # of Aboriginal communities participating in s.84 release planning (e.g., letters of agreements) • # and % of positive parole decisions, including those on s.84 release plans (i.e., # of offenders released to Aboriginal communities) • Comparison of conditional release failure rates among Aboriginal offenders released to Aboriginal communities (s.84) vs. other types of release and successful completion of 	<ul style="list-style-type: none"> • OMS • Review of CSC documentation, including letters of agreement • Review of previous evaluation reports • OPI records
	<p>Community support mechanisms to sustain offender progress</p>	<ul style="list-style-type: none"> • # of Escorted Temporary Absences for reintegration purposes (e.g., community service, 	<ul style="list-style-type: none"> • OMS • Review of previous evaluation reports

(before/after WED) established	<p>personal development, such as medicine picking, festivals/ceremonies)</p> <ul style="list-style-type: none"> • Type and nature of support mechanisms established in Aboriginal communities to sustain offender progress • Stakeholder perceptions of the effectiveness of existing community supports and potential ways to improve them 	<ul style="list-style-type: none"> • Key informant interviews/survey
Theme 2: Collaboration		
A coordinated approach to Aboriginal corrections exists within CSC	<ul style="list-style-type: none"> • Inclusion and implementation of Aboriginal-specific strategies and targets in Sector/Branch work/action plans • CSC stakeholder perceptions of the degree of coordination / governance regarding the implementation of SPAC within CSC • AID inclusion and representation on committees and contributions to the work of CSC sectors 	<ul style="list-style-type: none"> • Review of National Actions Plans on Aboriginal Corrections (NAPAC), Aboriginal Corrections Accountability Framework Templates (1st round of implementation to be available in the Fall of 2010) • Review of SPAC documentation • Key informant interviews/survey • OPI data
A coordinated approach to Aboriginal corrections exists government-wide	<ul style="list-style-type: none"> • Evidence of links/ cooperation/ joint initiatives/ actions interdepartmentally (e.g., with NPB, Public Safety, Justice, Service Canada, Heads of Corrections, non-government organizations) • Stakeholder perceptions on the need for and effectiveness of partnerships • AID representation on committees and contributions to the work of CSC partners 	<ul style="list-style-type: none"> • Document review • Key informant interviews/survey • OPI
Aboriginal stakeholders are engaged in Aboriginal corrections (<i>Note: involvement at the system level, not service delivery/community level</i>)	<ul style="list-style-type: none"> • # and type of links/ partnerships established between CSC and Aboriginal organizations in the context of Aboriginal corrections (excl. s.81 and 84 of the CCRA) • Role of Aboriginal Advisory Committees • Stakeholder perceptions of the degree of inclusion / integration of Aboriginal stakeholders in Aboriginal corrections and areas of potential collaboration • Stakeholder perceptions of the degree of Aboriginal stakeholders' capacity to be involved in 	<ul style="list-style-type: none"> • Review of CSC documentations (e.g., minutes from RAAC and NAAC meetings, previous evaluations, etc.) • OPI data • Key informant interviews / survey

	<p>Aboriginal corrections</p> <ul style="list-style-type: none"> • Number and types of contacts initiated and maintained by RAAI with Aboriginal stakeholders 	
Theme 3: CSC Corporate Services		
CSC's governance structure of Aboriginal corrections enhanced	<ul style="list-style-type: none"> • Approval of SPAC and establishment of clear governance structure for Aboriginal corrections • Stakeholder perceptions on the effectiveness of established governance structures 	<ul style="list-style-type: none"> • OPI data • OCI reports and recommendations • Key informant interviews/survey
Policies to support SPAC established to ensure Aboriginal offenders are released at the earliest possible time in their sentences	<ul style="list-style-type: none"> • Policies and procedures are in place and followed by staff members (e.g., case management policies: completion of Social History; offenders informed and interest established in ss.81, 84 - OMS) • Regional guides are developed to operationalize policies as per CD requirements, approved by AID DG • References are made to needs/requirements for Aboriginal offender & Gladue principles in CSC policies/procedures • # of Elder- and community-assisted hearings 	<ul style="list-style-type: none"> • Document review (incl. Commissioner's Directives) • Review of relevant evaluation and audit reports • OPI data
Planning, reporting and accountability mechanisms identified	<ul style="list-style-type: none"> • Planning and reporting requirements for SPAC established • Performance reporting is ongoing • Specific performance requirements and targets are included in EX performance agreements [RDC, SDC, Excom members] • Results reported in DPRs • Degree to which Aboriginal-specific issues are discussed and considered at executive levels 	<ul style="list-style-type: none"> • Document review • Review of the Aboriginal Corrections Accountability Framework and Template (incl. results reported in the 1st year of implementation) • Review of previous evaluation and audit reports • EXCOM & CMT minutes • Key informant interviews/survey
Aboriginal human resources increased	<ul style="list-style-type: none"> • HR policies/plans are in place • CSC employment equity commitments • # and % of Aboriginal staff recruited at all levels • # of Aboriginal-specific positions created and filled • Retention/turnover rates of Aboriginal employees and in 	<ul style="list-style-type: none"> • HRMS data • Document review (incl. Strategic Plan for Aboriginal Human Resource Management, CDs) • OPI data • Key informant interviews/survey • Analysis of job profiles

		Aboriginal-specific positions <ul style="list-style-type: none"> • Workloads (ACDOs, ALOs, etc.) • Case management policies (changes in roles and responsibilities, e.g., Elders, ACDOs) 	changes for CSC staff and contracted service providers
	Cultural competency throughout CSC increased	<ul style="list-style-type: none"> • Expectations for cultural competency outlined in hiring plans/practices • # and % of CSC staff participating in cultural sensitivity training/activities (e.g., Aboriginal Perceptions Training; Aboriginal Day activities) • Training evaluation forms • # and type of CSC communications/ awareness campaigns on Aboriginal culture and issues 	<ul style="list-style-type: none"> • HRMS data • Corporate communications • OPI data • Review of CDs and CSC documentation • Key informant interviews / survey
Theme 4: Gap in Correctional Results			
	The gaps in correctional results between Aboriginal and non-Aboriginal offenders have been decreased and correctional results improved	<ul style="list-style-type: none"> • % of Aboriginal offenders under CSC's jurisdiction over time • % of Aboriginal offenders incarcerated vs in the community • Aboriginal offenders' initial security classification (maximum, medium and minimum) • Transfers to lower security levels • NPB parole grant rates; types of conditional release • Rates of parole cancellations (waivers and withdrawals) • Rates of return to custody during periods of conditional release – pre-WED (with/without a new offence) • Improvement in criminogenic needs and overall need, risk, motivation and reintegration potential rating 	<ul style="list-style-type: none"> • OMS • Review of past evaluation and research reports

Evaluation Core Issue: Performance			
Key Results	Expected Outcomes	Performance Indicators	Information Sources
Issue 5: Demonstration of Efficiency and Economy	SPAC demonstrates value-for-money	<ul style="list-style-type: none"> • Outputs/outcomes effectively achieved within available resources • Comparison of benefits/costs of specific initiatives to benefits/costs if 	<ul style="list-style-type: none"> • OMS • Review of financial data related to SPAC • Cost-analyses • Review of cost-effectiveness results from

		<p>they did not exist</p> <ul style="list-style-type: none"> • Stakeholder perceptions of potential changes that might lead to greater efficiencies or potential alternative delivery approaches • Review of costing options, if feasible 	<p>previous studies</p> <ul style="list-style-type: none"> • Environmental scan of Aboriginal services • Key informant survey/interviews
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APPENDIX C: Detailed Methodology and Statistical Tests

Aboriginal Offender Release Cohort

To examine the likelihood of discretionary release grants, the evaluation team used the logistic regression model. This approach was used to assess the effects of participation (vs. non-participation) in the three SPAC initiatives (i.e., correctional programs, culturally-specific living environments and temporary absences) on the type of conditional release. Since many of the SPAC initiatives are only available to offenders presenting specific need and risk characteristics, the analyses conducted with logistic regression accounted for differences in offender profiles. Specifically, these analyses controlled for levels of overall need and risk assessed prior to release when significantly associated with the outcome.

Analyses of the rate of conditional release failure were accomplished by using the sequential Cox proportional hazards regression model. This approach was used to examine the effects of participation (vs. non-participation) in the three SPAC initiatives (i.e., correctional programs, culturally-specific living environments and temporary absences) and several covariates known to be associated with re-offending (see, for example, Gendreau, Little & Goggin, 1996; Johnson, 2005). Statistical analyses performed for conditional release failures among Aboriginal men and women offenders were fitted so that they only included covariates that were found to be significantly associated with the outcomes (Tabachnik & Fidell, 2001). Initially, the following contributing factors were included in all analyses: age at release; type of conditional release (day parole vs. other types of release); previous federal sentences; and, levels of overall need and risk assessed prior to release.

For the purpose of these analyses, all data pertaining to correctional programs (i.e., assignment, participation and outcome) were structured using the Level of Need and Intervention (LNI) model. This model was developed in response to data limitations identified in previous evaluations regarding the concept of program need (e.g., Luong et al., 2010; Nafekh et al., 2009). The LNI model is designed to assess an offender's level of need and participation in correctional programming based on program assignment. This model thereby considers that assignments are given to offenders with identified program needs (see limitation section for further details). In the context of the SPAC evaluation, the LNI model was modified for Aboriginal offender as follows:

LNI Level 0: No program assignment

LNI Level 1: Program assignment, no program start

LNI Level 2a: Program assignment, partial mainstream program completion

(i.e., drop out, population management, unsuccessful completion)

LNI Level 2b: Program assignment, partial Aboriginal-specific program completion

(i.e., drop out, population management, unsuccessful completion)

LNI Level 3a: Program assignment, successful mainstream program completion

LNI Level 3b: Program assignment, successful Aboriginal-specific program completion

Outcomes of offenders in the intent-to-treat group (LNI Level 1) were contrasted with those of offenders who had received any exposure to a program (LNI Levels 2a and 3a), as well as successfully completed the program (LNI Levels 2b and 3b).

Therefore, the analyses compared the correctional outcomes of Aboriginal offenders based on their level of program need and intervention. In cases where offenders participated in more than one program, the highest level of program completion was selected. Due to low frequencies in certain LNI levels, this model was sometimes modified.

Aboriginal and Non-Aboriginal Offender Release Cohort

Analyses using the logistic regression procedure were performed on the Aboriginal and non-Aboriginal offender release cohort data to examine the difference between Aboriginal and non-Aboriginal offenders with respect to their likelihood of improvement or decline in each of the seven criminogenic need domains, as well as on overall ratings of need, risk, motivation and reintegration potential. In the case of criminogenic need assessments based on the Dynamic Factors Identification and Analysis – Revised (DFIA-R) , it was necessary to reconcile the rating levels with those of the original DFIA, in order to have comparable data for valid analyses. The reconciliation was informed by the preliminary research of Zakaria (in publication) who statistically compared different linking strategies to find the most appropriate option, the evaluation team proceeded to recoding the five level rating categories of the DFIA-R into the four level rating categories of the DFIA, as illustrated below:

DFIA	DFIA-R
1) Factor seen as an Asset to community adjustment	1) Factor seen as an asset to community adjustment
2) No immediate need for improvement	2) No immediate need for improvement
3) Some need for improvement	3) Low need for improvement
4) Considerable need for improvement	4) Moderate need for improvement
	5) High need for improvement

Source: Zakaria (in publication).

Section 84 and Non-Section 84 Offender Release Cohort

Procedures performed on this cohort involved analyses of the rate of conditional release failure which were accomplished by using the sequential Cox proportional hazards regression model as described above. Statistical analyses performed for conditional release failures among Aboriginal men and women offenders were fitted so that they only included covariates that were found to be significantly associated with the outcomes (Tabachnik & Fidell, 2001). Initially, the following contributing factors were included in all analyses: age at release; type of conditional release (day parole vs. other types of release); previous federal sentences; and, levels of overall need and risk assessed prior to release.

Rate-Based Data

An Interrupted Time Series Analysis (ITSA) design was used to establish whether the gap between Aboriginal and non-Aboriginal offenders has significantly changed since the implementation of SPAC. ITSA is a statistical procedure that is used to examine whether an event or intervention had an impact on a time-series process. To account for the serial dependency between each consecutive rate, the evaluation team used the ARIMA model to identify and remove trends and patterns that carried over from one month to another. Once trends and patterns in the data were removed, basic statistical tests, equivalent to an independent sample t-test, were performed on the residuals to examine the mean of rates pre and post implementation and determine if significant change had occurred. ITSA data consists of a set of measurements, taken at regular intervals, and ordered by time. The ideal number of data points is 50 before and 50 after the intervention. Due to low monthly correctional event counts for women offenders, it was not possible to create stable and reliable monthly rates. Consequently, ITSA was not used for women.

APPENDIX D: Offender Cohort Profile Information

Aboriginal Release Cohort

Table D1: Demographic and Sentence Characteristics of the Men and Women Offenders

	Men		Women	
	<i>n</i>	%	<i>n</i>	%
	3639	91%	381	9%
Aboriginal background				
North American	2527	69%	274	72%
Métis	972	27%	101	27%
Inuit	140	4%	6	2%
Age at release (mean - years)	34	SD = 10.01	33	SD = 8.21
Security Level (at release)				
Minimum	1219	34%	204	54%
Medium	2090	58%	148	39%
Maximum	316	9%	27	7%
Release Type				
Day parole	1036	28%	232	61%
Full parole	58	1%	10	3%
Statutory release	2551	70%	139	36%
Sentence length (mean - days)	1211.82 (3.32 years)	SD = 743.68	1008.34 (2.76 years)	SD = 511.24
Sentence type				
Determinate sentence	3576	98%	375	98%
Indeterminate sentence	63	2%	6	2%
Offence type				
Schedule 1	2309	63%	222	58%
Schedule 2	474	13%	107	28%
Sex offence	506	14%	23	6%
Region				
Atlantic	178	5%	22	6%
Quebec	248	7%	13	3%
Ontario	511	14%	60	16%
Prairies	2117	58%	237	62%
Pacific	585	16%	49	13%

Source: OMS (2011).

Aboriginal and non-Aboriginal Release Cohort

Table D2: Demographic and Sentence Characteristics of Men and Women Offenders

	All Offenders		Non-Aboriginal Offenders	
	<i>N</i>	%	<i>N</i>	%
All Offenders	8,008	100%	4,004	50%
Sex				
Men	7,246	90%	3,623	90%
Women	762	10%	381	10%
Ethnicity				
Aboriginal	4,004	50%	-	-
Non-Aboriginal	4,004	50%	4,004	100%
Age at release (mean - years)	35	SD = 10.23	36	SD = 10.44
Security Level (at release)				
Minimum	2,787	35%	1,374	35%
Medium	4,478	56%	2,241	57%
Maximum	686	9%	344	9%
Sentence length (mean - days)	1225.56 (3.35 years)	SD = 768.93	1257.76 (3.44 years)	SD = 806.24
Sentence type				
Determinate sentence	7,873	98%	3,937	98%
Indeterminate sentence	135	2%	67	2%
Offence type				
Schedule 1	4,704	59%	2,180	54%
Schedule 2	1,393	17%	816	20%
Sex offence	874	11%	345	9%
Region				
Atlantic	804	10%	607	15%
Quebec	918	11%	657	16%
Ontario	1,811	23%	1,243	31%
Prairies	3,305	41%	960	24%
Pacific	1,169	15%	536	13%

Source: OMS (2011).

Table D3: Risk, Need, Motivation and Reintegration Potential Ratings for Men Offenders

		High		Medium		Low	
		<i>N</i>	%	<i>N</i>	%	<i>N</i>	%
Risk							
Intake ^{n.s.}	Aboriginal	1,956	55%	1,351	38%	253	7%
	Non-Aboriginal	1,971	55%	1,298	36%	290	8%
Release ^{n.s.}	Aboriginal	2,017	56%	1,376	38%	230	6%
	Non-Aboriginal	2,068	57%	1,306	36%	249	7%
Need							
Intake ^{***}	Aboriginal	2,473	71%	895	26%	126	4%
	Non-Aboriginal	2,367	68%	951	27%	172	5%
Release ^{n.s.}	Aboriginal	2,237	62%	1,252	35%	134	4%
	Non-Aboriginal	2,267	63%	1,190	33%	166	5%
Motivation							
Intake ^{***}	Aboriginal	496	15%	2,334	70%	508	15%
	Non-Aboriginal	613	18%	2,296	69%	409	12%
Release ^{n.s.}	Aboriginal	986	27%	2,149	59%	488	13%
	Non-Aboriginal	997	28%	2,163	60%	463	13%
Reintegration Potential							
Intake ^{***}	Aboriginal	656	20%	1,059	32%	1,623	49%
	Non-Aboriginal	948	29%	1,046	32%	1,324	40%
Release ^{n.s.}	Aboriginal	630	17%	1,651	46%	1,342	37%
	Non-Aboriginal	656	18%	1,598	44%	1,369	38%

Source: OMS (2011)

Note: Significance levels: n.s. = Not significant; ** = $p < .01$; *** = $p < .001$.Missing data: Intake need ($n = 262$); Intake risk ($n = 125$); Intake motivation ($n = 590$); Intake reintegration potential ($n = 590$).

Table D4: Risk, Need, Motivation and Reintegration Potential Ratings for Women Offenders

		High		Medium		Low	
		<i>N</i>	%	<i>N</i>	%	<i>N</i>	%
Risk							
Intake ^{n.s.}							
	Aboriginal	113	31%	175	48%	79	22%
	Non-Aboriginal	89	24%	183	50%	92	25%
Release ^{n.s.}							
	Aboriginal	117	31%	184	48%	80	21%
	Non-Aboriginal	99	26%	194	51%	88	23%
Need							
Intake ^{n.s.}							
	Aboriginal	224	60%	134	36%	15	4%
	Non-Aboriginal	198	53%	147	40%	26	7%
Release ^{n.s.}							
	Aboriginal	218	57%	146	38%	17	4%
	Non-Aboriginal	197	52%	161	42%	23	6%
Motivation							
Intake *							
	Aboriginal	190	54%	139	39%	26	7%
	Non-Aboriginal	178	50%	163	46%	13	4%
Release *							
	Aboriginal	231	61%	128	34%	22	6%
	Non-Aboriginal	215	56%	155	41%	11	3%
Reintegration Potential							
Intake *							
	Aboriginal	124	35%	137	39%	94	26%
	Non-Aboriginal	133	38%	155	44%	66	17%
Release ^{n.s.}							
	Aboriginal	120	32%	208	55%	53	14%
	Non-Aboriginal	131	34%	210	55%	40	11%

Source: OMS (2011).

Note: Significance levels: n.s. = Not significant; * = $p < .05$.

Missing: Intake need ($n = 18$); Intake risk ($n = 31$); Intake motivation ($n = 53$); Intake reintegration potential ($n = 53$).

Table D5: Criminogenic Need Domains for Men Offenders

		Factor seen as an asset to community adjustment		No immediate need for improvement		Some need for improvement		Considerable need for improvement	
		<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%
Attitudes									
Intake*									
	Aboriginal	39	1%	1,162	32%	1,317	36%	1,105	31%
	Non-Aboriginal	64	2%	1,229	34%	1,231	34%	1,097	30%
Release ^{n.s.}									
	Aboriginal	63	2%	1,267	35%	1,386	38%	907	25%
	Non-Aboriginal	87	2%	1,318	36%	1,331	37%	887	24%
Community Functioning									
Intake***									
	Aboriginal	27	1%	2,229	62%	1,129	31%	237	7%
	Non-Aboriginal	50	1%	2,387	66%	974	27%	211	6%
Release**									
	Aboriginal	30	1%	2,238	62%	1,144	32%	211	6%
	Non-Aboriginal	52	1%	2,374	66%	1,013	28%	184	5%
Education/Employment									
Intake***									
	Aboriginal	43	1%	702	19%	2,244	62%	633	17%
	Non-Aboriginal	37	1%	922	25%	2,170	56%	492	14%
Release***									
	Aboriginal	49	1%	771	21%	2,251	62%	552	15%
	Non-Aboriginal	35	1%	959	26%	2,171	60%	458	13%
Marital/Family									
Intake***									
	Aboriginal	42	1%	1,579	44%	1,223	34%	775	21%
	Non-Aboriginal	61	2%	1,800	50%	1,118	31%	642	18%
Release***									
	Aboriginal	45	1%	1,611	45%	1,370	38%	597	16%
	Non-Aboriginal	64	2%	1,788	49%	1,218	34%	553	15%
Personal/Emotional									
Intake***									
	Aboriginal	-	-	403	11%	967	27%	2,252	62%
	Non-Aboriginal	-	-	554	15%	1,116	31%	1,953	54%
Release***									
	Aboriginal	-	-	433	12%	1,445	40%	1,745	48%
	Non-Aboriginal	-	-	587	16%	1,416	39%	1,620	45%
Associates									
Intake**									
	Aboriginal	28	1%	898	25%	1,549	43%	1,147	32%
	Non-Aboriginal	54	1%	1,001	28%	1,532	42%	1,035	29%

Release**									
	Aboriginal	30	1%	947	26%	1,667	46%	969	27%
	Non-Aboriginal	54	1%	1,039	29%	1,636	45%	894	25%
Substance Abuse									
Intake***									
	Aboriginal	-	-	399	11%	651	18%	2,573	71%
	Non-Aboriginal	-	-	613	17%	822	23%	2,188	60%
Release***									
	Aboriginal	-	-	435	12%	1,336	37%	1,852	51%
	Non-Aboriginal	-	-	639	18%	1,157	32%	1,827	50%

Source: OMS (2011)

Note: Significance levels: n.s. = Not significant; * = $p < .05$; ** = $p < .01$; *** = $p < .001$.

Missing: Attitude - intake ($n = 2$), Community Functioning- intake ($n = 2$), Education/Employment- intake ($n = 3$), Marital/Family- intake ($n = 3$), Personal/Emotional- intake ($n = 1$), Associates- intake ($n = 2$), Substance Abuse- intake ($n = 0$).

Table D6: Criminogenic Need Domains for Women Offenders

		Factor seen as an asset to community adjustment		No immediate need for improvement		Some need for improvement		Considerable need for improvement	
		<i>N</i>	%	<i>N</i>	%	<i>N</i>	%	<i>N</i>	%
Attitudes									
Intake ^{n.s.}									
	Aboriginal	15	4%	222	58%	87	23%	57	14%
	Non-Aboriginal	25	7%	230	61%	83	22%	42	11%
Release ^{n.s.}									
	Aboriginal	16	4%	227	60%	90	24%	48	13%
	Non-Aboriginal	27	7%	234	61%	85	22%	35	9%
Community Functioning									
Intake ^{n.s.}									
	Aboriginal	5	1%	241	63%	106	28%	29	8%
	Non-Aboriginal	11	3%	251	66%	102	27%	16	4%
Release ^{n.s.}									
	Aboriginal	5	1%	244	64%	105	28%	27	7%
	Non-Aboriginal	10	3%	259	68%	97	25%	15	4%
Education/Employment									
Intake***									
	Aboriginal	7	2%	55	14%	214	56%	105	28%
	Non-Aboriginal	9	2%	73	19%	241	63%	57	15%
Release***									
	Aboriginal	7	2%	59	15%	218	57%	97	25%
	Non-Aboriginal	10	3%	74	19%	244	64%	53	14%
Marital/Family									
Intake ^{n.s.}									

	Aboriginal	4	1%	109	29%	146	38%	122	32%
	Non-Aboriginal	3	1%	148	39%	133	35%	96	25%
Release ^{n.s.}	Aboriginal	3	1%	111	29%	161	42%	106	28%
	Non-Aboriginal	2	1%	150	39%	142	37%	87	23%
Personal/Emotional									
Intake*									
	Aboriginal	-	-	45	12%	125	33%	211	55%
	Non-Aboriginal	-	-	71	19%	142	37%	168	44%
Release*									
	Aboriginal	-	-	46	12%	159	42%	176	46%
	Non-Aboriginal	-	-	71	19%	166	44%	144	38%
Associates									
Intake ^{n.s.}									
	Aboriginal	1	0%	57	15%	128	34%	195	51%
	Non-Aboriginal	1	0%	83	22%	138	36%	158	42%
Release ^{n.s.}									
	Aboriginal	1	0%	55	14%	148	39%	177	46%
	Non-Aboriginal	1	0%	86	23%	146	38%	148	39%
Substance Abuse									
Intake***									
	Aboriginal	-	-	28	7%	27	7%	326	86%
	Non-Aboriginal	-	-	57	15%	38	10%	286	75%
Release**									
	Aboriginal	-	-	30	8	69	18	282	74
	Non-Aboriginal	-	-	58	15	65	17	258	68

Source: OMS (2011).

Note: Significance levels: n.s. = not significant; * = $p < .05$; ** = $p < .01$; *** = $p < .001$

Missing: Attitude - intake ($n = 1$), Community Functioning- intake ($n = 1$), Education/Employment- intake ($n = 1$), Marital/Family- intake ($n = 1$), Personal/Emotional- intake ($n = 0$), Associates- intake ($n = 1$), Associates- release ($n =$), Substance Abuse- intake ($n = 0$).

Table D7: Section 84 and Non-Section 84 Releases Release Cohort

	Section 84		Non-Section 84	
	<i>n</i>	%	<i>n</i>	%
Total Sample	90	100%	90	100%
Aboriginal background				
First Nations	72	80%	58	64%
Métis	16	18%	31	34%
Inuit	2	2%	1	1%
Age at release (mean - years)	35	SD = 11.30	35	SD = 11.16
Security Level (at release)				
Minimum	72	80%	66	73%
Medium	18	20%	24	27%
Maximum	-	-	-	-
Release Type				
Day parole	79	88%	83	92%
Full parole	11	12%	7	8%
Sentence length (mean-days) (excluding life sentences)	1364.19 (3.7 years)	SD = 975.10	1208.31 (3.3 years)	SD = 623.94
Sentence type				
Determinate sentence	79	88%	85	94%
Indeterminate sentence	11	12%	5	6%
Offence type				
Schedule 1	54	60%	38	42%
Schedule 2	11	12%	22	24%
Sex offence	11	12%	7	8%
Region				
Atlantic	3	3%	7	8%
Quebec	12	13%	9	10%
Ontario	4	4%	12	13%
Prairies	64	71%	44	49%
Pacific	7	8%	18	20%

APPENDIX E: Analyses of Conditional Release Failure Among Aboriginal Men and Women Offenders – Participation in National Correctional Programs

Table E1: Cox Regression Analysis Results for Aboriginal Men Offenders – Participation in National Correctional Programs (Any Exposure)

	Any Return		New Offence	
	χ^2	Hazard Ratio (CL)	χ^2	Hazard Ratio (CL)
Violence Prevention				
Non-Aboriginal	5.5853*	.793 (0.655-0.961)	0.3478 <i>n.s.</i>	0.904 (0.646-1.264)
Aboriginal	4.7951*	.792 (0.642-0.976)	0.4068 <i>n.s.</i>	0.887 (0.613-1.283)
Sexual Offender				
Non-Aboriginal	8.2901**	.563 (0.381-0.833)	3.0402 <i>n.s.</i>	0.489 (0.219-1.093)
Aboriginal	-	-	-	-
Substance Abuse				
Non-Aboriginal	0.0175 <i>n.s.</i>	.991 (0.874-1.125)	2.4011 <i>n.s.</i>	0.846 (0.685-1.045)
Aboriginal	3.0526 <i>n.s.</i>	.860 (0.726-1.019)	1.8304 <i>n.s.</i>	0.825 (0.624-1.090)
Family Violence Prevention				
Non-Aboriginal	0.2262 <i>n.s.</i>	1.058 (0.839-1.334)	0.2655 <i>n.s.</i>	0.896 (0.590-1.361)
Aboriginal	0.1628 <i>n.s.</i>	1.075 (0.757-1.526)	0.1297 <i>n.s.</i>	1.116 (0.614-2.029)
Social Skills				
Non-Aboriginal	1.2267 <i>n.s.</i>	1.112 (0.921-1.343)	2.2252 <i>n.s.</i>	1.274 (0.927-1.750)
Aboriginal	0.0009 <i>n.s.</i>	1.004 (0.775-1.300)	0.1758 <i>n.s.</i>	0.906 (0.571-1.438)

Note: * = $p < .05$; ** = $p < .01$; *n.s.* = Not Significant.

Table E2: Cox Regression Analysis Results for Aboriginal Men Offenders – Participation in National Correctional Programs (Successful Completion)

	Any Return		New Offence	
	χ^2	Hazard Ratio (CL)	χ^2	Hazard Ratio (CL)
Violence Prevention	6.5023*	0.785 (0.652-0.946)	0.6311 <i>n.s.</i>	0.875 (0.630-1.216)
Sexual Offender	10.9298***	0.496 (0.328-0.752)	-	-
Substance Abuse	2.9157 <i>n.s.</i>	0.895 (0.788-1.017)	4.2067*	0.802 (0.649-0.990)
Family Violence Prevention	0.0000 <i>n.s.</i>	0.999 (0.895-0.788)	0.0974 <i>n.s.</i>	0.935 (0.613-1.425)
Social Living Skills	0.1726 <i>n.s.</i>	1.041 (0.862-1.257)	1.0967 <i>n.s.</i>	1.186 (0.862-1.631)

Note: * = $p < .05$; *** = $p < .001$; *n.s.* = Not Significant.

Table E3: Cox Regression Results for Aboriginal Women Offenders – Participation in National Correctional Programs (Any Exposure to Any Program)

	Any Return		New Offence	
	χ^2	Hazard Ratio (CL)	χ^2	Hazard Ratio (CL)
Participation in programs	.0008 <i>n.s.</i>	1.007 (0.620 - 1.635)	.0628 <i>n.s.</i>	.886 (0.346 - 2.274)

Note: n.s. = Not Significant.

Table E4: Cox Regression Analysis Results for Aboriginal Women Offenders – Participation in National Correctional Programs (Successful Completion)

	Any Return		New Offence	
	χ^2	Hazard Ratio (CL)	χ^2	Hazard Ratio (CL)
Participation in programs	0.1565 <i>n.s.</i>	0.905 (0.553-1.482)	0.48792 <i>n.s.</i>	0.838 (0.322-2.180)

Note: n.s. = Not Significant.

APPENDIX F: Analyses of Conditional Release Failure Among Aboriginal Men and Women Offenders – Participation in a Culturally-Specific Living Environment

Table F1: Cox Regression Results for Aboriginal Men Offenders– Participation in Pathways and Healing Lodges

	Any Return		New Offence	
	χ^2	Hazard Ratio (CL)	χ^2	Hazard Ratio (CL)
Pathways	0.2500 <i>n.s.</i>	1.039 (0.895 - 1.204)	0.2413 <i>n.s.</i>	.936 (0.717 - 1.220)
Healing Lodges	0.0383 <i>n.s.</i>	.987 (0.866 - 1.125)	1.1925 <i>n.s.</i>	1.131 (0.907 - 1.411)

Note: n.s. = Not Significant.

Table F2: Cox Regression Results for Odds of Discretionary Release Failure by Pathways Institutions (Pathways Participants vs. Non-Pathways Participants)

	Any Return		New Offence	
	χ^2	Hazard Ratio (CL)	χ^2	Hazard Ratio (CL)
Saskatchewan	1.1346 <i>n.s.</i>	0.809 (0.549-1.194)	0.8806 <i>n.s.</i>	0.735 (0.386-1.399)
Stoney Mountain	0.3436 <i>n.s.</i>	1.138 (0.739-1.751)	0.8472 <i>n.s.</i>	0.713 (0.347-1.465)
Bowden	5.4986*	0.474 (0.254-0.885)	2.7248 <i>n.s.</i>	0.389 (0.127-1.194)
Drumheller	2.8907 <i>n.s.</i>	1.412 (0.949-2.103)	0.2796 <i>n.s.</i>	1.191 (0.622-2.280)

Note: * = $p < .05$; n.s. = Not Significant.

Table F3: Cox Regression Results for Aboriginal Women Offenders – Participation in Pathways and Healing Lodges

	Any Return		New Offence	
	χ^2	Hazard Ratio (CL)	χ^2	Hazard Ratio (CL)
Pathways	2.8001 <i>n.s.</i>	1.538 (0.929 - 2.547)	0.7914 <i>n.s.</i>	1.600 (0.568 - 4.511)
Healing Lodges	2.5721 <i>n.s.</i>	0.755 (0.535 - 1.064)	0.3172 <i>n.s.</i>	0.827 (0.427 - 1.601)

Note: n.s. = Not Significant.

APPENDIX G: Average Daily Number of Offenders and Occupancy Rates in Healing Lodges between FYs 2006-07 and 2010-11

	Bed Capacity	2006-07 N (%)	2007-08 N (%)	2008-09 N (%)	2009-10 N (%)	2010-11 N (%)	
CSC- Operated	Okimaw Ohci Healing Lodge	50	32(64)	33(66)	32(64)	31(62)	
	Pe Sakastew Centre	60	51(85)	53(88)	48(80)	52(87)	
	Willow Cree Healing Lodge	40	32(80)	35(88)	36(90)	38(95)	
	Kwikwexwelhp Healing Village	40 ^a	28(100)	33(83)	38(95)	36(90)	40(100)
Section 81	Prince Albert Grand Council Spiritual Healing Lodge	5	5(100)	5(100)	5(100)	4(80)	4(80)
	Stan Daniels Healing Centre	18	14(78)	16(89)	17(94)	13(72)	13(72)
	O-Chi-Chak-Ko-Sipi Healing Lodge	30 ^b	29(193)	22(73)	24(80)	13(43)	22(73)
	Waseskun Healing Center	15	12(80)	16(107)	13(87)	13(87)	10(67)

Source: CRS – NCAOP Population Data Cube, April-04-10, taken at April 20, 2012.

Note: a – The total bed capacity for Ochimaw Ochi in 2006-07 was 28 beds.

b - The total bed capacity for Stan Daniels in 2006-07 was 15 beds.

APPENDIX H: List of Section 84 communities having received an Aboriginal offender from a S84 release since the implementation of SPAC

-
- BEARDY'S AND OKEMASIS
 - BEECHER BAY
 - CALGARY URBAN ABOR. COMM
 - CREE NATION OF MISTISSINI
 - CRF WASESKUN
 - EDM URBAN ABORIGINAL COMMUNITY
 - ENGLISH RIVER FN
 - HALIFAX MI'KMAQ NATIVE FRIENDS
 - ISLAND LAKE FN
 - KWIAKAH
 - LAC LA RONGE
 - LONG POINT FIRST NATION
 - MOHAWK COUNCIL KANESATAKE-
CEDO
 - MOHAWK COUNCIL OF KAHNAWAKE
 - MOHAWKS COUNCIL OF AKWESASNE
 - MUSCOWPETUNG
 - NEW WESTMINSTER
 - NORWAY HOUSE CREE NATION
 - NPJSQ
 - OSOYOOS
 - PEGUIS
 - RED EARTH
 - RED PHEASANT
 - REGINA URBAN ABORIGINAL COMM
 - SASKATOON URBAN ABOR. COMM.
 - SHAWANAGA FN
 - SHUBENACADIE
 - SQUAMISH
 - STANDING BUFFALO
 - STAR BLANKET
 - WPG URBAN ABORIGINAL COMMUNITY
-

Source: OMS (2011)

APPENDIX I: Analyses for Conditional Release Failure Among Aboriginal Offenders Released Through Section 84 of the CCRA

	Any Return		New Offence	
	χ^2	Hazard Ratio (CL)	χ^2	Hazard Ratio (CL)
Section 84 Release	6.3229*	0.463 (0.254 - 0.844)	0.9900 ^{n.s.}	0.570 (0.189 - 1.724)

Note: * = $p < .05$; n.s. = Not Significant.

APPENDIX J: Analyses for Conditional Release Failure Among Aboriginal Men and Women Offenders – Participation in Temporary Absences

Table J1: Cox Regression Results for Aboriginal Men Offenders– Participation in ETAs, UTAs, and Work Releases

	Any Return		New Offence	
	χ^2	Hazard Ratio (CL)	χ^2	Hazard Ratio (CL)
Escorted Temporary Absences	14.7242***	.786 (0.695 - 0.889)	3.4517 <i>n.s.</i>	.819 (0.663 - 1.011)
Unescorted Temporary Absences	.6046 <i>n.s.</i>	.964 (0.725 - 1.281)	.0237 <i>n.s.</i>	.961 (0.577- 1.599)
Work Releases	0.2964 <i>n.s.</i>	.916 (0.666 - 1.258)	.6024 <i>n.s.</i>	.790 (0.436 - 1.432)

Note: *** = $p < .001$; n.s. = Not Significant.

Table J2: Cox Regression Results for Aboriginal Women Offenders– Participation in ETAs

	Any Return		New Offence	
	χ^2	Hazard Ratio (CL)	χ^2	Hazard Ratio (CL)
Escorted Temporary Absences	7.9809**	.650 (0.483 - 0.877)	1.0005 <i>n.s.</i>	.739 (0.409 - 1.336)

Note: ** = $p < .01$; n.s. = Not Significant.

APPENDIX K: Number and percentage of CSC and Aboriginal employees – 2010

Region	# of Total CSC Employees	% of Total CSC Employees	# of Total Aboriginal Employees	% of Total Aboriginal Employees	Aboriginal Employees as % of Region	Aboriginal Employees as % of National
NHQ	1377	7.9%	55	4.0%	4.0%	0.3%
Atlantic	1847	10.6%	85	6.2%	4.6%	0.5%
Quebec	3855	22.1%	84	6.1%	2.2%	0.5%
Ontario	3788	21.7%	202	14.7%	5.3%	1.2%
Prairie	3948	22.6%	733	53.2%	18.6%	4.2%
Pacific	2638	15.1%	218	15.8%	8.3%	1.2%
National	17453	100.0%	1377	100.0%	7.9%	7.9%

APPENDIX L: Percentage of Change in employees by Classification from FY 2001 to 2010

	All Employees			Aboriginal Employees		
	2001	2010	% Change 2001-2010	2001	2010	% Change 2001-2010
Administrative Services (AS)	1,032	1,857	79.9%	45	118	162.2%
Clerical and Regulatory (CR)	1,551	1,644	6.0%	76	100	31.6%
Computer Systems (CS)	247	424	71.7%	2	12	500.0%
Correctional Services (CX)	5,812	7,179	23.5%	473	701	48.2%
General Labour and Trades (GL)	660	728	10.3%	15	39	160.0%
General Services (GS)	613	650	6.0%	23	37	60.9%
Nursing (NU)	499	779	56.1%	15	26	73.3%
Welfare Programmes (WP)	1,928	2,592	34.4%	106	287	170.8%
Others*	1,296	1,600	23.5%	37	57	54.1%
National	13,638	17,453	28.0%	792	1,377	73.9%

Source: HRMS.

Note: (%) are percentage of total National employees; snapshot data was taken at the end of the 2000-01 and 2009-10 FYs. *Data for all other classification group was provided as Others, not by individual classifications.

APPENDIX M: Average Pre and Post SPAC Rates (and Rate Percentages) and ITSA Results

Table M1: Pre and Post SPAC Differences among Aboriginal Offenders

		Men Offenders		Women Offenders	
		Mean	Difference†	Mean	Difference
Institutional time, % of sentence time (institutional and community)	PRE SPAC	70.92	+1.66*	63.14	-0.89
	POST SPAC	72.58		62.25	
Security level increase, rate per 100 OPY (min and med only)	PRE SPAC	20.11	-2.88**	29.81	-7.78
	POST SPAC	17.23		22.03	
Security level decrease, rate per 100 OPY (med and max only)	PRE SPAC	12.64	-2.39**	18.83	-6.32
	POST SPAC	10.25		12.51	
Medium security, % of all initial security classification decisions	PRE SPAC	73.46	+0.75 n.s.	62.74	-0.93
	POST SPAC	74.21		61.81	
Maximum security, % of all initial security classification decisions	PRE SPAC	11.90	-0.36 n.s.	8.92	-0.85
	POST SPAC	11.54		8.07	
Day parole cancelations, % of all applications	PRE SPAC	41.00	+4.19***	27.69	+8.13
	POST SPAC	45.19		35.82	
Full parole cancelations, % of all applications	PRE SPAC	11.47	-1.66*	10.49	-4.3
	POST SPAC	9.81		6.19	
Day parole denied, % of all day parole decisions	PRE SPAC	59.39	+11.86***	39.61	+9.94
	POST SPAC	71.25		46.55	
Full parole denied, % of all day parole decisions	PRE SPAC	38.07	+16.57***	19.47	+16.98
	POST SPAC			36.45	
Day parole releases, % of all releases	PRE SPAC	19.78	-4.82**	36.41	-4.79
	POST SPAC	14.96		31.62	
Full parole releases, % of all releases	PRE SPAC	2.70	-1.44***	6.31	-3.93
	POST SPAC	1.26		2.38	
Statutory release, % of all releases	PRE SPAC	62.13	+8.1***	43.55	+7.5
	POST SPAC	70.23		51.05	
WED releases, % of all releases	PRE SPAC	14.12	-2.14 n.s.	13.47	+0.04
	POST SPAC	11.98		13.51	
Any conditional release failure, rate per 100 OPY	PRE SPAC	64.79	+5.03*	67.56	-15.09
	POST SPAC	69.82		52.47	
Technical conditional release failure, rate per 100 OPY	PRE SPAC	38.41	+5.65***	54.29	-13.3
	POST SPAC	44.06		40.99	
Conditional release failure with offence, per 100 OPY	PRE SPAC	26.39	-0.63 n.s.	13.28	-1.79
	POST SPAC	25.76		11.49	

Note: Significance levels * p < .05, ** p < .01, *** p < .001

†: This column represents the difference between the pre and post SPAC rates or rate percentages. For men offenders, ITSA was conducted to determine if this difference was significant or not, as indicated by the significance level in superscript.

Table M2: Average Pre and Post SPAC Gap Between Aboriginal and Non-Aboriginal Offender (rates and rate percentage) and ITSA Results

		Men Offenders		Women Offenders	
		Mean	Difference †	Mean	Difference
Institutional time, % of sentence time (institutional and community)	PRE SPAC	11.28	-0.46 ^{n.s.}	20.33	-2.75
	POST SPAC	10.82		17.58	
Security level increase, rate per 100 OPY (min and med only)	PRE SPAC	3.37	+0.39 n.s.	11.78	-2.6
	POST SPAC	3.76		9.18	
Security level decrease, rate per 100 OPY (med and max only)	PRE SPAC	-0.03	+0.18 n.s.	6.42	-4.26
	POST SPAC	0.15		2.16	
Day parole cancelations, % of all applications	PRE SPAC	12.40	-0.12 n.s.	7.26	+6.78
	POST SPAC	12.28		14.04	
Full parole cancelations, % of all applications	PRE SPAC	2.11	+0.87 n.s.	-0.60	+0.6
	POST SPAC	1.24		0.00	
Day parole denied, % of all day parole decisions	PRE SPAC	4.58	+7.43***	14.79	+4.99
	POST SPAC	12.01		19.78	
Full parole denied, % of all day parole decisions	PRE SPAC	0.13	+7.60***	3.29	+10.07
	POST SPAC	7.73		13.36	
Day parole releases, % of all releases	PRE SPAC	-7.44	-3.98***	-10.23	-4.6
	POST SPAC	-11.42		-14.83	
Full parole releases, % of all releases	PRE SPAC	-2.01	-0.84**	-4.37	-1.76
	POST SPAC	-2.85		-6.13	
Statutory release, % of all releases	PRE SPAC	4.81	+8.6***	10.22	+6.96
	POST SPAC	13.41		17.18	
WED releases, % of all releases	PRE SPAC	5.09	-4.2***	5.15	-2.02
	POST SPAC	0.89		3.13	
Any conditional release failure, rate per 100 OPY	PRE SPAC	29.20	+5.38**	42.95	-12.55
	POST SPAC	34.58		30.40	
Technical conditional release failure, rate per 100 OPY	PRE SPAC	15.64	+4.98***	34.76	-11.75
	POST SPAC	20.62		23.01	
Conditional release failure with offence, per 100 OPY	PRE SPAC	13.56	+0.41 n.s.	8.19	-0.8
	POST SPAC	13.97		7.39	

Note: Significance levels * p < .05, ** p < .01, *** p < .001

†: This column represents the difference between Aboriginal and non-Aboriginal offenders in terms of the pre and post SPAC rate or rate percentage. For men offenders, ITSA was conducted to determine if this difference was significant or not, as indicated by the significance level in superscript.

APPENDIX N: Improvement and Decline in Ratings for Aboriginal and Non-Aboriginal Men Offenders

Table N1: Outcomes for Improvement and Decline in Criminogenic Needs Ratings for Aboriginal Men Offenders in Comparison to Non-Aboriginal Men Offenders

	Parameter Estimate	Standard Error	Wald χ^2	df	Sig.	Hazard Ratio	95% Confidence Limits
Improvement in Criminogenic needs							
Attitudes	.0746	.0815	.8381	1	.3599	1.077	0.918 - 1.264
Education and employment	.3433	.1216	7.9628	1	.0048	1.410	1.111 - 1.789
Marital and family	.5225	.1070	23.8459	1	<.0001	1.686	1.367 - 2.080
Personal and emotional	.4223	.0712	35.2167	1	<.0001	1.525	1.327 - 1.754
Associates and interactions	.2494	.0963	6.7122	1	.0096	1.283	1.063 - 1.550
Substance abuse	.6882	.0660	108.6685	1	<.0001	1.990	1.749 - 2.265
Community functioning	.2499	.1697	2.1690	1	.1408	1.284	0.921 - 1.790
Decline in Criminogenic needs							
Attitudes	-.0160	.1920	.0069	1	.9336	0.984	0.676 - 1.434
Education and employment	-.9172	.2523	13.2150	1	.0003	0.400	0.244 - 0.655
Marital and family	-.4791	.2016	5.6499	1	.0175	0.619	0.417 - 0.919
Personal and emotional	.2020	.2608	.6001	1	.4386	1.224	0.734 - 2.041
Associates and interactions	.2773	.2165	1.6414	1	.2001	1.320	0.863 - 2.017
Substance abuse	-.3362	.2372	2.0082	1	.1565	0.714	0.449 - 1.137
Community functioning	-.1062	.2137	.2470	1	.6192	0.899	0.591 - 1.367

Table N2: Logistic Regression Results for Improvement and Decline in Overall Ratings for Aboriginal Men Offenders in Comparison to Non-Aboriginal Men Offenders

	Parameter Estimate	Standard Error	Wald χ^2	df	Sig.	Hazard Ratio	95% Confidence Limits
Improvement in Overall Ratings							
Risk	.4752	.1483	10.2716	1	.0014	1.608	1.203 - 2.151
Need	.3642	.0761	22.9275	1	<.0001	1.439	1.240 - 1.671
Motivation	.2012	.0641	9.8626	1	.0017	1.223	1.079 - 1.386
Reintegration Potential	.7144	.0777	84.4669	1	<.0001	2.043	1.754 - 2.379
Decline in Overall Ratings							
Risk	-.00548	.1002	.0030	1	.9563	0.995	0.817 - 1.210
Need	.0910	.0942	.9346	1	.3337	1.095	0.911 - 1.317
Motivation	-.0115	.0815	.0198	1	.8880	0.989	0.843 - 1.160
Reintegration Potential	-.4241	.0767	30.5445	1	<.0001	0.654	0.563 - 0.761

APPENDIX O: Formula for Cost-Effectiveness Linked to Higher Likelihood of Discretionary Release Grant - Aboriginal National Correctional Violence Prevention Program (ISOYW)

	Formula	Amount
Attributable Fraction	Proportion of discretionary releases program participants \times $*(OR-1/ OR)$	43% \times $((1.739-1)/1.739) = 18\%$

Source: Rockhill, Newman & Weinberg (1998)

APPENDIX P: Formula for Cost-Effectiveness of Aboriginal-Specific National Correctional Violence Prevention Program (ISOYW) and Section 84 Release Initiative

Daily Institutional COMO	\times	Number of Days	=	Initiative Cost	+	Daily Community COMO	\times	Number of days
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APPENDIX Q: Cost-Effectiveness Indicators for the Aboriginal-Specific National Correctional Violence Prevention Program and Section 84 Release Initiative - Breakdown of By Institutional Level

	ISOYW Number of Days for 100% Monetary Return	Section 84 Number of Days for 100% Monetary Return	Monetary Return per Additional day
Institutional vs. Community	24	180	\$227.83
Maximum vs. Community	17	129	\$318.33
Medium vs. Community	29	219	\$187.19
Minimum vs. Community	31	234	\$174.91
Women's Institution vs. Community	-	82	\$502.30

